

**UNIVERSITY OF KWAZULU-NATAL**

**ASSESSING THE STATE OF PUBLIC PARTICIPATION  
AND SERVICE DELIVERY:  
THE CASE OF MAPHUMULO LOCAL MUNICIPALITY**

**By**

**Mukelani Mdlalose**

**213570951**

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**School of Management, Information Technology and Governance  
College of Law and Management Studies**

**Supervisor: Prof D. Taylor**

**Co-supervisor: Dr. F. Ruffin**

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## DECLARATION

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## ABBREVIATIONS

ACPPDT:	The African Charter for Popular Participation in Development and Transformation
ANC:	African National Congress
COGTA:	Department of Corporate Governance and Traditional Affairs
DPLG:	Department of Provincial and Local Government
EPWP:	Extended public works programme
EXCO:	Executive Committee of the Municipality
IDP:	Integrated Development Plan
IDP:	Integrated Development Plan
IFP:	Inkatha Freedom Party
IQ:	Municipal Data and Intelligence
LGTAS:	Local Government Turn Around Strategy
MFMA:	Municipal Finance Management Act
MSA:	Municipal Systems Act
MSA:	Municipal Structures Act
MTSF :	Medium-Term Strategic Framework
NFP:	National Freedom Party
PMS:	Performance Management System
PSC:	Project steering committee
SALGA:	South African Local Government Association
SDBIP:	Service Delivery Budget Implementation Plan
WC:	Ward Committee

## ABSTRACT

Public participation and consultation remains an integral tool used by the state to communicate and interact with citizens on the ground, especially about services and programmes to be provided to communities. The precepts of this concept are housed in the Constitution of South Africa (Act No 108 of 1996), as well as the Municipal Systems Act (No 32 of 2000) and Municipal Structures Act (No. 117 of 1998). In particular, Chapter Five of the Municipal Systems Act requires municipalities to approve Integrated Development Plans (IDPs) every 5 years and also explains how the municipality should conduct public participation as part of community consultation process of IDP approval. The study was undertaken following a number of violent public protests in the Maphumulo Local Municipality. Communities were complaining about a number of service delivery issues. The intention of this study was to explore the underlying reasons for these service delivery protests, by investigating the level of public participation and community consultation. The majority of grievances raised by communities during protests were not listed in the approved municipal IDP. Other grievances were related to duties of the District Municipality and Provincial and National government. These challenges raised by communities showed that public participation strategies are not working efficiently.

It emerged during the study that, although service delivery backlog remains a challenge within the municipality, communication breakdown between citizens and government is the major underlying cause of service delivery protests. When relevant officials do not provide feedback to communities, citizens become disgruntled and voice their anger through violent public protests.

The study adopted a qualitative approach and interviews were used as the primary tool to collect data. From these, it emerged that communication breakdown and poor public participation strategies used by the municipality are indeed the major causes of community dissatisfaction. After analysis, recommendations from the research findings were made. These include, amongst others, compiling a consolidated IDP plan for all three spheres of government in the Municipality and establishment of mobile offices by government departments to visit all wards. In addition, more regular community meetings and the quarterly use of a community survey would increase contact and input from communities. The study concluded by suggesting areas for further investigation which would assist in creating a more accurate picture of the problems leading to public dissatisfaction and protest, as well as sustainable solutions to these issues.

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## **CHAPTER ONE: INTRODUCTION AND OVERVIEW**

### **1.1 INTRODUCTION TO THE STUDY**

According to Chapter Seven of the Constitution of the Republic of South Africa (1996), community participation and the provision of accountable, democratic governance to local communities is the responsibility of municipalities. The process according to which public consultation should be implemented is explained in more detail in Chapter Four of the Local Government: Municipal Systems Act No 32 of 2000. The importance of community involvement in all phases of the municipal Integrated Development Plans (IDPs) as well as other initiatives aimed at developing the local area, has become the main focus of the South African government over the past 15 years. A number of additional Acts and regulations further enforces community involvement. In order for municipalities and citizens to counter the effects of poverty, unemployment and inequality within the community, specific tools or strategies are required. Community participation and IDP are seen as useful strategies which are based locally to address the specific needs of the people of the area. (Govender & Reddy, 2011:41).

This study sought to examine the Maphumulo Local Municipality's current procedures and practices to mobilise the community to participate in public consultation processes. In addition, the study endeavoured to identify any gaps that might exist between the community and the Municipality specifically with respect to the promotion of participation strategies and community consultation. It is now legislated (though a number of developmental local government laws) that municipalities must encourage community involvement in decision-making processes which are related to their well-being. The study further investigated what municipal participation programmes exist to resolve challenges faced by the municipality and what best practices and strategies the municipality can use to ensure that the community is actively involved in the planning, executing and monitoring of all agreed upon tasks of the municipality.

The research which was undertaken in this study is introduced in this chapter. Elements of the study highlighted include the background to the study, the research problem, hypothesis, questions and objectives, and the review of existing literature. Research methodology is also discussed briefly.

## **1.2 BACKGROUND TO THE STUDY**

The notion of public participation emanated after the inception of a democratic dispensation in 1994. Several Acts and other regulatory policies were implemented by the South African government to ensure that public institutions consult with and account to citizens. The municipality selected for this study is obliged, like all other municipalities in South Africa, to undergo a public participation process before approving its Integrated Development Plan. The central importance of community consultation and involvement in the IDP process is plainly outlined in various policies and Acts, which are discussed in detail in Chapter Two. Taken further, the municipality has an obligation to ensure that as many community members as possible are directly involved in the development of the IDP, both initially through consultation and later as central to the adoption of the plan. Community participation, therefore, serves as the involvement of the local citizens of a municipality is therefore an indispensable mechanism which, when done correctly, could assist the local sphere of government to ensure that integrated development planning is indeed accomplished successfully (Madzivhandila & Caswell, 2014:652).

Given the number of public protests across the wards falling under the jurisdiction of the Maphumulo Local Municipality over the 12 months preceding this study, the research examined two main areas. Firstly, it examined the application of, inter alia, Acts and regulations applicable to public participation, by the municipality and, secondly, internal public consultation strategies utilised to ensure that the community is directly involved in all aspects of the IDP development and implementation. Within South Africa, local government and community participation are inextricably linked and thus the associated planning and development activities that this sphere of government is responsible for are similarly closely associated with community involvement (Ababio, 2004; Mosefi, 2010; Madzivhandila & Asha, 2012).

The Maphumulo Local Municipality is located in northern Kwa-Zulu Natal under the ILembe district and comprises of 11 wards, which are all located in rural areas. The Municipal Council consists of 11 ward councillors and 11 public representatives. The highest decision-making body is the Municipal Council, which adopts resolutions in council meetings. Section 151 of the South African Constitution (1996) states that the authority of the municipality, both executive and legislative, is conferred upon the Municipal Council.

The Department of Provincial and Local Government (Republic of South Africa, 2007c:15) defines public participation as a process by which representatives (both individual and collective) from communities can express their views and highlight their needs and thus influence decisions which are made which directly affect them. It is also necessary to distinguish between two types of citizen participation. The first is where the people form an external force against government and the second is the formation of a form of co-governance where the people and the state work cooperatively to achieve service delivery goals (Buccus & Hicks, 2005:1). In essence, public participation refers to the ability of affected communities to clearly communicate their concerns and issues with the local government.

### **1.3 THE RESEARCH PROBLEM**

The Maphumulo Local Municipality is located in deep rural areas characterized by inadequate infrastructure and poor standards of living. To elaborate, houses are poorly built, road conditions are inferior, most household still have no access to electricity and 70 per cent are unemployed (Maphumulo Local Municipality, 2012c:245). The municipality has increased its indigent budget by 35.76 per cent over the past three years (Maphumulo Local Municipality, 2015b).

Since June 2014, the Maphumulo Local Municipality has been experiencing a number of violent public protests in all eleven wards. The grievances submitted by striking community members were all of a similar nature; ranging from a shortage of water and Reconstruction and Development Programme (RDP) houses, to lack of electricity provision, and construction and maintenance of roads (Maphumulo Local Municipality, 2015a). A large number of the abovementioned challenges are assigned to the district municipality or to national and provincial departments. This may reflect that local communities do not appear to fully participate in the IDP processes or that the municipality could be employing poor strategies to mobilise the community to participate in development processes. This is especially since most of the community 'demands' were not reflected in the municipality's approved 2012/13/14 IDP. Some of the services that community members were striking for, such as water, roads and human settlement services, are assigned to the district municipality and provincial departments concerned. In summary, to achieve good governance and efficient, quality delivery of services, public participation is an essential component which cannot be ignored. Further, the South African Constitution upholds the importance of public participation which goes beyond merely the right to vote (Nyalunga, 2006).

The recent violent protest actions by the community reflect that people rely heavily on government services for their basic needs. In addition, it revealed that communication between the citizens in the community and the municipality is highly problematic since some of their basic needs are not provided by the municipality and are not contained in the approved IDP. During the 2013/2014 IDP road shows also known as Mayoral Izimbizo only 7009 people attended, which represents only 7.43% of the entire Maphumulo population (Maphumulo Local Municipality, 2014).

This poor public attendance possibly indicates that the Municipal IDP is not supported by the majority of residents.

If communities are consulted about municipal projects, programmes, and proposals for new services as well as about problems encountered while implementing these programmes, they are less likely to protest poor service delivery, regardless of their socio-economic status. This is because the community is kept abreast of what is transpiring and may contribute to the solving of problems. As previously stated, this study aimed to investigate possible reasons for the violent public protests and community dissatisfaction. The hypothesis on which the study was based is that “The underlying cause of service delivery protest in the Maphumulo Local Municipality is a lack of public participation.” The findings from this study would hopefully assist the municipality to develop new public consultation and communication strategies. It could also assist other municipalities who are affected by similar challenges.

#### **1.4 RESEARCH HYPOTHESIS AND QUESTIONS**

The hypothesis tested by this study is “The underlying cause of service delivery protest in the Maphumulo Local Municipality is lack of public participation and communication.”

The main research questions for this study were the following:

1. Why is there such poor community attendance at public meetings?
2. Why do communities make demands for services not present in the agreed IDP?
3. What are the current public consultation and communication strategies employed by the Municipality?
4. What is the envisaged role of the public in the consultation strategies employed by the Maphumulo Local Municipality?
5. What is the role of the community in service delivery strategies by the Maphumulo Local Municipality?
6. How does the community participate in evaluating service delivery standards implemented by the Maphumulo Local Municipality, and what role does the community hold in

formulation and implementing the performance management strategy used in service delivery?

### **1.5 RESEARCH OBJECTIVES**

The objectives of the study include the following:

1. To determine the role of the community in participation and consultation processes employed by the Maphumulo Local Municipality;
2. To review government Acts and regulations adopted to ensure the implementation of public participation at local government level and evaluate the implementation thereof
3. To investigate reasons for the apparent poor public attendance in public meetings.
4. To ascertain the community's role in the implementation of service delivery standards by the Maphumulo Local Municipality;
5. To ascertain the community's role in the complete IDP process;
6. To evaluate the effectiveness of current community mobilisation strategies utilised by the municipality; and
7. To propose alternative measures which could be implemented by the Maphumulo Local Municipality to ensure that the majority of community members participate in future municipal programmes.

### **1.6 LITERATURE REVIEW**

Public participation as an element of service delivery is not a new field of enquiry. There exists much existing research on the topic. Thorough research was conducted by the researcher before selecting the topic to ensure that a similar study has not been undertaken to avoid duplication. Government regulations, policies, Acts, discussion documents, books, journals, magazines, newspaper articles, electronic sources and completed similar theses were utilised to provide a comprehensive overview of existing theory in this field on which to base the study. In this study, it is assumed that promotion of a developmental mandate in local government through the mechanism of community participation is an effective one, since it incorporates input from several actors including communities and civil society (Burde, 2004; Williams, 2006, 197-217).

Denscombe (2008:210) maintains that by studying previous research outputs the researcher is more easily able to decide where to focus the attention of subsequent studies. By so doing, it makes it easier for the researcher to decide what needs to be included in current work and prioritise the associated activities to gather data related to those areas of interest. A literature review of existing

literature was undertaken by the researcher and included a review of; *inter alia*, Acts of Parliament, journal articles and relevant authoritative books written by various authors.

Chapter Seven, section 151 of the Constitution of the Republic of South Africa (Republic of South Africa, 1996) instructs local government structures to encourage community involvement in all municipal projects and programmes as it is one of the important purposes of local government. Chapter Four of the Local Government: Municipal Systems Act (Republic of South Africa, 2000b) clearly outlines the processes related to the participation of the community in local government, as well as the responsibilities of the municipality in relation to public participation to ensure that projects and programmes approved by the Municipal Council generally reflect the will of the affected communities. Chapter Five of the same Act also outlines the process to be followed in terms of the IDP and how the public should participate in the processes, especially in terms of approving capital projects and municipal operational affairs. Another piece of legislation, The Promotion of Access to Information Act (Republic of South Africa, 2000a), provides citizens with the right to access government information as part of their human rights mandate. The Local Government: Municipal Finance Management Act (Republic of South Africa, 2003) also charges a municipality to allow the public to have input on the draft budget of the municipality before it is approved by the council (as per section 22(a) (i)). As a result, the final budget may not be adopted by the Municipal Council without input from the community.

A longstanding document of guiding principles, the 1955 Freedom Charter of the Congress of the People, states that “South Africa belongs to all who live in it, black and white, and no government can justly claim authority unless it is based on the will of all the people.” The Local Government: Municipal Structures Act (Republic of South Africa, 1998) stipulates the establishment of municipalities as the third sphere of government. Municipalities are divided into wards determined by the demarcation board. During local government elections and in line with the principles of the Freedom Charter, the community is able to vote for ward councillors who then form part of the Municipal Council. The White Paper on Transforming Public Service Delivery (Republic of South Africa, 1997), also known as the ‘Batho Pele Principles’, charges public sector institutions to place “people first” and consult with the public on projects and programmes of the institution. For public sector institutions to achieve this, public officials are required to go beyond their call of duty in providing services to the community they serve.

Ababio (2007) and Nzimakwe and Reddy (2008) analysed the role of communities in developmental matters at local government level. Kakumba and Nsingo (2008) and Ile and Mapuva (2010) have written about rural development and the direct participation of affected citizens in Uganda and Zimbabwe respectively. Maphunye and Mafunisa (2008) explore community participation and integrated development planning and examine the relationship between the two; while Bekker (1996) covers public participation from various angles. Other relevant research works pertaining to the study under discussion are those of Keyter (2008) who investigated matters of service delivery in Windhoek, Namibia and by Van der Merwe and Steyl (2005) who researched service delivery in rural (high density agriculture) areas as a planning strategy. These studies were all referred to during the course of the present research.

The reviewed literature enabled the researcher to assert that this study on public participation in service delivery in the Maphumulo Local Municipality is valid for various reasons. Firstly, such a study will increase what is known in the broad field of public participation and, perhaps more significantly, the research findings are likely to fill gaps in what is known about the specific area of service delivery. Nyalunga (2006) alleges that the success of a progressive democracy hinges on citizen involvement in the local sphere of government. He further suggests that without said involvement being taken seriously, progressive democracy may well be seriously compromised. Phago and Hanyane (2007: 94) posit that public participation relies on a citizens and the state engaging in bilateral information exchange. It is only through this cooperative communication that community desires can be relayed to the authorities in order for them to be included in strategic plans of the municipality. The community and municipality therefore enter in to partnership commitment to initiate and implement plans which take into account the desires of the community.

By law, municipalities are required to provide basic services to their citizens. These include providing, *inter alia*, clean water, sanitation, housing, roads, safety and electricity. It stands to reason that should the local authority be unable or unwilling to meet these needs, the community is likely to become frustrated and unrest and conflict may well result. The Local Government: Municipal Systems Act (Republic of South Africa, 2000) and the 1996 Republic of South Africa Constitution make it very clear that it is the duty of the municipality to provide these services and ensure sustainable delivery of all basic services to their constituents. In addition, the new local government directive, with its strong developmental emphasis, requires municipalities to not only provide basic services but also to promote local economic and social development; encourage active involvement of citizens in all activities of the local authority and provide a safe



environment. As a result of these legal obligations which are placed on the municipalities, communities have a number of expectations related to accessing basic services. If these expectations are not met, however, there is the possibility that citizens will retaliate against the authority of the state and engage in protest action.

In section 195(1) of the 1996 Republic of South Africa Constitution, certain democratic values which should guide public service delivery are highlighted. These are human dignity, the achievement of equality, the advancement of human rights and freedoms, non-racialism and non-sexism. These principles are further enshrined in the White Paper on Local Government (Republic of South Africa, 1998a), the White Paper on Transforming Public Service Delivery (Republic of South Africa Department of Public Service and Administration, 1997) and the Municipal Systems Act (Republic of South Africa, 2000b). It can thus be noted that efficiency, accountability and equity should be central characteristics of public service delivery. .

The study is framed by concepts around public participation and consultation. These form the conceptual framework in which the research is located. The concept of public consultation in South African local government stems from the South African Constitution of 1996. In this regard section 151 specifically mandates municipalities to implement projects and programmes approved by the affected community and also to encourage the involvement of all local government stakeholders through the IDP process. As previously mentioned, Chapter Four of the Municipal Systems Act (Republic of South Africa, 2000b) outlines, *inter alia*, procedures for enhanced public participation and consultation in local government and Chapter Five of the Act describes the process to be followed further outlines the manner in which the IDP is to be approved.

However, authors have provided different definitions of public participation and what it entails. Oakley and Marsden (1987:17) suggest that community participation is a process by which citizens shoulder responsibility for their own welfare and acquire the necessary skills in order to participate to their own development. An essential element of public participation is consultation. Consultation includes various aspects such as education, sharing information and negotiation, but ultimately the goal is to ensure that the decision making process is improved through public consultation (Becker, 1997:155). When the public is directly involved in the processes around decision making within an organisation, this can be termed public involvement (Becker & Hollis, 1997:155). According to these authors, public participation includes allowing the community to identify the projects or programmes needed in the area, conducting public meetings in order to interact and debate on the identified need

among community members affected, approving the implementation of the accepted needs and monitoring the implementation of the projects. Democracy is underpinned by public participation (Southall, 2003) and as such it remains an important aspect for consideration when seeking to strengthen democracies (Scott, 2009).

Further, Picolotti and Taillant (2003) define participation as the authentic involvement of all role players within a community in all the decision-making processes which may directly or indirectly affect them. In addition, community participation in local government may also be seen as a sort of by-product from the current trend of decentralisation which is popular when discussing matters of local governance. (Du Plessis, 2008). Historically, South African citizens were not actively engaged by the state nor were they consulted on developmental agendas etc. (Van Rooyen, 2003:126). This was because of the former apartheid government's system of colonialism where the majority of people were not allowed to participate in economic, political and social development issues of the country.

## **1.7 RESEARCH METHODOLOGY**

The research approach used in this study was a qualitative one. Silverman (2000) states that qualitative research design is effective where a researcher seeks to obtain a detailed understanding of the views and perceptions of the participants. This method is therefore suitable for this study as it deals with; *inter alia*, participants' views on the state of public participation strategies and service delivery with reference to the Maphumulo Local Municipality.

### **1.7.1 Research design**

The research employed a case study design to examine the level of public participation in terms of service delivery within the Maphumulo Local Municipality. Creswell and Plano Clark (2007) explain that when in-depth research into a single case or subject is undertaken, this is a case study design. Central to this design is that the study is done in a very detailed manner and in the usually-occurring environment. Therefore, the case research design is suitable to investigate the topic under discussion as it will assist to generate a close-up, comprehensive and detailed understanding of the role of the community in service delivery by the Maphumulo Local Municipality.

## **1.7.2 Sampling methods**

### **1.7.2.1 Population**

According to Tashakkori and Teddlie (1998), a study population is a group of units or subjects from which a researcher draws conclusions. The Maphumulo Municipality, located under the ILembe District Municipality in the north of Kwa-Zulu Natal province, consists of 11 wards, each with a ward councillor (who is automatically the committee chairperson) and a community representative – dependent on the number of votes won by the opposition party. Each ward must elect a minimum of 10 ward committee members to form a ward committee. All elected ward councillors and public representatives automatically make up the Municipal Full Council which is the highest decision-making body of the Municipality. The Executive Committee is made up of five political office bearers who are the Executive Mayor, Deputy Mayor, Speaker and two councillors from the official opposition party. There are also the strategic officers and Municipal Managers (Accounting Officer) whose responsibility it is to ensure that resources are provided and plans implemented within the municipality.

### **1.7.2.2 Target population**

Maxwell (1996) defines a target population as a population within a larger population in which a researcher is interested. From the population under study, one hundred and eleven ward committee members within Maphumulo Municipality and two public participation practitioners of Maphumulo Local Municipality are targeted to form part of the target population.

### **1.7.2.3 Sampling strategy and techniques**

This study adopted a case study research method as discussed in 1.7.1 and further used a non-probability sampling technique. Participants in this study were chosen based on their expertise and positions they hold in their respective field. Ward committee members and Municipal officials were chosen to participate in the study and eleven ward committee chairpersons and two Municipal officials were identified to participate in the study. These participants were already identified prior to the study beginning, giving other people in the target population no chance to participate in the study.

### **1.7.2.4 Sample and sample size**

A sample is a small portion drawn from the larger population to participate in the study, while the sample size refers to the total number of subjects from the sample who were engaged for the study (Morse, 2004). The sample for this study is made up of eleven ward committee members and two

public participation practitioners who are the employee of the municipality. Participants were selected using purposive sampling. Therefore, a sample size of thirteen was drawn from the target population for the study.

### **1.7.3 Data collection instruments**

#### **In-depth Interviews**

Primary data was collected through conducting in-depth interviews. These proceed as confidential and secure conversations between an interviewer and a participant and allow the generation of profound data (Morse, 2002). The in-depth interviews were more like a conversation in which the researcher guided the data collection process. Thirteen in-depth interviews were conducted with the identified participants.

#### **Document Collection and Analysis**

Secondary data was intended to be collected using document review and analysis. Data to be collected included, *inter alia*, books, journal articles, and literature on policies, local government publications, and minutes of portfolio committee meetings and reports of public meetings outcomes as well as other documents to inform the study. In addition, data which was to be collected included government reports, institutional memoranda, government pronouncements and proceedings. However, the collection of secondary data was unsuccessful, and this will be further explained in Chapter Five.

### **1.7.4 Data analysis**

According to Rubin (2008), data analysis is a process which involves a purposeful examination of raw data in order to make informed assumptions about the subject of the study. Primary data for this study was collected through in-depth interviews, as highlighted above, and these were analysed using a thematic analysis method. The goal was therefore to interrogate the data in order to identify recurring statements on given topics – these were grouped at themes and reported as findings (Stringer, 2007).

Secondary Data was to be accessed form municipal documents and analysed using content analysis. This type of analysis requires the researcher to classify data contained within texts in order to understand the data and highlight key findings from the documents (Sprague, 2005). However, as highlighted above, secondary data was not obtained as planned during the study.

The researcher integrated the interview outcomes with the research questions and objectives to ensure that the purpose of the research was achieved in each interview conducted. Thematic and content analysis made it possible to make sense of the data and use it to surmise possible motives for the community protests over poor service delivery and investigate the intervention of the municipality in addressing any identified challenges through the public participation channels.

Content analysis was conducted by detecting patterns which emerged in the texts. These were then categorised and presented as clear themes, thus presenting a succinct summary of the texts. (Taylor-Powel & Renner, 2003). The study initially was set to include data collected from municipal documents such as the IDP, the Service Delivery Budget Implementation Plan, various meeting reports, memoranda submitted by striking community members and all other documents relevant to the study.

After the researcher conducted in-depth interviews with the identified key participants, comparisons were drawn between the responses provided by respondents during the interviews and the legislated and policy requirements. This assisted the researcher to answer the research questions of the study in a holistic way.

## **1.8 SIGNIFICANCE OF THE RESEARCH**

Continuous public protest action within Maphumulo suggests that the municipality has challenges in meeting its basic service delivery mandate and also in its communication strategies with the community. These could be some of the underlying causes for the civil unrest. It appears that the Maphumulo Local Municipality has not conducted any academic research on the importance and need for public participation since its establishment. Early indicators emanating from the preliminary literature review raise predictions that the major driver of public protest action is the lack of public participation and communication strategies between a municipality and its dwellers, especially on planned service delivery projects and programmes.

The study investigated, *inter alia*, the root causes of the public protest action with specific reference to the selected municipality, which served as a case study. The findings which emerged from the literature review and empirical survey lead to the proposal of certain recommendations to address the challenges at hand. The research recommendations could assist the Municipal Council in implementing a more thoroughly researched public participation strategy. In this regard, the importance of the municipality's IDP is paramount. It is expected that the study will add value to

the body of knowledge to be used by academics and public sector practitioners, especially those in local government.

### **1.9 JUSTIFICATION/RATIONALE FOR THE STUDY**

Research can be understood as a progressive activity which must follow a number of steps in order to build an increasingly clearer and more defined understanding of a particular topic. (Creswell, 2008). This research investigated poor public participation in terms of local government initiatives and established improved strategies to mobilise communities to actively partake in municipal projects and programmes. If the majority of community members are actively part of municipal programmes, then it is possible that they will better understand the challenges faced by their municipality. In so doing, they could contribute to finding solutions to the problems faced.

### **1.10 SCOPE AND LIMITATION OF THE STUDY**

The research was conducted within the jurisdiction of the Maphumulo Local Municipality, collecting data regarding public participation and its relation to service delivery projects and programmes. The researcher planned to obtain relevant documentation from the municipality, which required authorisation from the institution before such documentation could be released. The study adopted a qualitative research paradigm using suitable participants affiliated with the Maphumulo Local Municipality. A limitation of the study could be that although appointments for interviews were made some cancellations and delays maybe expected due to the nature and scope of the study. This is a political environment, which in itself could present certain limitations specifically in respect of access to relevant information and data.

### **1.11 ETHICAL CONSIDERATIONS**

The University of KwaZulu-Natal's Research Ethics Committee provided ethical clearance for the study (Appendix 1). To maintain a high level of ethical standards and respect of participants' rights, all participants were afforded the choice to participate in the study or not. At the outset, all participants were advised that participation was voluntary at that at any point during the interviews they were entitled to withdraw without any adverse consequences. The primary aims and objectives of the research were explained to each participant prior to the interview and all those who indicated that they were willing to participate were asked to complete a consent form (Appendix 2). The researcher upheld privacy and confidentiality protocols by bringing to the attention of the participants their right to anonymity and that consequently no names, except pseudonyms, were to be used in the

study. The researcher commits to adhering to all ethical protocols prescribed by the University of KwaZulu-Natal.

Permission to record the interview proceedings was requested. It was decided that should the respondents refuse permission for the recording of the interview, the researcher would take notes of the answers provided by the respondents and after the interviews all responses and discussions by the respondents will be processed and analysed.

## **1.12 SUMMARY OF CHAPTERS**

### **CHAPTER ONE: INTRODUCTION AND OVERVIEW**

This is an introductory chapter that consists of the background, rationale and motivation for the study, the problem statement, hypothesis and introductory literature overview.

### **CHAPTER TWO: COMMUNITY PARTICIPATION AND LITERATURE REVIEW**

This chapter contains a discussion around public participation as a concept and how it related to local government. The chapter further, analyses the Maphumulo Municipality's internal public participation policies and other government policies, Acts, circulars and regulations on public participation in local government.

### **CHAPTER THREE: RESEARCH METHODOLOGY**

This chapter outlines the specific methodologies used during the research, including the overall research design, the population and sampling strategies and data collection and analysis methods.

### **CHAPTER FOUR: DATA ANALYSIS AND PRESENTATION**

This chapter provides a detailed discussion of all data collected as well as presents initial findings related to each of the questions posed to the participants during the interviews.

### **CHAPTER FIVE: CONCLUSION, FINDINGS AND RECOMMENDATIONS**

This chapter provides a final summary of the findings of the study and offers recommendations related to these. It will also highlight limitations encountered during the research and will offer suggestions for future research in this area.

### **1.13 CHAPTER CONCLUSION**

This chapter provided a short background regarding participation in local government, the research problem, research hypothesis and questions, objectives of the study, introductory literature review and conceptual framework, significance of the study, research design and methodology, impact of the research, limitations of the study, the structure of the study, and an overview of the Maphumulo Local Municipality. The chapter which follows provides a theoretical and policy underpinning for the study.



## **CHAPTER TWO: LITERATURE REVIEW**

### **2.1 CHAPTER INTRODUCTION**

A literature review is a “critical analysis of a segment of a published body of knowledge through summary, classification, and comparison of prior research studies, reviews of literature, and theoretical articles” (University of Wisconsin Writing Center, 2014). The review is done so that readers can see how the current study being reported relates to previous studies in the field. This makes it possible to see how the reported study addresses gaps or issues that have been previously identified. (Denscombe, 2008:210). As such, this chapter reviews studies conducted related to the present study, as well as policies, Acts, books, journals and all other relevant sources of information with a view to ensure full comprehension of the topic being researched. The literature review also discusses the theoretical framework in which the study is located, as well as the key concepts that are most frequently used in this field are highlighted.

This study examined the level of community participation and consultation in the development and execution of the Integrated Development Plan (IDP) and other municipal operations. Community participation and consultation in the South African context, generally takes place through ward committees in order to allow communities to have a voice concerning programmes to be implemented by the municipality. In light of several violent public protest actions which took place in various Maphumulo wards, the study investigated the role that should be played by ward committees in consulting their citizens and ascertains whether this is indeed being done. The literature review, accordingly, covers the theoretical framework, legislative framework and defining of key concepts relating to public consultation, participation, ward committees and service delivery protest actions.

### **2.2 LEGISLATIVE FRAMEWORK**

Since becoming a democratic state, the South African government has Acts and policies that govern and regulate state institutions, including providing them with public consultation and service delivery standards. Chapter Seven, section 151 of the Constitution of the Republic of South Africa (1996), compels local government to encourage community involvement in all municipal projects and programmes as it is one of the key purposes of local government. Chapter Two of the South African Constitution mandates the state, through its resources and in consultation with the affected communities, to provide basic services to its citizens.

The White Paper on Local Government (Republic of South Africa, 1998a) stipulates that the participation of the public in local government is the Municipal Council's responsibility and that this should be achieved through ward committees. Further, it highlights the expectation that the municipality's point of access to its citizens is through a well-functioning ward committee. Thus, these committees should act to strengthen good governance and hold the ward councillors accountable to the local residents (Republic of South Africa, 1998a:65). The following legislative and policy directives in South Africa provide guidance on matters related to public participation and consultation as well as local governance.

### **2.2.1 South African Constitution of 1996**

The Constitution of the Republic of South Africa (1996) is the supreme law of the country. Chapter Two of the Constitution provides rights granted to all citizens who live in the country. These rights charge the state to provide shelter to all its citizens and to "take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right" (Republic of South Africa, 1996:26(2)). Furthermore, everyone is afforded the right to access health care, sufficient food and water and social security. Additionally, emergency medical treatment may not be denied to anyone requiring such assistance. There is thus a strong legal responsibility upon municipalities to deliver basic services and also to ensure direct involvement of communities in formulation of development plans (Qwabe & Mdaka, 2011; DBSA, 2011).

### **2.2.2 Municipal Structures Act of 1998**

The promulgation of the 1996 South African Constitution, the White Paper on Local Government (Republic of South Africa, 1998a), and the Local Government: Municipal Structures Act (Republic of South Africa, 1998b) serve as the basis for well-structured local government institutions through the promotion of good governance. The Municipal Structures Act (Republic of South Africa, 1998b), is the central legislative guide for local government matters within South Africa. This Act provides statutory guidance on how the municipal boundaries, Municipal Councils and administration should be structured. Section 19 in Chapter Two of this Act charges municipalities to work towards achieving the objectives of government as per the Constitution (Republic of South Africa, 1996) with due regard for their capacity and authority to do so. Among the objectives which should be achieved by municipalities is the development of strategic and flexible public participation strategies which ensure that citizens and community organisations are consulted in the performance of municipal duties. Community needs

should be reviewed annually and municipalities should involve communities in the process of reviewing municipal priorities as set out in the approved Integrated Development Plan.

Chapter Four of the Municipal Structures Act (Republic of South Africa, 1998b), charges municipalities to establish ward committees through an appropriate election system, to be independently administered by the Independent Electoral Commission. The main aim of ward committees is to ensure that citizen participation in matters related to local government is increased, and to promote good governance. After the official structure of a ward committee has been elected, the Act stipulates that the ward councillor is automatically the chairperson of the committee. He/she can delegate his/her powers to one of the members in his/her absence. The Act further stipulates that the rules for election of ward committee members must be formulated and proposed by the Municipal Council.

The Municipal Structures Act (Republic of South Africa, 1998b) not only stipulates the term of office of ward committee members but also clearly outlines the powers and functions of these committees. The Municipal Council should also provide support resources to ward committees, for example, work offices, furniture, computers and equipment. This is done to ensure that the committees are sufficiently empowered and resourced fulfil their mandate efficiently and effectively. The Act further provides guidance on procedures to be followed in dealing with vacancies on the ward committee and the procedure for dissolving the ward committee structure. A stipend should be paid to ward committee members to cover travelling costs incurred in attending ward committee meetings, refreshment costs and other costs related to ward committee duties. The Act leaves the stipend amount to the discretion of the municipality.

The concept of active citizen participation and the importance of consulting with the community are well established in this Act and it thus forms the cornerstone of the legislative imperatives directing the study.

### **2.2.3 Municipal Systems Act of 2000**

The Local Government: Municipal Systems Act (Republic of South Africa, 2000b), charges municipalities with ensuring that the representative government is complemented by a well-functioning local government structure. This is to be done through participatory governance and central to this is the inclusion and active participation of local communities in municipal affairs. These include, importantly, the planning and execution of the Integrated Development Plan of the

Municipality, as well as the setting up, implementation and evaluation of a PMS as required in Chapter Six of the Act. The performance review will cover the implementation of the budget and service provision as per the annual strategic plan and associated goals as stipulated in Chapter Eight of the Act. The municipality must therefore, develop a participatory system that will ensure empowerment of local communities through access to information and implementation of capacity-building strategies.

The Act further provides details on the manner in which community participation can be effected. The primary means by which this is achieved is through political structures established to ensure participation in terms of the Municipal Structures Act (Republic of South Africa, 1998b). The Act further entitles the community to the right to bring complaints or petitions from the local citizens to the attention of the necessary authorities once these complaints have been duly considered and processed. Ward committee members have the right to attend Municipal Council and consult with local, recognised community organisations and traditional authorities. The outcomes of these meetings should always be reported back to the local community to ensure that they are kept informed of all matters related to their lives.

Furthermore, it is stipulated in the Act that it is incumbent upon the municipality to inform communities about the various mechanisms and processes which exist to encourage citizen participation. In addition, the Act is clear on the rights and duties of all stakeholders within the local government structures including the community as well as on matters of municipal governance, management and development. The Act further stipulates that the municipality must duly consider the language preferences of the local community, as well as the specific needs of illiterate people. These would mostly apply to holding public meetings, public notices in newspapers and broadcasts on radio stations, or any other form of communication.

The Act also makes provision for the public and the media to attend Municipal Council and committee meetings. The public and media may not be excluded from any such meeting unless the nature of the content of the meeting is such that it would be reasonable to exclude them. The specific circumstances under which a meeting may be declared closed must be established through a Council resolution or by-law. It is however stipulated that under no circumstance may the public and media be excluded from a meeting where voting on the following matters is taking place: draft by-laws tabled in the council; budget tabled in the council; amendments to the Integrated Development Plan tabled before the council and all other amendments tabled that are of public interest.

The Act also charges municipalities, as part of public participation, to keep the public informed by identifying a newspaper of record. This newspaper should be one that is widely circulated in the municipality and all municipal matters can be highlighted through this tool. ; or by means of radio broadcasts on a radio station or stations which cover the area of the municipality, taking into account accessibility in terms of language. Any notifications published through the mass media must be in the official languages which were agreed to by the council. In addition, a copy of every notice that is published in the mass media or Government Gazette must also be displayed at the municipal offices. In cases where the local community is invited to give written submissions on any matters, the call for input should advise illiterate persons that they may go to the municipal offices during working hours and they will be assisted to write a submission for consideration. Similarly, if an illiterate member of the community is required to complete a form, staff should provide reasonable assistance to ensure that they understand the content of and are able to complete the form.

The Municipal Systems Act (Republic of South Africa, 2000b) provides extensive guidance to local municipalities on the manner in which public consultation should be conducted. Adherence to the requirements of this Act would undoubtedly result in significantly higher levels of public participation than is currently being experienced in Maphumulo, and the reasons for non-adherence to the Act could provide insight into the current situation there.

#### **2.2.4 Integrated Development Plan (IDP)**

The Local Government: Municipal Systems Act (Republic of South Africa, 2000b) charges municipalities to ensure achievement of strategic goals through planning which is focussed on development of the local community. This is in line with the stipulations of section 152 of the 1996 South African Constitution. This ensures that duties required of the municipality as per section 153 of the Constitution (Republic of South Africa, 1996) are clearly laid out. It also describes how the local government is to work with the other spheres of government to ensure that the fundamental rights of all citizens are progressively achieved. These developmental duties can be achieved through the IDP which is a participatory planning process in which there is direct involvement of the community. In this way the plan which guides the municipality's planning, budgeting, management and decision-making has the direct input of the citizens who are affected by it (Madzivhandila & Asha, 2012).

The Integrated Development Plan (IDP) remains the “Bible” for local government and it is this document which guides the actions and resolutions of the municipality for a period of 5 years. However, it is reviewed annually by both the Municipal Council and community in terms of Chapter Five of the Municipal Systems Act (Republic of South Africa, 2000b). Further, in section 34, it is stipulated that a municipality is obliged to conduct public consultation hearings when conducting the IDP annual review and should consider public suggestions and preferences when approving the IDP.

The IDP can also be defined as an inclusive practice which integrates several different strategies in order to maximise the efficient use of scarce resources and by so doing, to ensure sustainable growth and empowerment within communities. Integrated strategies include economic, sectorial, spatial, social, institutional, environmental and fiscal strategies, which, when integrated, ensure holistic planning for development (Westonaria Local Municipality, 2013). This definition highlights the underpinning developmental nature of the IDP well.

Section 29 of the Municipal Systems Act (Republic of South Africa, 2000b) explains the process that should be followed by the municipality when considering the draft IDP for adoption. The process must comply with the timelines published in a predetermined programme. In the programme, every step of the process must be highlighted and the associated time frames must be clearly articulated through specified instruments, practices and processes, in terms of Chapter Four of the Act. In this chapter, it is also stipulated that consultation with the community regarding their perceived needs and priorities for development is essential (Department of Provincial & Local Government, 2007:61). Consultation should extend to all stakeholders in the community, including traditional authorities who should be consulted during the drafting of the IDP. In the IDP, all the requirements pertaining to identified plans must be outlined, and the plans and the associated requirements are binding on the municipality as per provincial and national legislation. In order to respond to the challenges of poverty, unemployment and inequality, a planning instrument such as a consultative IDP is a useful tool for municipalities to use (Govender & Reddy, 2011).

The Westonaria Local Municipality’s 3rd Review – 2010/11 Integrated Development Plan (IDP) stipulates that the purpose of the IDP is two-fold; it should firstly set clear objectives for development of the local area and secondly, ensure improved service delivery by providing guidance for implementation of the agreed plan. In addition, it should also set the key performance indicators and the standards to be used to evaluate the achievement of the IDP and the projects identified within it. One such measure is the extent to which customers are satisfied with the services provided. As a

result the community is the main customer of the municipality, and because they are involved in identifying and prioritising needs that should be implemented, they are therefore also able to evaluate whether the planned actions have been successfully achieved.

According to SALGA (2013:13), the IDP is akin to a business plan and as such describes clearly the projects approved for implementation in any given financial year. It is thus the key instrument used by a municipality to fulfil its obligations, through planning and budget allocation. For this reason the formulation of the IDP is to be transparent and inclusive, and the content thereof needs to represent the aspirations of all stakeholders in each ward. One way of achieving inclusivity and transparency is through the IDP representative forum. This forum should include representatives from all the various interest groups within a ward and consequently, serve as a platform for stakeholders to advance and defend the inclusion of their interests in the IDP (Westonaria Local Municipality, 2011).

#### **2.2.5 White Paper on Local Government of 1998**

The White Paper on Local Government (Republic of South Africa, 1998a) is considered the “mother” of Acts that govern local government. This piece of legislation provides the operational basis for local government and is the central legislation which provides a framework for good governance and a local government which focuses on development. The promulgation by the Republic of South Africa of the Local Government Transition Act (Act 209 of 1993) as well the Local Government Transitional Amendment Act (Act 61 of 1995) provided a smooth transition from the apartheid system to a democratic system. However, the promulgation of the Constitution of the Republic of South Africa (1996), made it possible to completely overhaul the system of local government within the country.

The White Paper on Local Government (Republic of South Africa, 1998a) regards integrated development planning as a key strength of the current system of local government. This is because IDP acknowledges the interconnectedness of democracy, development and service delivery. The White Paper further regards local government as the central role player for democracy. As a result, municipalities should ensure that they implement sustainable mechanisms by which to engage with communities, the private sector and community forums, placing the emphasis on participative planning.

In addition, the White Paper on Local Government (Republic of South Africa, 1998a) further requires municipalities to involve communities actively at the 5 levels discussed below:

**Voters:** Municipalities must ensure that elected leadership maintain high levels of democratic accountability through the promotion of policies aimed at achieving good governance and the attainment of the constitutionally required objectives of local government (Republic of South Africa, 1996). This can only be achieved through transparent and consultative local government processes.

**Citizens:** South Africa has a diverse society. It is therefore important for municipalities to consider the religious and cultural diversity within society. After local government elections, all elected leaders become the leadership of the entire community, not only the people who voted for them. This obliges municipalities to provide services to all local communities, regardless of political affiliation and should not be biased when providing services (Republic of South Africa, 1996; Republic of South Africa, 1998a).

**Consumers and end-users:** Community members who expect to receive adequate services from their respective municipalities become consumers or end-users. As a service provider to these consumers, it is incumbent upon the municipality to have an obligation to provide services which are well-organized, reasonably priced and rendered in a courteous and responsive manner.

**Organised partners:** Municipalities generate a large part of their revenue through rentals, property rates, electricity, water and sanitation and other chargeable services offered by the municipality to private business, non-government institutions and citizens. This requires the municipality to treat communities not as only voters but as strategic partners.

#### **Regarding local people as consumers and service-users**

The relationship between citizens and municipalities is through the citizens' consumption of municipal services. Municipalities therefore need to carefully consider the needs of all local citizens (such as residents, business and investors) and ensure that they respond adequately to these needs as they are the customers who consume municipal services. It stands to reason that quality customer management and service provision are important to build a conducive environment for local economic and social development.



### **2.2.6 Promotion of access to information Act of 2000**

The above-mentioned Act seeks to fulfil the Constitutional mandate which grants communities and citizens the right to access state-held information or state-owned information that is held by another person and is in the public interest. With respect to municipalities, the Municipal Systems Act (Republic of South Africa, 2000b) and the Municipal Finance Management Act (Republic of South Africa, 2003) require municipalities to publish certain finance-related information on the municipality's website and in local newspapers which circulate within the province. This information includes performance reports on the municipality, the IDP, the annual budget and all other notices as set out in applicable Acts. As part of the promotion of access to information protocols, municipalities are further required to specify dates of mayoral imbizo (road shows) schedules in local newspapers, notices, local radio broadcasts and other forms of communication in order for the community to attend such meetings where the IDP will be discussed.

### **2.3 THE BATHO PELE PRINCIPLES ('PEOPLE FIRST' PRINCIPLES)**

The White Paper on Local Government (Republic of South Africa, 1998a) introduced the following eight *Batho Pele* principles with the aim of improving service standards and promoting participative local government that involves and acknowledges the community in all municipal affairs.

**Consultation:** Communities should make a choice about services and projects to be implemented by the municipality. This pillar should be implemented through the guidelines in Chapter Five of the Municipal Systems Act (Republic of South Africa, 2000b).

**Service standards:** Public consultation processes provide community members with an opportunity to submit their preferred services that should be offered by the municipality and suggestions on how those services should be rendered. The other key mechanism to achieve this principle is when the municipality places a suggestion box at municipal key points, for example, the reception area, to allow members of the community to post their suggestions. These should then be considered in council meetings. This element seeks to ensure that state institutions render quality service and also ensure that monies paid by consumers, or the "Community", to municipalities in exchange for services, is equal to the level of services, for example, water, electricity, rates and other services offered by the municipality.

**Access:** All members of the community should receive equal services and such services should not be provided based on political affiliation or any other discriminatory methods. The concept of

‘universal access’ is central here and services should be universally designed, taking into consideration the needs of all stakeholders within the community, thus ensuring that all citizens are able to be involved.

**Courtesy:** The municipality should provide services with courtesy and consideration to the community.

**Information:** The community should be provided with reliable and accurate information about their municipality, for example, the financial statements and budget. The municipality should also advise citizens about the various services which they may rightfully access.

**Openness and transparency:** The municipality should provide progress reports on the implementation of the IDP, provide information about the financial status of the municipality and make public, information about free basic services as well as chargeable services. This is in line with section 75 of the Municipal Finance Management Act (Republic of South Africa, 2003) which charges municipalities to publish their budget and other financial reporting on the official municipal website.

**Redress:** As highlighted above, citizens are entitled to a reasonable expectation of quality service delivery. If services rendered are below standard, citizens should receive an unconditional apology and a full explanation as to why the problem occurred and thereafter an effective solution to the problem should be proposed. In addition, complaints should be responded to positively and sympathetically.

**Value-for-money:** Citizens are to receive value for money services. This must be achieved through the economical and efficient use of the available resources at the municipality’s disposal.

The Batho Pele Principles should underpin the establishment of a service-oriented culture within local government, a culture which hinges on the active participation of all citizens. One way that municipalities can achieve this is through requesting regular feedback from consumers, end-users, businesses and other non-government institutions in order to evaluate their service delivery performance (Republic of South Africa, 1998a:35).

## 2.4 THEORETICAL FRAMEWORK

According to Buccus *et al.* (2007:3), in order for improved service delivery and development to happen, public participation is essential. Participation is also needed to strengthen the democratic process and making government more effective through debates which emerge during consultative processes. Public participation goes beyond merely the right to vote to actually giving ordinary citizens meaningful opportunities to raise their voices during discussions around decisions which have direct impact on their daily lives.

The Oxford English Dictionary (2006) defines participation as “to have a share in” or “to take part in.” The definition therefore emphasises the rights of individuals to choose whether or not to participate. Arnstein (1969:216) states that “the idea of citizen participation is a little like eating spinach: no one is against it in principle because it is good for you.” The process of public participation should be a two-way process, similar in a sense to a supply and demand approach. In the case of local government, the Municipal Council, with the resources they possess, should first engage the community in planning the allocation of available resources to community programmes and projects, for example, on housing, electrification and roads. The African Charter for Popular Participation in Development and Transformation (ACPPDT) of 1990, as cited in Theron (2009:15), indicates that people are empowered to co-create structures and co-design policies and programmes which serve the broad interests of all citizens, through public participation. In addition, it is this direct citizen involvement which contributes to the effective development process and ultimately, the equal sharing of benefits of programmes. .

In the South African context, community participation is most associated with local government and the mandate to plan and manage development activities. (Ababio, 2004; Moseti, 2010; Madzivhandila & Asha, 2012). Community participation has also been defined as the practice of organising communities to take part in all the activities of their local area. By so doing, citizens become effective participants and beneficiaries of shared decisions (Nsingo & Kuye, 2005). Moseti (2010) takes the definition further and posits that participation ensures the development of a common understanding about the matters within the local community between all role players. In this way participation assists to close the gaps that may exist between these role players. The direct involvement of ordinary people in the development programmes of their locality is becoming an increasingly central aspect of modern democracy (Madzivhandila & Asha, 2012). However, in South Africa, the situation is somewhat complicated by inadequate forceful civil society structures, as well as an inability among many ordinary citizens to fully engage with many of the processes due to lack

of capacity. It has therefore been proposed that greater resource allocation needs to be directed to this sphere of government with a specific aim to ensure greater meaningful participation of citizens (Madzivhandila & Asha, 2012).

A number of Auditor-General financial management reports and several investigations conducted by the office of the Public Protector between 2011 and 2016 show that the level of financial mismanagement and corruption has escalated over the past five years (Public Protector, 2013). As a result of this, citizens are increasingly doubtful that the political institutions will have their best interest at heart. There is a growing sense of distrust and when political participation declines the perception that the authorities are corrupt or cannot be trusted increases. When negative reports about public institutions are made public, it gives opposition parties the opportunity to expose the ruling party. This may result in violent public protests and poor public participation in government affairs by the community (Greenberg & Mathoho, 2010:14).

In addition, politics can play a role in causing protest action. This is because a municipality is made up of different political parties with different political agendas and ideologies. When the minority is not happy with decisions taken by the ruling party and they are outvoted, they often voice their concerns through public protest actions. Similarly, Greenberg and Mathoho (2010) point out that the perception that there is political interference in the ward committees also negatively affects participation. These political differences indicate that the majority of service delivery protests are not always all about service delivery standards but also about advancing political agendas by opposition parties.

In order to respond to the challenges of poverty, unemployment and inequality, a planning instrument such as a consultative IDP is a useful tool for municipalities to use (Govender & Reddy, 2011). The IDP is a participatory planning process in which the community plays a crucial role in the development of the overarching plan which guides all municipal plans, budget and decisions (Madzivhandila & Asha, 2012). The rationale for integration in planning is as a result of recognising the many varied challenges faced by communities and acknowledging that an integrated plan is more likely to ensure that these are resolved (Govender & Reddy, 2011). However, the Maphumulo Municipality's Integrated Development Plan public consultation meetings have been characterised by poor community attendance (Maphumulo Municipality, 2013). This automatically defeats the purpose of allowing local community members to own the resolutions of public consultation processes. This could be part of the reason for public protests, since people are not aware of the

projects that were adopted during the IDP consultation process. Thus the participation model may not always be effective.

In addition, a participation method of governance is greatly affected by incongruities, tensions, conflicts and struggles. These are not only related to politics and relations of power, but also due to differing economic and ideological viewpoints (Pycroft, 2000; Williams, 2006; Madzivhandila & Asha, 2012).

Westergaard (1986:14) defines participation as “collective efforts to increase and exercise control over resources and institutions on the part of groups and movements of those hitherto excluded from control”. It is thus clear that community participation is an instrument which can be used to engage local communities and bring them into the local development processes. The World Bank’s learning Group on Participatory Development (1995:3) defines participation as “a process through which stakeholders influence and share control over development initiatives, and the decisions and resources which affect them”.

The above definitions of public participation emphasise similar explanations of community involvement and they simultaneously show clearly how local government institutions should go about involving communities in IDP development processes and all other municipal affairs. It has been suggested that in order to ensure representation in the local government planning processes, communities establish civil society organisations. It is likely that this will lead to sustained dialogues between local government authorities and the community on all matters. These organisations can ensure that municipalities adhere to the legislative prescripts, thereby ensuring transparency and accountability (Madzivhandila & Maloka, 2014).

Powell (2003) discusses the imperfect transitions in local government reform in South Africa between 1994 and 2012 and points out that South African local government legislation prescribes a number of mandates on the need for public involvement in several aspects of local governance including strategic planning, budgeting, service delivery standards, the Integrated Development Plan and staff performance management. The public participation structures include integrated development forums, ward committees, service delivery improvement forums and traditional authorities. Although these structures have been established, service delivery protests continue to escalate from one year to the next. The question therefore might be the capacity and capability of the above-mentioned structures to carry out their duties in order to enhance public involvement in

planning, execution and monitoring of municipal operations, especially concerning capital projects and community development programmes (Powell, 2003).

Nathan (2013) argues that a lack of accountability is one of the factors that produces poor service delivery at the local government level. This lack of accountability by officials to their superiors and to the communities they serve exists because of the hierarchical character of the state, especially on tender deals with private firms. In addition, outright theft of state funds and property is the norm. The majority of services to be provided to communities are executed through tenders but it is known that many times officials use that process to collude with private firms to squander public funds. This is supported by evidence when considering the high number of corruption cases reported against certain officials in government (Public Protector, 2013).

Nzimakwe & Reddy (2008:670) articulate the view that among the myriad of challenges faced by municipalities, poor service delivery remains a significant problem. The statistics of unemployment are on the rise and as a result impoverished citizens continue to rely heavily on basic services from the state through the three spheres of government. Whenever these institutions do not live up to the expectations of the community or when they fail to keep promises, citizens usually feel they are left with no choice but to voice their dissatisfaction and anger through mass demonstrations.

Nathan (2013:8) identifies three main problems that lead to citizens or voters losing trust in government, especially at the local government level in post-apartheid South Africa. Firstly, the government, especially at municipal level, is becoming fundamentally undemocratic and lacks accountability to the citizens through public participation channels; secondly, the political system and government is hierarchically set up, with those at the top unaccountable to those at the bottom. This opens the opportunity for corruption and mismanagement by those elected or appointed to positions of power. Thirdly, the state has a biased system, serving the long-term interest of the ruling class. This is expressed through neoliberal forms of privatisation in the provision of services. All of the above concerns give ordinary citizens reason to use public protest actions as the principle mechanism for expressing their anger, frustration and dissatisfaction for poor delivery of basic services.

## **2.5 PUBLIC PARTICIPATION**

Bekker (1996:75) is of the view that transforming poor citizens from being passive consumers to active producers; from being dependent to being independent, hinges on citizen participation. This participation benefits them economically and socially because ordinary citizens are actively involved in governing processes. Public consultation is structured to ensure that good governance and human rights are enhanced by acknowledging that citizens have a right to participate directly in governance matters which directly affect them. This was confirmed in the King Report III (Committee on Corporate Governance, 2009). The process of public participation should ideally also bring the electorate and elected institutions closer in terms of attending to social and economic needs of the community.

The Department of Provincial and Local Government (Republic of South Africa, 2007b:15) defines public participation as an "...open, accountable process through which individuals and groups within selected communities can exchange views and influence the decision-making processes." According to Nzimakwe (2008:44), public participation is a process whereby "citizens are involved in the administrative policy decision-making activities; the determination of levels of services; budget; priorities, including the acceptance of physical construction projects so that the government is oriented in programmes based on community needs and encourages a sense of cohesiveness within the society."

Arnstein (2003) argues that one should not only consider the notions of active versus passive participation when considering public participation, but also participation versus non-participation. He proposes that there is a continuum on which participation can be mapped which extends from manipulation to citizen control (Arnstein, 2003:246).

Arnstein (1969:208) refers to the draft framework of public participation as the ladder of public participation, which suggests that one can choose one step at a time as follows:



Figure 2-1: Ladder of public participation (Arnstein, 1969:208)

1. **Citizen power:** Communities, through specific units, take decisions in order to ensure that the Municipal Council fulfils its responsibility. For example, if the crime rate is high in the area, the community can form an anti-crime forum or committee that will be responsible to patrol the area and ensure that local residents are safe. Meanwhile, the community can approach the Municipal Council to adopt a resolution to enforce extra safety and security in the area, be it by adding extra police or hiring a security company to provide 24-hour patrol services.
2. **Delegated power:** In the case of a local government institution, the Municipal Systems Act (Republic of South Africa, 2000b) and the Municipal Structures Act (Republic of South Africa, 1998b) give the Municipal Council power to take decisions on how municipal operations should be undertaken. Owing to the amount of work entrusted to them, the Municipal Council can delegate certain of its powers to ward committees and other community organisations, especially on public participation-related issues. This will help to ensure that there is no gap between the institution and the people it serves. Examples of powers delegated include war room meetings, ward-based planning and other ward-based initiatives.
3. **Partnership:** Through the Integrated Development Planning process Municipal Councils work jointly with communities in order to promote good governance. Municipal Councils approve programmes and projects that were agreed upon during public hearing processes.



The partnership also continues during implementation of the IDP where ward councillors will regularly report to their respective wards on the progress made on the adopted IDP. Members of the community can also attend Municipal Council meetings in order to observe and gain insight into the progress made with the implementation of the IDP. This right is clarified in the Municipal Systems Act (Republic of South Africa, 2000b) which stipulates that Municipal Council meetings are to be open to the public.

4. **Placation:** The word ‘placation’ comes from the word ‘placate’ which means pacify or console. The council should attempt to keep the community appeased by responding to suggestions from the community. One way of achieving this is by placing a suggestion box at the reception area of municipal offices and community centres to allow the community to write and post their suggestions on how the municipality could better operate. The municipality should ensure that community suggestions are addressed in a manner that is within the law and may not deviate from its core functions.
  
5. **Consultation:** Communities should suggest projects and programmes that could be implemented with the limited resources available to the municipality. The community is informed about funds available or allocated by the municipality and should be consulted or updated regularly on implementation of their ideas through the IDP implementation process. The Batho Pele principles emphasise that public consultation should be the first step in IDP planning in order to ensure that the municipality plans for development according to the will of the people or community.
  
6. **Informing**  
 The municipality has the responsibility to provide information to the community and such information is provided through road show “Izimbizo” meetings, war room meetings, and municipal stakeholders meeting and reports that are normal place in municipal resource centres.
  
7. **Therapy:** The municipality may not take decisions that negatively affect the daily lives of communities without consulting them and must inform them about what will happen in their areas.

8. **Manipulation:** When the community is being manipulated, the local council ‘pretends’ to consult to legitimise a process without real consultation taking place. For example, the council says they have consulted and the community agrees, when what has actually taken place is that people have been told that an event is taking place. A relevant example of this is with the issue of e-tolls where the government claimed that public hearing meetings on the introduction of e-tolls were conducted whereas the communities did not support the systems when they were implemented.

## 2.6 PUBLIC CONSULTATION STRATEGIES

The municipal public participation strategy should also include both participatory democracy and technical expertise in the decision making process. Burke (1968) explains five strategies of community participation that the institution/municipality can adopt in the planning process. The author argued that, the participation strategy adopted by the municipal authorities and community helps to get support from all stakeholders. Burke’s five strategies are explained below:

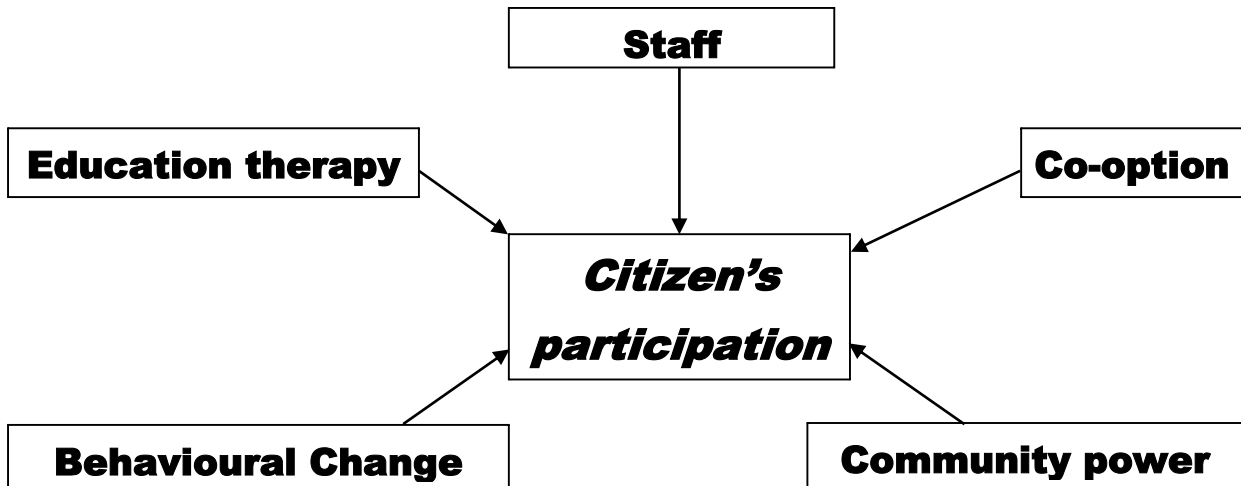


Figure 2-2: Burke's (1968) five strategies of community participation.

**Education therapy:** This strategy focuses on putting education and training first in order to ensure that the community is trained and educated enough to participate in the social-economic development programs of the municipality and the overall government activities. The author argues that employing this strategy boosts confidence and self-reliance and increases the sense of responsibility in decision making among community members.

**Behavioural change:** This strategy is practiced extensively within community organisations especially in the political environment. The strategy is separated into two major practices. The first of these is when the individual belief has been influenced by a group which belongs to a particular political party or municipality. Secondly, it is the conception that individuals and groups resist decisions imposed on them; they will ensure they participate in development of policies that will bring justice. Burke (1968) argues that this strategy is only effective if certain conditions are met which include making sure that “participants have a strong sense of identification with the group, and that they feel assured that their contributions and activities are meaningful both to themselves and to the group.” The strategy aims to assist the community to easily adapt to change that is as the result of the political environment. This is especially so since government policies, at local government level in particular, are driven by policies adopted by the ruling political party during that particular period.

**Staff Supplement Strategy:** This strategy encourages community involvement by encouraging their participation as voluntary workers to enhance the municipal workforce. The community voluntary service helps the municipality by supplementing the expertise of the municipal officials assigned to public participation duties. Employing this strategy means a few community members are selected to be involved in the planning and policy making process. In the case of the municipality, community development workers who are used as volunteers to provide the municipality with operational support in the public participation unit, incentives are provided to those who give their time and efforts to support the council.

**Co-option:** Using this approach, the municipality relies on the community’s support in delivering services and maintenance of the community infrastructure. As such, infrastructure built by the municipality for community use should be protected and maintained by the community, thereby ensuring that such property is not damaged and misused by criminals. The community should also cooperate in complying with municipal bylaws.

**Community power:** This strategy is designed to exploit the community by capturing influential individuals into the municipality and using them to drive municipal goals and objectives. The municipality needs to keep these individuals satisfied in order to ensure sustainability.

Burke’s (1968) strategies are beneficial to understand how public participation can be effectively implemented but there are additional strategies to be considered. Public participation is the

foundation of a democratic society and it means a society is 'people-centred'. It is thus about people, their concerns and needs. It promotes good governance and also promotes people's rights as articulated in the Constitution (Republic of South Africa, 1996). All public institutions that serve communities should develop and implement a framework for public participation in order to promote good governance and to comply with the Constitutional obligations. The Municipal Systems Act (Republic of South Africa, 2000b) regards ward committees as assisting the Municipal Council to close the gap between the institution and dwellers. The principles which are highlighted in the Act with respect to public participation are discussed below:

**Inclusivity:** Inclusivity should not only be done at the planning stage but should be a practice that takes place throughout the IDP process. The municipality should encourage communities to become involved in the planning, execution and monitoring of the Integrated Development Plan and other municipal activities. Regular meetings will help to resolve potential problems and challenges before they reach a boiling point. The municipality should also acknowledge the community diversity in all public participation strategies and consider the following groups: gender, age, language, social and religious culture, economic status, political affiliations and people living with disability.

**Transparency:** The Municipal Council, through ward committees and other relevant social groups in the community, should keep the community informed of all the affairs and programmes of the municipality, whether they are negative or positive. This will create trust and partnership between the municipality and the local community. The regulations and legislation that govern local government, for example, the Municipal Systems Act (Republic of South Africa, 2000b) and the Municipal Finance Management Act (Republic of South Africa, 2003) require municipalities to make all the financial affairs of the municipality public, in order to enhance accountability and promote good governance. This relates directly to the principle of transparency.

**Flexibility:** Municipalities should consider community diversity in developing and implementing public participation and communication strategies. For example, in the Maphumulo Municipality, isiZulu is the dominant language. It is therefore important for the municipality to consider this factor when communicating with communities. The area is also situated deep in rural areas where most people are technologically disadvantaged. The municipality should thus be flexible with both the means of communicating and the language used for communication in order to reach the broader community.

**Accessibility:** The Maphumulo Local Municipality has experienced poor attendance in public meetings, especially in mayoral road shows and other important public meetings. This might be caused by the timing of meetings, the venue of the meetings - which might not be suitable for the affected communities, and the form of communication used to communicate in the public notice and with the targeted community. The municipality should ensure that the communication strategies employed are accessible to all affected citizens.

**Accountability:** The municipality should keep in touch with the community through reporting back on meetings and taking suggestions from the community in order to maintain good faith between the supplier (municipality) and the receiver (community). A successful, accountable government can only be achieved if the community is part of the process and is included at all levels of decision-making. This can be achieved through public participation processes such as IDP planning.

These principles and strategies mentioned above can underpin community engagements to ensure maximum beneficial communication between the two groups. A popular method of public consultation that is used by municipalities is the mayoral imbizo programmes. The objective of a road show or “imbizo” is to give residents an opportunity to express their desires and concerns and to highlight which should be prioritised by the municipality and be included in the municipal IDP. According to the Maphumulo Municipality’s IDP for 2011/12, the council is committed to promoting democracy at the local level by involving communities in planning and decision-making processes. This may be achieved in several ways, some of which are reported to be through consultation and community-based planning, use of an Integrated Development Planning Representative Forum, mayoral imbizos, ward committee meetings, extended public works programme operations and the management of customer complaints. There have, however, been some academic studies that have questioned whether public participation is even legitimate, arguing that these processes merely “rubber stamp” decisions which were already made (Reitzes, 2009; Aregbeshola *et al.*, 2011; Cash & Swatuk, 2011). This would seem to indicate that the strategies and principles suggested for effective participation may still be undermined within the sector.

## **2.7 SERVICE DELIVERY**

In the context of local government, the state, through municipalities, has the constitutional obligation to deliver basic services to the citizens. This is the main objective of municipalities as outlined in section 152 and Chapter Two of the 1996 Constitution. In order to ensure that supply of services meets the demands of the community, public participation is essential. Ultimately, the provision of

services is done to ensure the socio-economic well-being of people living within a particular municipality. There are many public services offered by the government to its citizens. Some of these include the provision of utilities (such as water and electricity), security, economic development projects, and law enforcement (Boris, 2015:5).

It has been argued that the existence of any government hinges on the ability of the authorities to effectively and efficiently provide basic amenities and social infrastructures to communities at the grass roots level (Bolatito & Ibrahim, 2014). The Department of Cooperative Government and Traditional Affairs (COGTA) allocates conditional grants to all municipalities to implement infrastructure projects, especially in rural areas (Republic of South Africa, 2014). These projects include building of bridges, roads, multi-purpose halls, tunnel farming facilities and other capital infrastructure projects financed through a municipal infrastructure grant (MIG). The MIG is gazzetted and allocated every financial year. The MIG seeks to provide support systems, largely to municipalities that do not have a sufficient revenue stream (Republic of South Africa, 2014). The allocation of this grant should be the integral part of the municipal IDP. The municipality has the responsibility to consult citizens on how the available funds allocated for public service should be spent on different projects and programmes as per Chapter Four and Five of the Municipal Systems Act (Republic of South Africa, 2000b). The essence of the creation of local governments all over the world is to provide effective and efficient social services to local communities (Boris, 2015:9).

There are however several challenges facing local government. It is the political leadership of a municipality that determines the level of efficiency in the running of the structure. During assessment, the focus was on the local political leadership and the capability, integrity and effectiveness of those leading the Council (COGTA, 2013:10). The annual report further outlines challenges that face local government, including tensions between political office bearers and municipal officials, insufficient separation of powers between political parties and Municipal Council, lack of compliance with legislative frameworks, inadequate accountability measures and support systems and lack of resources for local democracy. Bolatito and Ibrahim (2014) argue that in the local government sphere, corruption has been canonically entertained, accommodated and celebrated since the majority of corruption related cases reported are not being addressed by executive authorities.

The office of the presidency and government departments conducted the twenty-year review on all three spheres of government between 1994 and 2014 (Republic of South Africa, 2014). The report pointed out the following challenges that are contributing to the failure of local government to provide services to local citizens:

### **Governance**

A lack of political leadership, political interference in administration processes for self-interest and patronage remain the main challenges around the issue of governance. The majority of municipalities have developed a number of good policies as part of the enhancement of internal controls but although annual audits are conducted it does not appear that municipalities adhere to and implement the approved policies. The lack of effective and efficient political oversight by council on administrative matters automatically contributes to the inability of municipalities to meet service delivery targets as well as to the non-compliance on issues of reporting and the legislative framework.

### **Accountability**

The Medium Term Strategic Framework (Republic of South Africa, 2013), reports that accountability concerns raised within the local government sphere are related to levels of distrust. This is since communities keep on losing hope and interest in municipalities largely due to increasing corruption and slow delivery of basic services. The Human Sciences Research Council Report (2011), clearly shows that there is a steady decline in people's trust of local government and the number of people who participate during yearly public participation processes (izimbizos) has been drastically decreasing, largely due to the non-response of most municipalities to communities' needs and failing to meet their approved IDP targets.

Accountability requires bureaucrats and citizens to have a shared framework for interpreting basic values. This framework must be developed jointly based on the reality of the particular community and not be subject to unclear assumptions (Gibson, Lacy & Dougherty 2012:3). The twenty-year review (Republic of South Africa, 2014) shows that in 2011 alone only 43 per cent of South Africans indicated that they had hope and confidence in local government. This is opposed to 56 per cent, 65 per cent, 61 per cent and 65 per cent confidence shown in provincial government, national government, parliament and the office of the presidency respectively. The report of the Department of Cooperative Governance and Traditional Affairs (COGTA, 2009) still shows that the challenge of accountability in the third sphere of government persists. The reasons highlighted for this perpetual problem include poor communication, role confusion between various positions within the

municipality, a lack of transparency in the mayoral committee and ineffective ward committees (COGTA, 2009).

### **Capacity and skills shortages**

Through the twenty-year review period mentioned above, government has realised that the current local government system has inherited many inadequacies, especially in the area of capacity of municipal officials occupying strategic positions (Republic of South Africa, 2014:13). These inadequacies have been made worse by the restructuring of local government. In addition, the ‘brain drain’ which has occurred nationally has resulted in many areas of local government being unable to fulfill their legislative obligations due to lack of staff and low skill levels of employees in the system (Republic of South Africa, 2014:14).

The twenty-year review also shows that in 2011, on average only 72 per cent of local government posts were filled. This means that 28 per cent of posts remained vacant. Some of these vacant posts include service delivery strategic positions and the vacancies thus pose a danger of failing to meet service delivery targets. The review also shows that the majority of vacant posts are in municipalities that are located in rural areas, former homeland areas and district municipalities which are the most vulnerable to service delivery backlogs and poor standards of living.

### **Financial constraints**

In 2013, the Auditor-General reported that there was an increase in non-compliance between 2009/10 and 2010/11 in local government, with only 13 municipalities nationally (which represents 5 per cent of the 283 Municipalities nationwide) achieving a clean audit report. Forty-five per cent received unqualified audit reports with findings, 18 per cent received qualified audits, 19 per cent received disclaimers, while 13 per cent had audits outstanding. As at 31 January 2012, 43 audits were outstanding. In 2011/12, not much changed with only 48 per cent of municipalities receiving unqualified audit opinions. The statistics above suggest that, at the municipal level there is still a shortage of skills in terms of the workforce to ensure compliance with regulations and acts that govern local government. The skills shortage of municipal officials might well result in failing to meet service delivery targets as set out in the approved IDP of the municipality.

### **Service delivery constraints**

Although progress has been made in accelerating service delivery by government, at the local sphere of government in particular, there are certain challenges which remain. In 2009, rural citizens’ access



to basic services showed a slowdown across all services (National Treasury, 2011b:198). It was noted that even the most basic of services were not able to be delivered in some rural areas due to inappropriate delivery models and lack of proper infrastructure. The general neglect of maintenance and repairs of municipal infrastructure also negatively affects service delivery efforts (The Presidency, 2014:14).

## **2.8 SERVICE DELIVERY PROTESTS**

Service delivery protests refer to either peaceful or violent action taken by citizens of a community who wish to voice their frustration about the unsatisfactory provision of services which are rendered to them (Craythorne, 2006:198). The protests become platforms where the affected communities can vent their anger (Monson & Arian, 2011:26). It is proposed that the community's consciousness has instilled revolution as an "integral element of civil society mobilisation and of struggles for citizenship" (Von Holdt, 2011:5).

Section 117 of the Constitution of the Republic of South Africa (1996), gives citizens the right to protest, march and embark on any form of mass demonstration but such demonstrations should not result in violating the rights of other people, damaging of state and private property nor undermining the rule of law. Poor service delivery performance, poor financial management and corruption scandals plaguing municipalities across South Africa have resulted in thousands of violent public protests over the past 20 years (COGTA, 2014).

Kheruiyot, Wray and Katumba (2015) conducted a spatial statistical analysis study on community dissatisfaction with the performance of local government. A record number of service delivery protests were recorded on the municipal IQ<sup>1</sup> in 2014, totalling 185 between January and November 2014. This was an increase of 16.22 per cent from 2013. The majority of grievances raised by protestors fell under the responsibility of local government. These included a lack of councillor accountability and the slow pace of service delivery, especially related to RDP houses, electricity and access to clean water.

The South African government, through various legislations, has set in place procedures to ensure public involvement in; *inter alia*, municipal Integrated Development planning, annual budgeting and service delivery monitoring. Between 2007 and 2010, 479 service delivery protests were recorded

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<sup>1</sup> The web-based data intelligence service specialising in the monitoring of all 283 South African municipalities

with the average number of protests per month was 69 in 2007, 98 in 2008, 123 in 2009, and 189 in 2010 (Jain & Powell, 2010:14). The above statistics show an increase in service delivery protests over the years across the nation. This may suggest that there is poor public participation strategy by municipalities and/or poor service delivery performance.

Thompson and Nleya (2010:223) on the other hand, propose it is not only service delivery issues which provoke protests. . They suggest that issues such as multiple memberships of organisations within and outside of the local context, interpersonal trust, and trust in national institutions are also contributing factors. In most of the cases during mass demonstrations, protesters wear t-shirts of the opposition party(s) or display messages that are anti-ruling party of that particular area (Thompson and Nleya, 2010:225). These factors should also be considered when evaluating the reasons for the high level of community dissatisfaction.

The Ad-Hoc Committee on Oversight on Service Delivery in Local Government, constituted in 2010 through Parliament, revealed that among the issues raised in the majority of public protests are some which are the priorities and responsibilities of the provincial and national government. Some examples given include poor bridges and road infrastructure which are the responsibility of the provincial and national Department of Transport; the supply of electricity which is the role of the Department of Energy; the provision of water infrastructure which is assigned to the Department of Water Affairs and Public Works (Republic of South Africa, 2010). It was also noted that there is a lack of information, poor communication and lack of intergovernmental practice between municipalities and the two other spheres of government. Municipalities become easy 'targets' since it is the only institution that is formed directly from votes of the people in a specific geographical area.

The number of public protests throughout the country in 2014 peaked with an all-time-high of 218. Previously the maximum number of annual protests, recorded in 2009, was 204 (Powell, O'Donovan & De Visser, 2014). The election held on 7 May 2014 is assumed to only be part of the cause for the increase in protest action that year. Although in the run up to the election there were a higher than normal number of protests (25 in April and 30 in May) there were also 28 protests recorded in August, three months after the elections (Powell, O'Donovan & De Visser, 2014). President Zuma, in his State of the Nation address in 2013, highlighted the fact that most of the service delivery protests are motivated by communities who are witnessing services being brought to their neighbouring

communities and as a result they become impatient for services to reach their communities (Republic of South Africa, 2013)

During public mass action protests, communities often mention that while lack of service delivery is the primary cause of anger, this is exacerbated by the lack of accountability from government officials as well as the absence of opportunities for the public to participate in the planning processes (Karamoko, 2011; Jain, 2010). These authors therefore suggest that if the citizens feel that public officials are reneging on promises made during election campaigns, there is likely to be an increase in protest activities. The majority of public protests are the result of poor communication between municipalities and local communities.

Studies conducted by Karamoko and Jain (2010) on the rate of service delivery protest actions revealed that the Western Cape Province recorded the highest number of service delivery protests in 2009 (22.73% of all protests nationally). In the same period, Gauteng Province achieved a fall in the number of public protests (an 89% drop in protests) as opposed to an increase in the frequency of protests in the Western Cape. The Eastern Cape ranked second recording 18.18 per cent of South Africa's service delivery protests. Gauteng was ranked in the third place with 13.64 per cent of nationwide service delivery protests, The Free State accounted for 13.64 per cent of the country's service delivery protests, while KwaZulu-Natal and the North West Province accounted for 9.09 per cent and 6.82 per cent respectively. Limpopo, Mpumalanga, and the Northern Cape were minor contributors to protest activity, contributing 6.82 per cent, 4.55 per cent, and 4.6 per cent of the protests respectively.

With reference to the above statistics, it reflects that in provinces where there is a high level of contestation by political parties, a high number of service delivery protests are recorded. This might also confirm the assumption that some of the public protests alleged to be related to service delivery, are in fact politically motivated by opposition parties in an attempt to capitalise on the shortcomings of the ruling party. This would be done in order to gain community trust with a view to governing that particular municipality (Thompson and Nleya, 2010:223). Where the government systems fail to ensure adequate provision of services to poor South African citizens, service delivery protests can be expected. While it is common knowledge that it is not possible to treat a faulty system quickly, stakeholders would do well to consider smaller interim measures which could be implemented to reduce the likelihood of violent outbursts from disillusioned community members (Karamoko & Jain, 2010).

Some of these measures are being explored. For example, the government is re-examining the funding model used for ward councillors as well as the possibility of increasing the membership of ward committees from 10 to 30 members (COGTA, 2011a). This strategy also requires municipalities to invest in ward committee members through training and offering support services to ensure that members possess adequate skills and resources to be able to communicate with and assist communities with municipal services and enhance the level of public participation in order to promote a culture of good governance. A well-structured and active ward committee system could fulfil the Constitutional mandate as set out under section 152 and Chapter Two of the 1996 Constitution.

## **2.9 WARD COMMITTEES**

After 1994 the “new” democratic government passed several laws pertaining to public participation. This was done to provide a legislative context which ensures that communities have a central role in all government institutional affairs. Municipalities, as the third sphere of government, remain critically important to communicate directly with people on the ground. Sections 72-78 of the Municipal Structures Act (Republic of South Africa, 1998b) mandates municipalities to elect ward committee members in all wards, with a maximum of 10 members in each ward to represent their constituency in ward committee meetings. The Act further stipulates the ward committee chairperson should be the ward councillor. The need for broad representation of all interests in the ward as well as equal gender representation are two factors that must be taken into account when establishing the ward committees. In order for the ward committee to be able to do their work and effectively exercise their powers as per the various laws and policies, the council must make the necessary administrative arrangements. Members of ward committees serve an important role in assisting the ward councillors in addressing service delivery affairs in the wards.

The South African Local Government Association (SALGA) is of the opinion that, while it is essential that the public continue to participate in local government, ward committees are only one of the many ways that this involvement is made possible (SALGA, 2013:8). The SALGA Public Participation Benchmark Study indicated that *where* public participation functions are located within the municipality does not affect the success rate of the work and they therefore recommended that each municipality must decide the exact location of the function, taking into account where this function would be best co-ordinated from in order to maximise public participation (SALGA, 2013:11).

The structure of a ward committee is such that there is a chairperson (the ward councillor) and an additional 10 members who are voters within the ward and who are elected by the people living in that ward. It is necessary that the ward committee represents all interests in the ward, including those of women, youth and marginalised communities. The political affiliation of the ward members should not be a factor in determining their suitability to be a committee member. Work done as a member of the ward committee is done on a voluntary basis and members are therefore not employees of the municipality. Despite their central importance in the municipal structures there are several obstacles presented within the ward committee structure that prevent them from being an effective mechanism by which to ensure participation of the public in local governance. Some of these obstacles include restricted powers of the committees, lack of role definitions for members of the committees, low levels of skills and expertise among members and a lack of empowerment and development of members as well as poor resource provisioning (Buccus *et al*, 2007; Smith & De Visser, 2009).

Of great concern, is the finding of a study by Smith and De Visser (2009) which found that Municipal Councils tend to ignore the input and concerns presented to them by ward committees. As a result of this finding there was a call that Municipal Councils become directly accessible to ward committees through a newly established forum. The challenges facing ward committees range from low incentives (stipend), insufficient resources and facilities, lack of training on local government management and a lack of recognition by the Municipal Council. Challenges experienced by ward committees will be explained in more detail below.

The communication breakdown and increasing number of service delivery protests across the nation serve as testimony to the fact that a significant gap exists between municipalities and communities in terms of public consultation and involvement programmes. The existence of ward committees has shown a number of challenges and gaps. Authors have pointed out key factors why ward committees are somehow dysfunctional and irrelevant in enhancing public involvement and communication standards. Smith and De Visser (2009) used case studies to identify key obstacles and challenges facing ward committees. These are categorised under four headings, which are identified and discussed as follows:

### **Representivity**

The system of electing ward committees is similar to the one of electing ward councillors. The major concern is the composition of ward committees. In most cases the majority, if not all elected ward committee members are politically affiliated to the majority party in that particular ward. In municipalities where several political parties are represented in the council, ward committees are often used to champion party political interests. Some of the studies conducted on ward committees revealed that in some instances members of ward committees also serve on the branch executive committee of that particular ward. This automatically defeats the purpose of setting up what should be a neutral and unbiased ward committee structure. For example, if a ward councillor of the ruling party is not doing well, it becomes difficult for ward committee members to raise issues since they are actively involved in the majority or ruling party and may be seen as not being loyal to the party. The representivity should also match with the size of the ward and accommodate racial, language and gender diversity.

### **Powers**

The new notion of ‘wall- to- wall local government’ implies that every citizen should be able to access a democratically elected representative from their area, directly (Parnell *et al.*, 2002:83). The Municipal Structures Act (Republic of South Africa, 1998b) and Municipal Systems Act (Republic of South Africa, 2000b) charge municipalities to elect ward committees which are to be supporting bodies to the Municipal Council; ward committees are then delegated with certain powers in their respective wards to support the ward councillor. Oldfield (2008: 33) discusses three main limitations that affect ward committees in discharging their duties, which include:

- Politics of representations;
- Structural limits to power; and
- Skills and competencies of ward committees.

These limitations provide a foundation on which to analyse the apparent weaknesses of the ward committees as well paint a clear picture of the circumstances under which these structures function.

Essentially, ward committees should serve as an independent monitoring body, responsible for monitoring the ward councillor and implementation of the IDP. The skills audit conducted by Bendle (2008) in the Nelson Mandela Bay Metro revealed that only 9 per cent of ward committee members possess a post-matric qualification and 16 per cent had not even reached matric level. The ward committee skills audit in rural areas such as Maphumulo where the level of educated people is very low will likely reflect greater limitations on levels of literacy, skills and expertise.

The fact that ward committee members have limited expertise presents a greater risk of failing to meet their legislative obligation as set out in the Municipal Systems Act (Republic of South Africa, 2000b), the Municipal Structures Act (Republic of South Africa, 1998b) and other relevant legislation. This can be ascribed to various reasons:

1. They may not understand the procedures for calling of meetings or of convening meetings or the impact of failing to conduct meetings.
2. There are no clear procedures and protocols to provide guidance regarding sub-committees. This results in recommendations which are too vague and can therefore not be measured, meaning that there can be no accountability for achievement of the stipulated goals.
3. There is a lack of trust between the ward councillors. For example, one or more ward committee members may have ambitions of becoming a ward councillor in the next election or may raise a vote of no confidence in the ward councillor in office to further their own interests.
4. A lack of resources seriously limits their efficient functioning. These include limitations on transport, information, resources for printing and computers.
5. A 10 person committee is inadequate to fairly represent the interests of all citizens in large, diverse wards.

### **Access to information**

Due to weak and ineffective communication strategies on the part of the Municipals Councils, as well as inaccessible information, ward committees' ability to work is further constrained (Smith, 2008:16). The manner in which municipal information is being structured makes it difficult for councillors and even for ward committee members to access and understand. For example, the format in which the municipal budget is structured and presented cannot be easily understood by anyone who has a limited education background. The Municipal Systems Act (Republic of South Africa, 2000b) also outlines the process by which the IDP compilation should be carried out. This requires a great deal of theoretical understanding before it can be implemented, which might pose a further challenges for ward committees.

### **Relationship to other structures**

The Acts which govern local government, give authority to ward committees to legitimately interact between the municipality and the community. Schmidt (2008:13) suggests that the primary challenge with ward committees is that there has been so much focus on ensuring that these structures are

working that they have failed to consider other, perhaps more effective, ways to ensure participation. The suggestion is therefore that expecting ward committees to operate in isolation from other structures and provide an effective communication channel is short-sighted.

Ward committees, ideally, are the structures used to strengthen the relationship between the municipality and voters but due to political involvement in the elections of ward committees, this process becomes a mere extension of the power of the ruling party, rather than promoting public participation and good governance (De Visser and Smith, 2009). There is a need to aim for greater neutrality within the ward structures to ensure that they are able to hold the ruling party accountable.

## **2.10 LOCAL GOVERNMENT TURNAROUND STRATEGY, 2010**

Owing to the increasing number of service delivery protests, the Department of Cooperative Governance and Traditional Affairs introduced certain interventions in the form of Project Consolidate and the Five-year Strategic Local Government Agenda. However, after the assessment of these two strategies was complete, it was discovered that both projects lack political champions and command systems (COGTA 2010). Moreover, they utilised a “one-size-fits-all” approach, not considering the individual challenges of each municipality. As a result, between 2004 and 2009 the number of service delivery protests continued to rise.

The Department of Cooperative Governance and Traditional Affairs then introduced the Local Government Turnaround Strategy (LGTAS) in 2010 with the primary purpose of addressing service delivery backlogs. The objectives of the LGTAS were to make local government more responsive, accountable, effective, efficient and consultative, as set out in the Constitution (COGTA, 2010). The goals were to improve service delivery and promote municipal accountability and community participation. After the implementation of the Turnaround Strategy, the National Treasury together with the Department of Cooperative Governance and Traditional Affairs (COGTA) gave all 283 municipalities across the country deadlines to achieve clean audits by 2014 (COGTA, 2010). After the 2014 annual audit was conducted by the Auditor-General, COGTA identified all municipalities that failed to achieve a clean audit in the 2012/13 financial year and they were required to be part of the “back-to-basics” campaign lodged by the Department (COGTA, 2015). All of these municipalities were then provided with a support system from provincial and national government. Those municipalities, especially small-sized municipalities, which are not improving, will be placed under administration or be merged with other capacitated municipalities (COGTA, 2009). The “back-



to-basics” programme is still an ongoing project which will be implemented until all municipalities which are underperforming, are sufficiently capacitated.

## **2.11 CHAPTER CONCLUSION**

After the first democratic election in 1994 all citizens were allowed to participate and have a voice in government affairs. The South African Constitution (1996) provides the point of departure and serves as the basis of all acts, regulations and policies that charge the state to implement public participation in all three spheres of government. The judicial system has the responsibility of ensuring that the rights of the people, as outlined in Chapter Two of the Constitution, are upheld by the state. The above-mentioned Acts, regulations and policies discussed emphasise the involvement of communities regarding certain municipal affairs.

Early indicators reveal that the majority of public protests across South African municipalities and the Maphumulo Municipality in particular, are caused by ineffective and poor public participation strategies employed by municipalities. This statement is supported by the poor attendance of the community in Mayoral izimbizo’s (road shows) and general public meetings. The Municipal Structures Act (Republic of South Africa, 1998b) and the Municipal Systems Act (Republic of South Africa, 2000b) charge municipalities with the responsibility of electing ten ward committee members per ward but it does not specify the requirements that have to be met by an individual in order to be elected as a member of the ward committee. The “back-to-basics” programme implemented by the Department of Cooperative Governance and Traditional Affairs in 2014, again charges municipalities and government departments to put the people first through various strategies. These include working with municipalities, especially those situated in deep rural areas, on development of community engagement plans, conducting regular community satisfaction surveys, increasing visits from national and provincial governments and increasing technical support to community Centres.

This Chapter has provided an examination of the theoretical and legislative context in which the study is situated and has highlighted relevant Acts and policies which relate to public participation in local government. The chapter which follows explains how the current study was conducted.

## **CHAPTER THREE: RESEARCH METHODOLOGY**

### **3.1 CHAPTER INTRODUCTION**

The details of the research methodology used in this study are presented in this chapter. This includes discussions on the design of the research, study area, the population and sampling, the data collection and data analysis method, possible limitations of the study and ethical considerations. Each section mentioned above is explained and discussed in more detail with the intention of giving an understanding of the research approach and the nature of the study to be conducted.

### **3.2 RESEARCH METHODOLOGY**

Research methodology refers to the strategy that is adopted when undertaking research and highlights the manner in which data is collected (Brynard & Hanekom, 1997:25). Research methodology is also defined as a “systematic way to solve a problem. It is a science of studying how research is to be carried out. Essentially, the procedures by which researchers go about their work of describing, explaining and predicting phenomena are called research methodology” (Rajasekar & Philominathan 2013:620).

Research methodology outlines the approach, methodology, techniques and mechanisms to be applied in the process of collecting both primary and secondary data as discussed in Chapter One of the study. This study uses a research design method in order to collect data and indicate how the overall research will be structured and conducted. Parahoo (1997:142) describes a research design as “...a plan that describes how, when and where data are to be collected and analysed”.

This study applied a qualitative research approach through primary and secondary data collection in the form of in-depth interviews and document collection respectively. “Qualitative research is a research that utilises open-ended, semi-structured or closed, structured interviews, observations and group discussions to explore and understand the attitudes, opinions, feelings and behaviour of individuals or group of individuals” (Henning, 2003:8). Primary data collection (in-depth interviews) contributed 95 percent of the total data collected for the study while the remaining 5 percent was collected from secondary data (documents and records). Peterson (1994:486) explains the characteristics of qualitative research (including samples, extensive information from each respondent and a search for meanings, ideas and relevant issues) that were identified and analysed in the later phases of the research.

### **3.3 RESEARCH OBJECTIVES AND KEY RESEARCH QUESTIONS**

The main objectives of the study are to assess municipal public participation strategies through ward committees in order to promote good governance and avoid public protest in the Maphumulo Local Municipality, and to investigate the root causes of public protest and poor attendance in public consultation meetings e.g. mayoral road shows (*izimbizo*) and war room meetings.

The research questions play a crucial part in collecting primary data of the study. The root cause of public protest and poor public participation in Maphumulo Local Municipality remain unknown. Therefore, research questions assisted in identifying these causes and enabling the researcher to make recommendations on how the challenges may be overcome.

The first research question concerns the current strategies used by the municipality to mobilise the local community - How does the municipality involve the community in drafting, monitoring and evaluating the implementation of the IDP and overall service delivery targets? The second question relates to the causes of the protests - What are the reasons for community protests in Maphumulo Municipality? This question allows the researcher to discover whether all the protests are strictly related to service delivery or whether there are other possible causes, such as protests about services that are not provided by the Municipality or were not included in the Integrated Development plan for that period and the capacity of ward committee members.

### **3.4 RESEARCH DESIGN**

Babbie and Mouton (2001:75) define research design as the “road map or blueprint according to which one intends to conduct research and achieve her/his research goals and objectives”. In addition, Mouton (1996:175) proposes that research design is the way that a study is planned, structured and then carried out with the aim of ensuring that the findings will be valid. This research employs a case study design to examine the level of public participation related to service delivery, by the Maphumulo Local Municipality. Creswell and Plano Clark (2007:236) define a case study as a “detailed research plan involving an up-close, in-depth and detailed investigation of a case or subject of study besides the subject’s related contextual conditions”. A case study is one which utilises a focused, in-depth study on one or a small number of cases to try and establish a causal relationship to a larger population of cases. This presents the researcher with a great challenge in terms of selecting the correct case(s) to study (Gerring, 2007:86).

Therefore, the case study research design is suitable to investigate the topic under discussion as it will assist to generate a close-up, comprehensive and detailed understanding of the role of the community in service delivery in the Maphumulo Local Municipality. In order to understand a complex issue, case study design is effective because it enables the researcher to develop an in-depth understanding of the case and by so doing, to extend the body of knowledge on the topic.

It is necessary for a researcher to carefully design a study around the questions the research seeks to answer about a real situation. By so doing, the study was appropriately planned and implemented so as to obtain the desired data from which to work (Burns & Grove, 2001:223). Gillham (2001) regards case study as an “investigation to answer specific research questions which seek a range of different evidences from the case settings”. Research design is about the research techniques and methods employed by the researcher to achieve a goal (Hakim and Hyman, 1997:3). Case study is therefore suitable for this study as it deals with participants’ views on the state of public participation strategies through ward committee’s service delivery with reference to the Maphumulo Local Municipality.

The case study research design method has been chosen because of its ability to address research questions to be answered in the study. Yin (2003:240) emphasises the importance of the case study design in studies where the focus is on an existing phenomenon in a real-life context. They are also useful to answer open-ended questions such as “how” and “why” the phenomenon is the case and when the researcher has little control over the phenomenon under study.

### **3.5 POPULATION AND TARGET POPULATION**

The Maphumulo Municipality is situated on the north coast of Kwa-Zulu Natal under the ILembe District Municipality. The Municipality is made up of 11 wards with each ward represented by the ward councillor and eleven public representatives determined by the number of votes obtained by the political party in each ward. The Municipality has one hundred and ten ward committee members, each ward being represented by ten ward committee members. Polit and Hungler (1999:37) define the population of a study as an “aggregate or totality of all the objects, subjects or members that conform to a set of specifications”. All Maphumulo citizens, Municipal officials, politicians, ward committee members and ward councillors form the entire research population. Powell and Correa (1976:456) point out that the definition of the target population should include the geographical area where the study will be conducted which consists of target population as well as age group and gender considerations. Trochim (2006:58) defines a target population as the “collection of units or people with specific characteristics the researcher is interested in”. From the population under study,

all ward committee members and public participation practitioners from Maphumulo Municipality will be targeted to participate in the study. The Municipality has one hundred and ten ward committee members and four public participation practitioners from whom the research sample will be drawn.

### **3.6 SAMPLE AND SAMPLE SIZE**

A sample is a “finite part of a statistical population whose properties are studied to gain information about the whole population” (Webster, 1985:325). The sample for this study was made up of eleven ward committee members who are the deputy chairpersons of ward committees. From each ward, one ward committee member was selected making up the total of 11 ward committee members and from the officials side, of the four participation practitioners only two practitioners were selected; of which both are managers in their respective units. All of the above participants were selected using purposive sampling. The total sample size of this study was thirteen as allocated above.

### **3.7 DATA COLLECTION INSTRUMENTS**

#### **3.7.1 In-depth interviews**

Frey and Oishi (1995:1) define an interview as a “purposeful conversation in which one person asks prepared questions (interviewer) and another answers them (respondent)”. In-depth interviewing is a “qualitative research technique that involves conducting intensive individual interviews with a small number of respondents to explore their perspectives on a particular idea, programme, or situation” (Boyce & Neale, 2006:3). The in-depth interviews are more like a conversation in which the researcher guides the data collection process. Thirteen in-depth interviews were conducted with eleven ward committee members and two public participation practitioners. Interview questions were structured in a manner that allows participants to provide more details on the topic under study (Appendix 3). A strength of using interviews is that they allow researchers to generate a dialogical relationship with the people about their perceptions and experiences (Patton, 2005). The maximum duration of the interviews was planned to be between 30 and 60 minutes for each interviewee. Interviews were completed within nine working days with two participants being interviewed per day. The interview process was recorded by hand (in writing) as participants responded to questions asked and with the permission of the participants or interviewees and was also electronically recorded and later analysed and interpreted by the researcher. Boyce & Neale (2006:3) outline the manner in which the interview process should be conducted by suggesting the following steps:

### **3.7.1.1 Plan**

The researcher has to first develop a plan which includes the identification of stakeholders who will participate in the study and confirm their availability to participate. This plan also included the list of participants to be interviewed and the sample size of participants. Before the interviews were conducted, the researcher needed to identify all resources and information needed and who should possibly provide that information. Lastly, under planning, the researcher needed to ensure that the research is in line with international and national research standards. Permission to conduct the research was issued by the ethical research committee from the relevant, accredited institution.

### **3.7.1.2 Develop instruments**

Once permission is granted for the study, the researcher has to develop the protocols and rules to be followed during and after the interview process. Those rules and protocols should be explained to the interviewee before the interview is conducted. These rules will assist to apply consistency in the interviews and enhance the level of reliability of the interview findings. This will include what needs to be asked to participants, ethical consideration being explained to the interviewees, translation of language if necessary and how the interview findings should be analysed and interpreted.

### **3.7.1.3 Train data collectors**

For major research projects, the project leader should ensure that all data collectors are trained on strategies and systems to be used to collect data and ensure confidentiality so that other ethical matters are not compromised. In this study only one data collector was used and all necessary training was done to conduct the research and conduct interviews with participants. The training that was provided to the researcher for this study included research methodology that was part of the course work for a period of six months, attending research seminars, library research training and ongoing discussion with the co-supervisors.

### **3.7.1.4 Collect data**

Once the necessary training has been done, data should be collected after the researcher has obtained informed consent from the participants. In the case of this study, data was collected through conducting interviews. The researcher should re-explain the purpose of the interview to the participant at the beginning and why he or she has been chosen to participate. The researcher should verify some of the information provided by the participant or interviewee. For example, if the participant says that the Municipality has a policy that does not allow the community to request documents relating to service delivery performance, the researcher needs to verify that with the

Municipality.

### **3.7.1.5 Data analyses**

The researcher should then arrange the participant's responses and align responses provided by participants. For example, He could draw comparisons between responses provided by the interviewees on a single question. Answers provided by participants can also be grouped in meaningful patterns such as responses provided by ward committee members who are situated in urban settings as opposed to those provided by participants in rural settings.

### **3.7.1.6 Disseminate findings**

After all of the above steps have been completed, the researcher then prepares feedback and presents a report to the relevant institution or person. The researcher at this stage may also prepare recommendations on the presented findings.

This study followed the pattern explained above in collecting data through the in-depth interview process.

### **3.7.2 Document collection**

Secondary data was intended to be collected using document review and analysis. Data to be collected included, *inter alia*, books, journal articles, and literature on policies, local government publications and meetings as well as other documents to inform the study. In addition, data to be collected was to include government reports, institutional memoranda, government pronouncements and proceedings. For the purpose of this study, the researcher was granted permission by the Maphumulo Municipality to access records and minutes that relate to the IDP meetings, war rooms, ward committee meetings, public participation policies and documents, service delivery budget implementation plan and capabilities, the educational background of ward committee members and the experience of public participation officers (Appendix 3).

## **3.8 DATA ANALYSIS**

The analysis of data implies the organisation, structuring and eliciting of meaning from gathered information. Analysis of qualitative data in particular is both active and interactive (Polit *et al*, 2001:383). In this study, content analysis was conducted by identifying themes which emerged during interviews. These themes were then organised into coherent categories which provide an overview of the opinions of the participants in the study (Taylor-Powel & Renner, 2003). Data for

purposes of this study were analysed through a thematic analysis approach. The Chi-Square goodness-of-fit test was used for the theoretical distribution.

The secondary data was intended to be collected from municipal documents such as the Integrated Development Plan (IDP), the Service Delivery Budget Implementation Plan, executive meeting reports (EXCO), portfolio committee on public participation reports, IDP public consultation meeting reports, ward committee meeting reports, memoranda submitted by striking community members and all other documents relevant to the study and then analysed using content analysis. Data was collected through in-depth interviews and from municipal documents. Data for the interviews was planned to be collected through recording of the discussions with participants but it was acknowledged that should participant(s) refuse to be recorded that the researcher would take notes of responses, comments and statements provided by the respondent. The secondary data collection in a form of documents related to the study collected were to be analysed by critiquing documented evidence from the Municipality against what the Acts, regulation and policies charge municipalities to do. Both primary and secondary data collection were to be interpreted in a way that will identify challenges and risks facing the Municipality and provide possible means by which current challenges can be overcome and potential future risk to service delivery and public participation matters can be avoided.

Field and Morse (1996:82) outline processes that contribute to the intellectual data analysis that should provide meaningful interpretation of all data collected:

**Comprehending:** The study is conducted with the purpose of learning and understanding the particular situation. When the comprehensive understanding has been accomplished, the researcher is then in a position to provide a brief background of the phenomenon to be studied. Research saturation will then be achieved when new data can no longer be generated.

**Synthesising:** At this stage the researcher consolidates and arranges all the pieces of data collected and integrates them to give scientific meaning and it enables the researcher to make sense of the topic under study.

**Theorising:** This is the final stage where the researcher will systematically sort out collected data in a logical manner that will provide a detailed understanding of the phenomenon under study. Different



explanations and meanings of the phenomenon should be developed by the researcher in order to decide whether there is any correlation with the collected data.

After the researcher conducted in-depth interviews with the identified key participants and documented information obtained, the researcher compared information obtained from documents and responses provided by respondents during the interviews. This assisted the researcher to address the identified research questions and research objectives of the study.

### 3.9 ETHICAL CONSIDERATIONS

Babbie and Mouton (2001:520) define ethics as associated with morality and dealing with matters of right and wrong. The researcher has the responsibility to uphold ethical values throughout the research and ensure issues surrounding confidentiality and integrity are maintained. During a study Babbie and Mouton (2001:523) emphasise that the researcher should uphold the following major principles of ethics in social research:

- **Voluntary participation:** The researcher must inform the participant(s) that participation in the study is on a voluntary basis and there are no material gains or exchange of money for participating.
- **Option to withdraw:** The participant(s) may withdraw at any stage of the research or interview with no legal consequences against him/her.
- **Safety and protection of participants:** The researcher should assure the participants that they will not be harmed by participating in the study and they will be protected all times.
- **Anonymity:** Participants should remain anonymous in the research and their information must be kept confidential at all times. Further to that, the participant has the right to refuse to be recorded during the interview.

All of the above ethics related considerations should be explained in the consent form before the interviews commence in order to maintain confidentiality of participants and credibility of the research. This was done for this study in accordance with the University policy for research and postgraduate study.

Neuman (2000) outlines the following ethical consideration stages to be applied in research: identification and selection of participants, explaining the purpose of the study and explaining the role of participants, preparing and conducting of interviews with participants, the role of the

participants and anonymity of the participants. Neuman (2000) further argues that the ethical practice in the study has to begin with the person/ institution conducting the study. Ethical clearance was obtained for the study from the university (Appendix 4).

### **3.10 LIMITATIONS AND DELIMITATION OF THE STUDY**

“The limitations are matters and occurrences that arise in a study which are out of the researcher’s control” (Simon & Goes, 2013:1). The limitation of the study is around the data collection stage. The primary data collection was through one-on-one interviews with eleven ward committee members and two public participation practitioners. Although ward committee members and practitioners do work close to the researcher’s office location, due to their political commitments it was expected that they might not be available on scheduled dates for interviews. For example, due to an urgent meeting to attend an identified participant may be unable to honour the appointment. This scenario could present delays and a potential limitation on the study. The secondary data was to be collected through the Municipality’s internal documents, for example, SDBIP, IDP, PMS records, annual budget, public participation portfolio committee report, Mayoral *Izimbizo* outcome reports, recorded public protests report and ward committee meeting minutes. Although a gate keeper’s letter was obtained authorising access to these documents, due to a poor filing system and poor record management of the Municipality, documents and reports mentioned above were not obtained.

### **3.11 CONCLUSION**

This chapter has provided explanations and definitions of key words that make up the research methodology. The theoretical background provided gives the detailed approach and direction of the data collection and processing of collected data into meaningful information. The chapter further outlines the research design, and the sampling technique adopted by the research. The research ethical consideration provided above enhances the level of the research validity and reliability and explains how the anonymity and confidentiality will be maintained in order to protect participants. All of the above explanations will help to reach research findings on the public participation challenges, increases in public protest events and possible under- resourced and less training support facing ward committees in performing their duties.

## **CHAPTER FOUR: DATA ANALYSIS AND PRESENTATION**

### **4.1 CHAPTER INTRODUCTION**

The previous chapter outlined procedures and strategies which were used in collecting all the relevant data and the sample from which the data was generated. This chapter presents an analysis of the collected data during the in-depth interviews conducted with thirteen participants and a review of pertinent documents obtained from the participating municipality. In addition, an analysis of the collected data, with reference to the research questions, is presented in the second part of the chapter.

### **4.2 DATA COLLECTION**

Data gathering is the accurate and methodical gathering of information which relates to the identified research problems. This gathering can take place through interviews, participant observation, focus group discussion, narratives and case histories (Burns & Grove, 2003:373). The primary data obtained for this study was generated from thirteen in-depth interviews with eleven municipal ward committee members and two public participation officers and secondary data was collected from municipal documents on public participation. In research which studies a particular phenomenon, open, unstructured interviews are considered the primary means of data collection. This is so because it allows the researcher to gently probe the participants and thereby explore the phenomenon in detail. (Kvale, 1996:89). The interview questions were designed in a manner that allows the participants to provide broader understanding of the subject under discussion. In some cases, the participants may be encouraged to add further detail in certain aspects of the discussion (Burns & Grove, 2003:285) by using probes. This was indeed the case with this study.

### **4.3 DATA ANALYSIS**

All data collected during the interviews was arranged in a logical sequence and interpreted with the purpose of answering the primary research questions and achieving the objectives of the study. Data analysis is the process of moving raw data to evidence-based interpretations that are the foundation of published reports (Creswell, 1998:20). In order to make sense of a large amount of data, the process of data analysis is done. During this process the data is reduced and organised in a systematic way so as to be interpreted by the researcher to produce findings (Burns & Grove, 2003:479). In order to achieve a thorough understanding of the data the researcher needs to be close to it and this is accomplished by becoming immersed in the data, reading and rereading it until one feels that the text is accessible. It is only then that meaning can be delineated from the interview transcriptions (Tesch, 1990:91).

Each question of the interview was formulated to ensure that data regarding personal perspectives on the relationship between public participation and service delivery were collected. The responses obtained for each question will now be discussed with reference to the research questions presented in Chapter One.

#### **4.3.1 Communication as a reason for service delivery protests**

As was discussed in Chapter Two, communication, or the lack thereof, is a major contributor to service delivery protests. The first question required participants to confirm whether or not, in their opinion, the recent service delivery protests in Maphumulo were as a result of a lack of communication between the municipality and the community. They were then asked to explain their answer further if they did agree with the statement. In response to the first part of the question, all thirteen participants ascribed the protests to lack of communication, confirming the belief that the protests took place as a result of poor communication between the municipality and the community.

Further analysis of the responses to the second part of the question revealed that 92.3% of the respondents (12/13) indicated that the reason for the lack of communication is that information is not cascaded effectively along the communication chain. Thus decisions and the reasons for decisions often do not reach the community. It is this lack of information that fuels the protests according to the respondents.

Another reason for the poor communication that was highlighted by 38.5% of the respondents (5/13) is that those in authority do not call meetings to address the community's concerns. Without such meetings, the community members have no opportunity to raise their concerns with the decision-makers and therefore resort to protest action to force the necessary people to listen to their grievances.

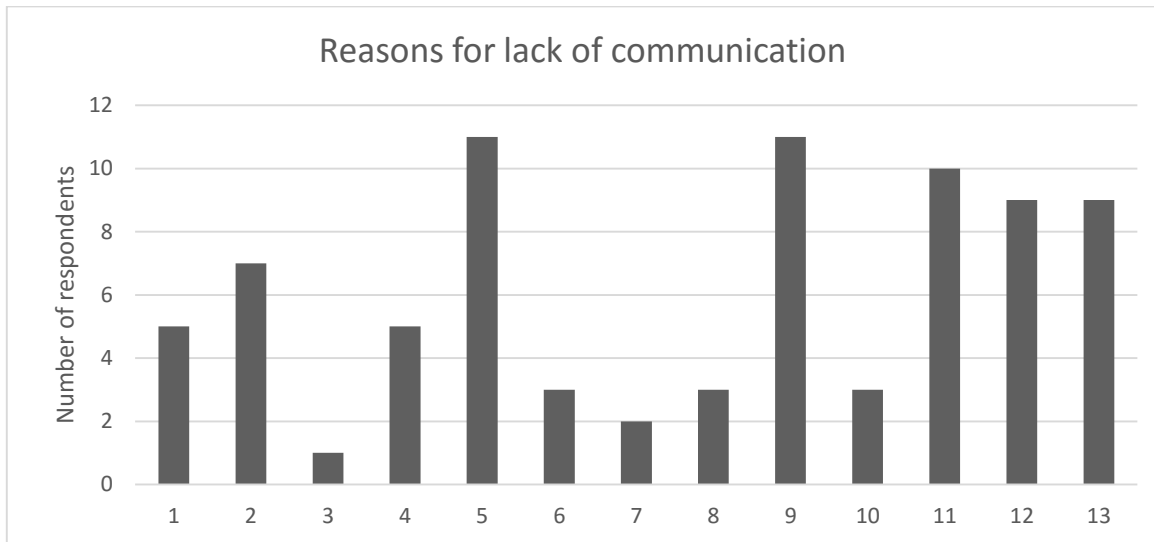
Additional reasons for the lack of communication which were given include a lack of meetings to provide feedback or progress reports to the community (4/13) and the non-attendance of departmental and municipal officials at ward meetings (3/12). All other responses were mentioned by 2 or less participants but included aspects such as:

- the age of the ward committee members;
- ward committee members not understanding reporting procedures;
- municipal officials not providing information regarding programmes to ward councillors;
- the ineffective use of the ward committees for the feedback of information to communities;

- political agendas affect communication between the municipality and the ward; and
- Some ward committee members are excluded from participation in local projects.

The bar graph below (Figure 4-1) indicates all the reasons given by respondents for the lack of communication, as well as the number of responses per category.

*Figure 4-1: Bar graph of reasons for lack of communication*



- 1 No ward-based IDP.
- 2 Poor marketing of IDP & public meetings.
- 3 Ward committee members too old.
- 4 Lack of IDP understanding by community.
- 5 Poor attendance of Community in meetings.
- 6 Laziness by IDP participants.
- 7 Municipality not educating communities about IDP meetings.
- 8 Poor attendance of stakeholders.
- 9 Poor transport system.
- 10 Unsuitable meeting venues and dates.
- 11 Municipality does not respond to community needs.
- 12 Ward committee members not involved in planning.
- 13 Municipality suggests projects to community without listening first.

### **4.3.2 Community input for the Integrated Development Plan**

The second question related to the Integrated Development Plan (IDP) – an overarching plan for development of the municipal area, ostensibly devised by the municipality in consultation with the affected community. The question asked participants whether they felt that there was adequate input from the community in the process of devising the IDP and to provide reasons for their answer. Once again, all respondents answered that there was not enough input from the community during the preparation of the IDP.

The two major reasons given for stating that there was inadequate community participation were firstly, that the community attendance at meetings and *imbizos* is poor and secondly, that there is a poor transport system to enable the community to get to the meetings (11/13 respondents mentioned these two reasons). There may thus be a correlation between the two – the lack of transport may result in the poor participation of the community at the meetings. A further, noteworthy reason given for the lack of input included the municipality’s lack of response to community needs (10/13). This leads one to believe that perhaps the community has lost interest in attending meetings since their highlighted needs are in any case, not generally considered. In addition, 9 respondents indicated that the ward committee members are not involved in planning, therefore the community voice is not heard and also that the municipality suggests projects without hearing from the community what they feel is needed.

Other reasons for the lack of community input in terms of the IDP, which were noted by 5 or more respondents, include the following:

- Poor marketing of the IDP and public meetings (7/13);
- The lack of any ward-based IDP (5/13); and
- The community does not fully understand the significance of the IDP (5/13).

From this question, it would appear that both logistical and psychological factors affect the ability of the community to adequately provide input into the IDP. Thus one should not consider only improving communication and logistical arrangements for meetings, but also ensure that the community is appropriately acknowledged and listened to during the meetings.

### **4.3.3 Poor community attendance at meetings**

Question 3 explored the anecdotal experience of low attendance at various public meetings in recent years. The attendance at municipal meetings, war room meetings (ward stakeholders’ meeting) and

mayoral road shows seems to have declined in past years and the reasons for this needs to be understood in order to appreciate the relationship between public participation and service delivery in this municipality. Participants were asked firstly, whether they agreed that attendance was low and then asked to expand their answer as to why this was the case.

Figure 4-2 below indicates that all 13 participants in the interview agreed that community participation at these meetings is low. This indicates that the anecdotal information regarding poor attendance is indeed validated by the research participants.

### Q3 Community attendance is low

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Agree	13	100.0	100.0	100.0

Figure 4-2: Responses to question whether attendance at public meetings is low

Responses as to why this may be the case yielded 11 unique reasons. However, there were 5 responses which were agreed on by 9 or more of the 13 respondents (>69%). These were as follows:

- People are discouraged due to lack of implementation, lack of feedback and promises that are not kept, so they no longer wish to attend meetings which they see as pointless (11/13).
- Transport problems and cost means that community members are unable to attend even if they wish to (11/13).
- Location of meetings is inconvenient for many and results in transport shortage (10/13).
- Poor consultation strategies and communication employed by the Municipality results in people not being informed about meetings or their purpose, or community members are not given sufficient time to plan their attendance (9/13).
- Key stakeholders do not attend meeting, for example, government departments, so community members feel there is no point in attending the meeting as the implementing agencies are not present to listen to the community and therefore attendance is pointless (9/11).

Other factors leading to poor attendance that were mentioned by participants include the slow pace of service delivery (8/13), meeting venues not rotating throughout the community (7/13), political interference and competing agendas (4/13), low incentives paid to ward committee members (4/13),

political power struggles (2/13) and members of war room committees not understanding the importance of war room meetings and their role in promoting good governance and achieving the Batho Pele (People First) Principles (2/13).

It would appear from the various responses that there are three significant factors which may result in low attendance at meetings. These factors are logistics (meeting venues and transport); lack of faith that services will in fact be delivered and poor communication between the municipality and the community.

#### 4.3.4 Effectiveness of municipal strategies to enhance community participation

The next question sought to ascertain whether community members were aware of strategies employed by the municipality to enhance community consultation and participation, and to what extent these were efficient. Figure 4-3 below indicates the extent to which participants felt the strategies were efficient.

#### Q4 Strategies to enhance community participation are effective

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Somewhat efficient	3	23.1	23.1	23.1
Not efficient	10	76.9	76.9	100.0
Total	13	100.0	100.0	

*Figure 4-3: To what extent are the strategies employed to increase public participation efficient?*

While from Figure 4-3, one can deduce that 76.9% of participants agreed that strategies used to enhance public participation were inefficient, binomial testing revealed that the result is not statistically significant ( $p > 0.05$ ).



### Binomial Test

	Category	N	Observed Prop.	Test Prop.	Exact Sig. (2-tailed)
Q4 Strategies to enhance community participation are effective	Group 1 Somewhat efficient	3	.23	.50	.092
	Group 2 Not efficient	10	.77		
	Total	13	1.00		

Figure 4-4: Binomial test on extent of efficiency of strategies to enhance community participation

However, considering that respondents were specifically chosen to ensure that there was community representation from every ward in the municipality, the perception that strategies employed are not effective is nonetheless a significant aspect to consider when assessing the state of public participation in this municipality. Although statistically the result is not generalizable, closer inspection revealed that only 1 of the 11 community representatives that participated in the interviews felt the strategies were somewhat efficient. The other 2 respondents who felt that the strategies were efficient to some extent were the municipal officials.

#### 4.3.5 Co-operation between the municipality and community stakeholders

Considering the central importance of traditional authorities and other community-based organisations in predominantly rural areas such a Maphumulo, the next question sought to gain participants' perspectives on the co-operation between such organisations and the municipality. The question was a closed-ended question although some respondents did give reasons for their answer.

#### Q5 Community stakeholders are used effectively

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Partially	3	23.1	23.1	23.1
Not at all	10	76.9	76.9	100.0
Total	13	100.0	100.0	

Figure 4-5: Responses to whether the municipality works well with community stakeholders.

Again a binomial test was done to ascertain whether the response that community stakeholders are not used at all effectively was statistically significant. The results are displayed in Figure 4-6 below.

### Binomial Test

		Category	N	Observed Prop.	Test Prop.	Exact Sig. (2-tailed)
Q5 stakeholders are used effectively	Community Group 1	Partially	3	.23	.50	.092
	Group 2	Not at all	10	.77		
	Total		13	1.00		

*Figure 4-6: Binomial test of responses on effective use of community stakeholders.*

Thus it can be assumed, once again, that the results are not statistically significant ( $p > 0.05$ ). However, due to the fact that there is one elected representative from every ward in the municipality among the respondents, the results should not be disregarded because they are not statistically significant. The results remain significant in a qualitative study, more so because 10 of the 11 community representatives stated that the community stakeholders are not utilised effectively.

While no reason for the answer given was requested, only participant 3 did not elaborate on the reasons for the answer given. There were only 4 reasons given as to why respondents felt that community stakeholders were not used efficiently. The most significant of these referred to the lack of communication between the municipality / council and the community stakeholders. This was mentioned by 12 participants which indicates that even among those who felt that community stakeholders were used somewhat effectively, there was acknowledgement that communication remains a hurdle to establishing good working relationships between the community and council. In addition, it was mentioned that there exists tension between the elected ward officials and the traditional authorities in many wards (10/13) and also that the ruling party meetings and the meetings of the traditional authorities often clash (10/13). While not specifically asked for, these spontaneous responses from interview participants nonetheless provide insight into the state of the relationship between the community stakeholders and the council officials.

#### 4.3.6 Public participation officials, ward, councillors and ward committee members encouraging public participation

The next question related to the extent to which municipal public participation and consultation stakeholder facilitation, takes place. Participants were asked whether they felt that these stakeholders were doing enough to enhance the level of public participation and consultation as stipulated in the Municipal System Act (Republic of South Africa, 2000b) and the Batho Pele Principles. Participants were asked to motivate their answers. In response to the first part of the question, a significant proportion (85%,  $p = .022$ ) of the respondents felt that the officials were putting in effort, although not enough (see figure 4-7 below).

#### Binomial Test

	Category	N	Observed Prop.	Test Prop.	Exact Sig. (2-tailed)
Q6 Enough is being done to facilitate public participation	Group 1	Partially	11	.85	.022
	Group 2	No	2	.15	
	Total		13	1.00	

*Figure 4-7: Responses to whether ward-based officials are doing enough to facilitate public participation.*

The most common reasons given for the complete lack or inadequate action on the part of officials included the following:

- There is communication breakdown between the various levels, that is, officials, ward councillors and the ward committee. (9/13).
- The councillors and officials do not call regular meetings (8/13).
- There is unprofessional practice in the municipal meetings, for example, pushing political agendas of a particular political part during formal community meetings (7/13).
- Very short notice is given for meetings and meeting agendas are not provided in advance to participants prior to the meeting for meeting preparation (6/13).

Once again, the central role of poor communication and poor planning is apparent from the responses.

#### 4.3.7 Community monitoring of municipal projects

The next question sought to ascertain whether the participants were aware of ways in which the community is able to monitor the projects being run by the municipality. The responses were first organised to check whether respondents had indicated if they were aware of any such monitoring mechanisms or not. The results, in Figure 4-8 below, indicates that responses were equally distributed with 6 respondents saying that there is no monitoring tool and 7 indicating that they were aware of some mechanism.

**Q7 Monitoring mechanism in place**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid No monitoring tool	7	53.8	53.8	53.8
Is a monitoring tool	6	46.2	46.2	100.0
Total	13	100.0	100.0	

*Figure 4-8: Responses to whether there is a tool for the community to monitor municipal projects.*

So while there is no statistical significance in the frequency of responses, it is nonetheless pertinent that almost 54% of this small pool of respondents felt that there was no monitoring mechanism in place. This could be an indicator of community discontentment as one of the factors leading to protests.

Respondents were less forthcoming in expanding on specific types of monitoring mechanisms with a total of only 10 responses providing specific information. These were as follows:

- Project monthly meeting 1
- Project steering committee meetings 3
- Political intervention through community forums 1
- Project sub-committee 2
- Report in the war room meeting (ward stakeholders' meeting) 3  
chaired by ward councillor

These responses indicate that the majority of the respondents believe that the only mechanisms available to the community to monitor projects being implemented by the municipality are through formal structures such as established committees and meetings. Only one person mentioned that a

community forum may intervene politically which is likely to be a less formal feedback forum. In light of the responses in 4.2.3 above, where 100% of the participants felt that community participation at meetings was low, one could surmise that there is in fact very little *actual* community monitoring of projects, even if structures to make it possible exist.

#### 4.3.8 The causes of service delivery protests

From the responses obtained thus far, one can conclude that there may be several reasons for service delivery protests. Question 8 posed this question directly to obtain a direct response as to the main reasons for the protest actions. Although it was requested that the reasons be placed in an order of importance, few respondents indicated an order of significance.

However, a very clear response came from 12 out of 13 respondents that communication breakdown is a major cause of service delivery protests (see figure 4-9 below). Communication breakdown, it was reported, is experienced between various structures at both the local and higher spheres of government. The cascading of information, completing and distributing of reports and sharing of information in the IDP is not done and the community is therefore unaware of what is generally taking place. One respondent mentioned that it is only when the community protests that the municipal leaders come to address them and update them on what is happening.

Figure 4-9: Responses regarding reasons for service delivery protests

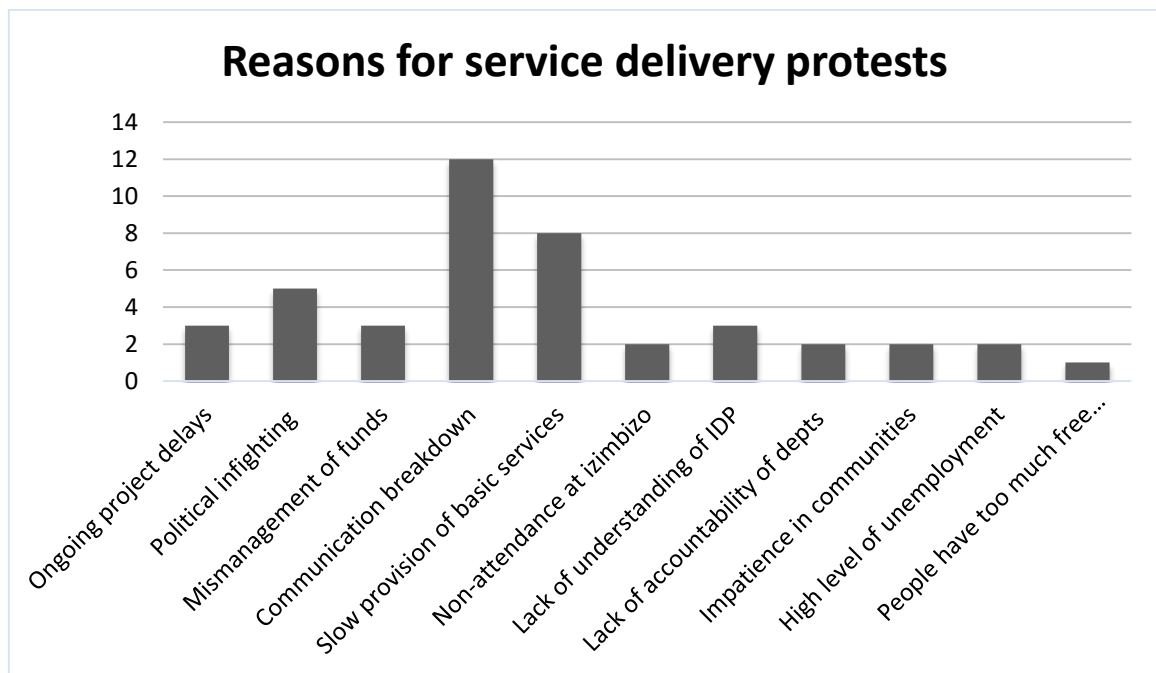


Figure 4-9 also indicates that delays in providing basic services are a major cause of protest action.

#### 4.3.9 Municipality accounting to the community

Question 9 asked participants how the municipality accounts to the community and to explain their answers further. Responses were first analysed in terms of whether they felt that there was an accountability channel or not. One respondent did not give a clear yes or no answer and was excluded from binomial testing. Figure 4-10 below indicates the results of the binomial test and it can be seen that a significant proportion (83%,  $p = .039$ ) indicated that there is an accountability channel in place.

#### Binomial Test

	Category	N	Observed Prop.	Test Prop.	Exact Sig. (2-tailed)
q9 Channels to Group 1 communicate with the community	Is an accountability channel	10	.83	.50	.039
	Group 2 No accountability channel	2	.17		
	Total	12	1.00		

*Figure 4-10: Results of analysis on presence of an accountability channel within the municipality*

In respect of how the accountability channel operates, 10 respondents indicated that council decisions are passed to ward councillors who in return report to war room meetings. Ward committee members then report to the ward sub-committees. Ward committee members call public meetings in voting districts with the project steering committee to report on project progress and announce projects to be implemented in the ward. This indicates that generally there was a good understanding of the accountability channel and how it should work, but participants also indicated that this hierarchy of reporting is not put into practice most of the time.

However, there were also 6 respondents who indicated that what should happen in theory does not in actual fact happen, specifically referring to the fact that the ward committee does not report regularly to the ward sub-committee. This once again highlights the seemingly central position of communication in the difficulties experienced by communities in this municipality.

#### 4.3.10 Disgruntled role-players orchestrating service delivery protests

It has been suggested in media reports and in the Municipal newsletter that service delivery protests are not always necessarily about service delivery per se, but rather that they are orchestrated by disgruntled role-players with ulterior motives. Statistical tests, including Chi-Square goodness-of-fit were conducted on the responses, the results of which are displayed in Figures 9 to 9.1 below.

#### Q10 Protests are orchestrated by disgruntled people

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	10	76.9	76.9	76.9
No	2	15.4	15.4	92.3
Not sure	1	7.7	7.7	100.0
Total	13	100.0	100.0	

Figure 4-11: Responses to whether protests are orchestrated by disgruntled role players

#### Test Statistics

	q10 Protests are orchestrated by disgruntled people
Chi-Square	11.231 <sup>a</sup>
Df	2
Asymp. Sig.	.004
Exact Sig.	.005
Point Probability	.003

a. 3 cells (100.0%) have expected frequencies less than 5. The minimum expected cell frequency is 4.3.

Figure 4-12: Summary of test statistics for question 10

The results of this analysis show that there is significant agreement that protests are orchestrated by disgruntled people ( $\chi^2$  (2, N=13) = 11.231, p=.005). In their explanations, 9 respondents indicated

that the protests were a result of infighting within the ruling party and a further one felt it was fighting within and outside the ruling party. There was also the suggestion from 6 respondents that protests were motivated by opposition parties. All 6 of the respondents who suggested that the protests were motivated by the opposition parties also mentioned the infighting within the ruling party. There were only two respondents who felt that the protests were purely about service delivery and that there was no political meddling that may be responsible for the protests, as well as infighting within the ruling party.

#### 4.3.11 How to address service delivery protests

The final question of the interviews afforded the participants the opportunity to offer personal suggestions on what they felt the national, provincial and local government should do to address the challenges raised by local communities in terms of the recent service delivery protests. The suggestions are tabulated in Table 4-1 below in a descending order of frequency.

*Table 4-1: Responses regarding how to deal with service delivery protests*

Intergovernmental co-ordination should be implemented.	12
Government departments should be visible in areas where people reside.	10
Establishment of mobile offices by departments (visibility).	8
Governments departments should attend war room meetings.	6
Increase budget allocation to local municipalities located in rural area.	3
Government needs to be proactive in educating communities especial in relation to water challenge.	1
Nation and Provincial Departments should involve local municipality when implementing projects (participate fully in relevant meetings).	1
Municipality should introduce monitoring tool on projects implemented by departments.	1
Enhance level of communication between municipality and departments on projects to be implemented.	1

It can be deduced from the above that the need for the various levels and departments within government working together and communicating effectively is the most frequently suggested solution. However, the need for more highly visible government departments was mentioned 18



times in total – 10 times suggesting that fixed offices be established and 8 times suggesting the use of mobile offices. The respondents indicated that the increased visibility would afford the community members opportunity to engage directly with the implementing structures without having to resort to protests to get them to come to the area. It is interesting to note that apart from three responses suggesting that an increased budget allocation would help avert future protests; all the other suggestions are underpinned by the need to improve communication.

#### **4.4 CHAPTER SUMMARY**

In this chapter, the presentation and analysis of responses gained during the interview process relating to service delivery protests in the Maphumulo municipality was presented. Arguments made during analysis were supported by the literature review and points primarily towards poor communication as a central catalyst for service delivery protest actions.

In the chapter to follow, a summary of the findings of the study was presented as well as the limitations of the study and areas for further research. Certain recommendations were also presented.

## **CHAPTER FIVE: RESEARCH FINDINGS AND RECOMMENDATIONS**

### **5.1 CHAPTER INTRODUCTION**

This study began with a discussion of existing theory around public participation and consultation. Existing research into service delivery and the reasons underlying service delivery protests was described and the prevailing legislative context of the study within South Africa was highlighted. The nature of the study and the methodology used to conduct the research was described. Thereafter, the data collected was described and analysed and sub-conclusions drawn regarding the significance of these findings. This chapter shall return the reader to the research hypothesis posed in Chapter One by providing a summary of the findings and drawing conclusions about the study.

### **5.2 SUMMARY OF CHAPTERS**

The study comprises five chapters. A summary of each chapter is now presented:

#### **Chapter One: Introduction and overview**

The first chapter provided a summary of relevant aspects pertaining to the study. It provided the reader with an overview of the direction of the research and included an explanation of the rationale for and significance of the study.

#### **Chapter Two: Literature review**

The second chapter located the study within an existing body of knowledge related to the topic under investigation. In this case, the literature located the study firmly within the South African context mainly focusing on public participation and consultation, service delivery and service delivery protest, public participation strategies; legislative framework, ward committees, Integrated Development Plans; and the Local Government Turnaround Strategy (2010).

The chapter established the strong legislative support for public participation in local government planning and development initiatives.

#### **Chapter Three: Research methodology**

In this chapter the qualitative research nature of the study was described. The chosen design (case study) and population and sample were justified and thereafter the data collection instrument was described. Ethical considerations related to the inclusion of human subjects in the study were also described.

#### **Chapter Four: Data analysis and presentation**

In chapter Four responses to each question presented to participants during the interviews were presented and analysed and conclusions about the importance of the responses were drawn. The chapter included detailed findings for each question using qualitative analysis.

#### **Chapter Five: Conclusion and recommendations**

In the final chapter the reader is reminded of the most poignant aspects of the study. These include an overview of the structure of the study as well as the overarching findings of the study. Recommendations for future studies as well as noted limitations of this study are also provided in the concluding chapter.

### **5.3 SUMMARY OF THE STUDY FINDINGS**

The study on the state of public participation and service delivery in the Maphumulo Local Municipality has provided local municipal officials and academics in Public Management with verifiable evidence regarding the underlying causes of service delivery protest in a specific, rural local municipality. The study set out to test the hypothesis that: “The underlying cause of service delivery protest in the Maphumulo Local Municipality is lack of public participation.”

In Chapter Four it can be seen that a significant number of participants felt that “something” was being done in terms of encouraging public participation but that the efforts were insufficient. Looking at the other questions, the recurring, dominant theme of “**communication**” as a major factor in protests is clear. *All* participants agreed that a lack of communication is the primary reason for service delivery protests. Although this does relate to **poor cascading of information** between the various municipal structures and beyond, other causes identified also prevent adequate communication and therefore adequate public participation. These include causes such as **poor meeting logistics** (transport, venues and dates), **poor use of existing community structures**, **poor marketing of public participation events**, **lack of physical presence of officials** near the wards and **political tensions** which all result in a lack of or poor communication.

In addition to communication, the **lack of faith of the community in the municipality** to actually deliver the required services was also mentioned by several participants in the study. This was highlighted as a major reason for community members not attending public participation meetings and this prevents the communication process from proceeding effectively. The impact of this

negative psyche of the community cannot be underestimated when seeking to understand the state of public participation and service delivery.

Finally, there was acknowledgement that service delivery protests are not always just about service delivery issues per se, and that in many cases there are **underlying political influences** that result in protest action. These may be tensions within the ruling party or disgruntled opposition parties looking to incite the community.

The findings of the study, therefore, appear to confirm the hypothesis that indeed, in the rural, Maphumulo Local Municipality, there is a lack of public participation in terms of service delivery. This results in communication breakdown which results in discontentment and protest action. The results also indicate, however, that the lack of public participation, while being perhaps the major reason for the protests, is not the only contributing factor.

#### **5.4 RECOMMENDATIONS**

The input received from the participants in this study highlighted several areas of concern in public participation processes. These were described in detail in Chapter Four as each question posed was analysed. These concerns fall into three broad categories, namely: communication, logistics and planning and trust. Although they are interrelated and in many cases recommendations will apply to concerns from more than one of these categories, the need to address these concerns is paramount in the proposed recommendations from this study.

##### **5.4.1 Public participation and communication policy development and implementation**

Firstly, it is recommended that the **communication practises on which the public participation processes are based are closely examined and appropriately adjusted**. This may involve the introduction of new policies or the inclusion of previously excluded role players in various meetings. Ways in which to improve communication through the use of existing community structures as well as technology-based solutions are some of the potential solutions that could assist in ensuring that poor communication does not continue to prevent adequate public participation.

In addition, the municipality, as part of their external communication strategy, **should conduct community satisfaction surveys every quarter** (every three months) to encourage community suggestions. The results of the surveys and community suggestions should be discussed in every

Municipal Council meeting and relevant portfolio committee meetings and feedback should be provided to the communities through war room meetings.

#### **5.4.2 Implementation of individual ward-based planning for municipal IDP**

The Municipality currently combines wards whenever conducting the IDP adoption process. For example, wards 1, 2 and 3 will be combined to ensure that officials are required to attend only one meeting where projects and programmes of all three wards are discussed and agreed in one day. This might disadvantage the wards in that their programmes do not necessarily receive the full attention they deserve and their challenges and grievances might not be raised and resolved in the meeting. It is therefore recommended that the Municipality implement **ward-based planning** where each ward will have its own IDP meeting in order to ensure that each ward is given full attention. This will assist in reducing travelling costs for community members and lead to an increase in the number of people attending the meeting, thereby improving the level of community participation and achieving community satisfaction.

#### **5.4.3 Public participation and consultation enhancement**

During the interviews, participants mentioned that IDP meetings had largely been characterised by poor community attendance in recent years, pointing to poor public consultation on the part of the municipality and slow service delivery as the general reasons for poor attendance. It is therefore recommended that the municipality **review the implementation of the IDP every six months** in all wards in order to keep the community informed of the service delivery progress, as approved in the IDP. This exercise will help the municipality to allow communities to participate in evaluating service delivery standards implemented by the Maphumulo Local Municipality.

It is also recommended that the **Project Steering Committee should consist of a minimum of three ward committee members from a particular ward**. This will ensure that more than one person is able to provide project updates to share with the community members of their ward.

Related to the concerns raised around logistics and planning, it is recommended that **municipal officials engage directly with affected communities at ward level and listen to concerns** around exclusion in the planning process and the issues around dates and times, venues and transport to meetings. These logistical problems, the study reveals, are a major reason for poor attendance at meetings, which in turn results in poor cascading of information to the community. This ultimately exacerbates the communication breakdown.

Participants also mentioned that poor marketing and promotion of public meetings and IDP meetings are a contributing factor to poor community attendance at these meetings. It is recommended that the Municipality **introduce strategies that will attract the community to attend these meetings**, for example, inviting popular artists to perform at the end of the meeting and introducing a competition as part of the programs.

One of the participants mentioned that the Municipal Systems Act and the Ward Committee Handbook do not stipulate minimum requirements for persons who should be elected as ward committee members. As a result community members who do not have passion and basic education are often elected based on political affiliation. They, however, have limited understanding of public participation and communication, making it difficult to achieve the public consultation and participation targets of the Municipality. It is therefore recommended that **minimum qualifications and/or experience of ward committee members be discussed and developed** to ensure that skilled and knowledgeable individuals are elected to these positions.

Additionally, the study recommends strongly that **measures be taken to restore trust between the community and the municipality**. These measures would need to address legacy issues in the municipality, political interference and underlying tensions as a result of lack of input from the community and feedback from the municipality (communication). The importance of the element of trust was highlighted in various studies presented in Chapter Two and is a key element of ensuring that the local government system works most effectively with the community.

#### **5.4.4 Accountability procedures as a tool for promoting public participation and consultation**

Question nine in terms of the interviews conducted, requested participants to mention and explain the accountability procedure of the Municipality, to the community. Ten participants stated that although the reporting protocol or line of accountability is in place, it does not happen that way in practice. This is the reason why community members feel neglected most of the time because of poor communication and consultation on the side of the Municipality. The community then resorts to protesting in order to get the attention of the relevant government authorities.

It is recommended that the Municipality **adopts a policy to be administered by the public participation and communication unit that will ensure that the accountability procedure is**

**implemented** by all relevant structures. This is supported by the literature review, which revealed that the lack of accountability remains a disturbing matter within state institutions, and local government in particular. Nathan (2013:6) argues that one of the factors that produce poor service delivery at the local government sphere is the lack of accountability by officials to their superiors and communities. The need to hold officials accountable is therefore of paramount importance.

#### **5.4.5 Inter-relationship between Municipal Council and Traditional Council**

During the interviews participants emphasised that the Municipality is made up of purely rural areas and the majority of people still hold great respect for traditional leaders. However, they mentioned that the municipal councillors do not have good working relationships with traditional leaders and their work plans often clash. The Municipality **should develop a work plan in consultation with traditional authorities, co-operate fully and ensure that the action plans of both parties are aligned.**

One participant mentioned that the caucus meetings of the ruling party (ANC) sit every Monday morning where all ANC councillors, including the Mayor, Deputy Mayor and the Speaker, are part of the caucus. However, the meetings of the traditional council are held every Monday morning as well: both of these bodies are the leaders of the same community but sit in different meetings to discuss similar issues which might result in duplication of programmes, thereby creating a poor working relationship. It is therefore suggested that the **ruling party should meet with traditional authorities to negotiate the times of their respective meetings.** This would enable councillors to attend traditional council meetings in their respective wards in order to report on service delivery matters since councillors is the democratically elected body as per the Municipal Structures Act and Municipal Systems Act. This would improve the level of communication and participation since traditional authorities will be able to report to their constituencies on municipal service delivery matters. This would create a conducive working environment between councillors and traditional leaders and improve reporting to the community.

#### **5.4.6 Implementation of intergovernmental practice**

Question eleven of the interviews requested participants to suggest interventions regarding the other two spheres of government (provincial and national government) in order to help the local government (municipality) to fulfil its public participation and consultation mandate. The majority of participants revealed that government departments do not present their annual programmes to the

Local Municipality nor to the community through war room meetings. As a result the community is not informed about service delivery plans by government departments.

It is recommended that the **Municipal Integrated Development Plan of the Local Municipality should include projects to be implemented by the other two spheres of government** and District Municipality in order ensure full accountability by the Municipality.

Participants also mentioned that during service delivery protests it was noted that some of the grievances raised by protesters are services that are the functions of national and provincial departments as well as of the district municipality. Therefore it is further recommended that the Municipality **should establish a unit/department within the Municipality that will liaise with communities on services provided by provincial and national departments and the district municipality**. This unit/department will also ensure that intergovernmental plans are implemented based on the combined IDP. The Municipality should also **conduct road shows and use war room meetings to educate community on the importance of the IDP and its approval process**. The Municipality also needs to **explain to the community their role** during the approval process of the IDP.

#### **5.4.7 Government departments' visibility in communities**

Participants further recommended that **government departments should be more visible in communities**. This should be done through the establishment of government departments' mobile offices in villages or in community centres in the wards in order to bring the government closer to people. These offices could explain the role and services provided by these government departments and the district municipality to clarify misunderstandings the community may have.

During the interviews it emerged that the Municipality integrates all community stakeholders in war room meetings that are held monthly in all wards. These meetings are chaired by the ward councillor of that particular ward. War room meetings consist of representatives of traditional leaders, religious leaders, community forums, government departments, business people, Municipal officials and other important stakeholders. Participants raised concerns that government departments and district municipality representatives do not attend war room meetings in order to provide key information to the community who *do* attend these meetings. As a result of the constant absence, community stakeholders have lost faith and no longer attend these war room meetings. It is recommended that the Municipality **should enter into a memorandum of understanding agreement with the government departments in order to ensure that they are always present at war room meetings**.



In so doing they will be able to address community grievances and to provide key information about government services to stakeholders.

#### **5.4.8 Implementation of project monitoring tool**

The integrated development plan consists of projects to be implemented by the Municipality over a period of five years. Participants mentioned that these projects are often not implemented on time as agreed during the process of IDP approval. When the projects commence, contractors and the Municipality take too long to complete them and the community is not updated or informed of these delays. As a result the community resorts to staging violent public protests when projects are not implemented or when the project completion is delayed. For example, during the sod turning meeting where the community is present, the Municipal Manager normally announces the completion date of the projects. However, when the due date arrives, the project is still far from complete but the community is not informed of any project delays. This results in great dissatisfaction and frequently leads to protests.

Among the reasons for these challenges and delays in projects, participants mentioned the following:

- The Municipality does not effectively implement project monitoring tools to ensure that projects are completed within their timeframe;
- Late completion penalties are not enforced as stipulated in the service level agreement signed between the contractor and the Municipality;
- The integrated development plan implementation monitoring tool is not properly utilised in order to ensure that projects are completed as set out in the planning;
- Poor implementation of the Service Delivery Budget Implementation Plan leads to delays in the timeous completion of projects; and
- The potential risk of project delays needs to be identified at an early stage in order to inform community about the potential project delays; this can be achieved by keeping a proper project risk register.

The recommendations in this regard are as follows:

The Municipality should **conduct public meetings every six months in each voting district to provide the community with information about the IDP implementation progress** and to present/explain any challenges that might result in delays of the IDP execution. These meetings should be scheduled at the beginning of the financial year and be diarised by the public participation office.

The Municipality should **employ an IDP manager** who will work hand-in-hand with the public participation office, communication officers, infrastructure department and portfolio committees to ensure that capital projects are carefully monitored and that the community is informed or updated on the progress of IDP implementation. They should also take the necessary steps against errant contractors and officials.

### **5.5 LIMITATIONS OF THE STUDY**

The goal of this study was not to achieve generalisable statements about public participation and service delivery broadly, but rather to understand one case (Maphumulo Local Municipality) and to describe the experiences of participants from that municipality. From this, authorities can begin considering possible interventions to prevent further increase in the number of service delivery protests in the area. The application of the findings of the study should therefore be understood as a description of a single case only.

The study nonetheless has some limitations which need to be acknowledged. These include the imbalanced gender distribution in the participants (8/11 ward representatives: male; 2/2 officials: female) and the bias towards ruling party representation. These were the result of deciding to work with elected persons from the wards and in official positions. There could therefore be no controlling for gender and political party affiliation. It also became clear during interviews that party-faithful participants were somewhat reserved in their criticism of their party-run Municipality.

In addition, although it had been intended that secondary data, in the form of various committee reports, would be collected and analysed with respect to public participation, the documents received from officials and ward structures were not useful. This is primarily because either the participants were unwilling to share reports with the researcher (although they are public documents and should not be withheld) or, no reports are ever produced for meetings. The researcher did receive meeting attendance registers but these were not helpful for the purpose of the study. The lack of availability of reports is a limitation for the study, but also a large cause for concern.

### **5.6 SUGGESTIONS FOR FURTHER RESEARCH**

The findings and conclusions drawn in this research come from conducting 13 in-depth interviews with 11 Ward Committee Members who are also community members and 2 municipal officials from the Maphumulo Local Municipality. This has provided the researcher with some insight into the state

of public participation and service delivery in this rural municipality. However, as noted in the limitations of the study, this study could be expanded and further clarity on some of the highlighted issues could be gained by conducting further research within the municipality. Therefore the following studies could be undertaken to better understand the nature of public participation and the link to service delivery:

1. Repeat the study but ensure greater representation in the selection of participants. This could extend to ensuring both male and female participants from each ward are interviewed as well as ensuring that there is no bias in terms of political party membership.
2. Conduct a detailed document survey including attendance registers, meeting minutes and reports to verify action taken to ensure adequate public participation in the various IDP processes.
3. Repeat the study in another rural municipality in another province and compare the results to establish whether there is any level of consistency

## **5.7 CONCLUSION**

A key question raised is:

What is the state of public participation and service delivery in the Maphumulo Local Municipality? From the increase in the number of service delivery protests over the last few years (highlighted in Chapter Two), one can conclude that public participation and service delivery are in a state of despair. This is indeed supported by the input from the interview participants, who highlighted the many problems experienced in the municipality which result in lack of public participation.

The research herein presented, has provided the necessary base from which to launch further investigations into the nature of service delivery and public participation in rural municipalities. It is anticipated that both this and future research in this area will result in a better understanding of the challenges experienced in these local government settings. The resultant understanding will hopefully assist in crafting sustainable solutions, which will see a reduction in the number of service delivery protests experienced in South Africa.

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## Appendix 1: Consent form



**UNIVERSITY OF KWAZULU-NATAL**  
**SCHOOL OF MANAGEMENT INFORMATION TECHNOLOGY AND**  
**GOVERNANCE**

**Master's in Public Administration**

**Qualitative Research Project**

**Researcher:** Mr. M Mdlalose (073 986 1440)

**Supervisor:** Prof D Taylor (083 321 1737)

**CO-SUPERVISOR:** Dr. F. Ruffin (031 260 8020)

**Research Office:** Ms. P Ximba (031 260 3587)

Dear Respondent

I Mukelani Mdlalose am a Public Administration master's student in the School of Management, Information Technology and Governance, Discipline of Public Governance, at the University of KwaZulu-Natal. You are invited to participate in a research project entitled:

‘ASSESSING THE STATE OF PUBLIC PARTICIPATION AND SERVICE DELIVERY: THE CASE OF  
 MAPHUMULO LOCAL MUNICIPALITY’

The aim of this study is to:

1. Why is there such poor community attendance at public meetings?
2. Why do communities make demands for services that are not reflected in the Integrated Development Plan?
3. What are the current public consultation and communication strategies employed by the Municipality?
4. What is the envisaged role of the public in the consultation strategies employed by the Maphumulo Local Municipality?
5. What is the role of the community in service delivery strategies by the Maphumulo Local Municipality?

6. How does the community participate in evaluating service delivery standards implemented by the Maphumulo Local Municipality and what is the role of the community in the formulation and implementation of the performance management strategy used in service delivery?

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this research project. However, since you work with Maphumulo Local Municipality your organisation or community may benefit from the findings of this study. Confidentiality and anonymity of records identifying you as a participant will be maintained by the School of Management, Information Technology and Governance, Discipline of Public Governance at UKZN. Your identity will not be revealed or your name used in connection with this study. If you so permit, the interview will be recorded to allow you to listen to your responses after the interview and to assist the interviewer to capture your actual responses. Kindly indicate on the consent form whether you agree or disagree to have your interview recorded by ticking your choice.

If you have any questions or concerns about participating in this study, please contact me or my supervisor at the numbers listed above.

It should take you about forty minutes to complete the interview questionnaire with me. I hope you will take the time to participate in the interview.

Sincerely

Investigator's signature: \_\_\_\_\_ Date: \_\_\_\_\_

This page is to be retained by participant



**School of Management, Information Technology and Governance**

**Master's in Public Administration**

**Researcher:** Mukelani Mdlalose (073 986 1440)

**Supervisor:** Prof Taylor (0833211737)

**CO-SUPERVISOR:** Dr. F. Ruffin (031 260 8020)

**Research Office:** Ms M. Snyman (031 260 8350)

**CONSENT**

I, \_\_\_\_\_ hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project at any time, should we I so desire.

I agree to allow my interview recorded.

I do not agree to have my interview recorded.

\_\_\_\_\_  
Signature of Participant

\_\_\_\_\_  
Date

## Appendix 2: Interview Schedule

### IN-DEPTH INTERVIEW SCHEDULE

#### WARD COMMITTEE MEMBERS AND PUBLIC PARTICIPATION OFFICERS FROM “MAPHUMULO MUNICIPALITY” AREAS

#### IN-DEPTH INTERVIEW GUIDE

##### **Moderator’s Instructions:**

- Introduce yourself and clarify to the participant the reasons why you are conducting the interview. Read the “Subject Information Sheet for In-depth interview to a Participant”;
- Inform the participant that the interview will be confidential;
- Inform the participant that the interview will not be recorded on a tape recorder or any other audio / audio visual recording instrument;
- Inform the participant that they may withdraw from the discussion at any point should they wish to do so;
- Obtain their verbal consent; and
- Obtain their written consent.

##### **READ TO INTERVIEW PARTICIPANTS:**

“Thank you for agreeing to participate in this interview today. Before we begin, I would like to confirm that you have given your voluntary consent to participate. Do you agree freely?”

“Okay, then I would like to start with the instructions.”

##### **Begin:**

- Start with the instructions;
- Proceed with participant introductions; and
- Introduce an ice-breaker activity.

#### **SECTION 1: In-depth interview questions for participants from the researcher to and the Ward Committee members and public participation practitioners.**

1. As a ward committee member of this community do you think that the recent service delivery protests were because of lack of communication”? If yes what do you think constitutes the communication breakdown?

2. Do you feel that the municipality's approved Integrated Development Plan and programs represent majority of community members? And what is the course of poor community attendance in the Municipal public meetings, Mayoral road shows in particular?
3. Do you think the communication strategies that are used to link Municipality and community are effective enough to allow community to be effectively involved in the Municipality programs? e.g. (Mayoral road shows (izimbizo), community meetings and war rooms).
4. Do you think the community stakeholders are effectively used by the Municipality to consult the community? e.g. Traditional authorities, community forums and religious formations during the public consultation?
5. Do you think that ward councilors, ward committee members and public participation officers are doing enough to facilitate public participation and consultation in the Maphumulo local Municipality? And what mechanisms in place to monitor Municipal projects by community?
6. What do you think are the root causes of service delivery protests? Can you rank them in order of their descending importance?
7. How do district Municipality and other two spheres of government account to the people of Maphumulo? Do you think they are also a contributing factor of the recent service delivery protest?
8. Do you think that some of the service delivery protests were orchestrated by certain disgruntled role-players who were aggrieved by the ANC party processes?
9. What do you think government and the municipality should do to address the challenges raised by local communities during the recent service delivery protests?
10. As a ward committee member / public participation officer are there any other comments you might wish to make that, relates to service delivery or service delivery protest actions?

## **SECTION 2 – SWOT ANALYSIS**

### **STRENGTHS**

What do you think are the strengths of the Maphumulo Local Municipality with regard to the provision of basic service delivery to its communities and the level of public participation level?

### **WEAKNESS**

What do you think are the weaknesses of the Maphumulo Local Municipality regarding the delivery of services to communities?

**OPPORTUNITIES**

What do you think are the main opportunities for the Nelson Mandela Bay Municipality to improve service delivery to its communities?

**THREATS**

What do you think are the main threats facing the Maphumulo Local Municipality regarding the delivery of services to its communities?

In conclusion, is there anything else that you would like to mention relating to service delivery in the Nelson Mandela Bay Municipality?

**Thank the participants for their participation.**

### Appendix 3: Approval for research from Maphumulo Municipality



## M A P H U M U L O M U N I C I P A L I T Y

Private Bag 9205  
MAPHUMULC  
4476  
Tel: 032 481 4500/5  
Fax: 032 481 2055

08 JUNE 2015

**Mr. M.D MDLALOSE  
NSUNGWINI COMBINED SCHOOL  
P.O BOX 36438  
STANGER  
4450**

Dear Mr Mdlalose

**RE: APPROVAL OF REQUEST TO CONDUCT ACADEMIC RESEARCH IN MAPHUMULO LOCAL MUNICIPALITY**

1. With regard to your letter dated 29 April 2015 with the heading request to conduct research in Maphumulo local Municipality. The office of the Municipal Manager has consulted all sections affected by your study; all officials responsible for the identified units have accepted your request.
2. The office of the Municipal Manager wish to inform you that your application has been approved by the Municipality and you are given authority to set appointments with all targeted individuals and to request documents that might be of help in conducting and completing your study.
3. Your research topic as indicated on the request letter (assessing the state of public participation and service delivery; the case of Maphumulo Local Municipality). The Municipality grant you the right with no time limitation to conduct the study. The office of the Municipal Manager is looking forward to the end product of your study which will assist the Municipality to improve the level of public participation in the Municipality to accelerated service delivery within the Municipality.
4. For any further information, queries in the above regard please contact Mr E.S Mkhize at the office number.
5. We trust you will find the above in order.

Yours faithfully

**E.S MKHIZE  
ACTING MUNICIPAL MANAGER**

**EXECUTIVE COMMITTEE:**

MAYOR: Cllr HN NGOBO; Deputy: Cllr PM MBONAMBI; Cllr ML NGIDI; Cllr NP NXUMALO and Cllr VE MBATHA (Ex Officio)

ACTING MUNICIPAL MANAGER: Mr. E.S MKHIZE

## Appendix 4: Ethical clearance



19 October 2015

Mr Mukelani Dennis Mdlalose (213570951)  
School of Management, IT & Governance  
Westville Campus

Dear Mr Mdlalose,

**Protocol reference number: HSS/1311/015M**

**Project title:** Assessing the state of public participation and service delivery: The case of Maphumulo Local Municipality

### Full Approval – Expedited Application

In response to your application received on 15 September 2015, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol have been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

**PLEASE NOTE:** Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

.....  
Dr Shenuka Singh (Chair)

/ms

Supervisor: Dr FA Ruffin and Professor JD Taylor  
Cc Academic Leader Research: Professor Brian McArthur  
Cc School Administrator: Ms Angela Pearce

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Humanities & Social Sciences Research Ethics Committee

Dr Shenuka Singh (Chair)

Westville Campus, Govan Mbeki Building

Postal Address: Private Bag X54001, Durban 4000

Telephone: +27 (0) 31 260 3587/8350/4557 Facsimile: +27 (0) 31 260 4609 Email: [ximbao@ukzn.ac.za](mailto:ximbao@ukzn.ac.za) / [siymanm@ukzn.ac.za](mailto:siymanm@ukzn.ac.za) / [mohunn@ukzn.ac.za](mailto:mohunn@ukzn.ac.za)

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