

UNIVERSITY OF KWAZULU-NATAL

**PUBLIC PARTICIPATION AND SERVICE DELIVERY WITH PARTICULAR
REFERENCE TO ILEMBE DISTRICT MUNICIPALITY**

BY

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Doctor of Administration (Public Administration)**

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DEDICATION

I dedicate this thesis to my family. A special feeling of gratitude to my father (Mr F.R Zondi) whose words of encouragement and push for tenacity made this thesis possible. I am tremendously appreciative of the support you gave me. I also dedicate this work and give thanks to my sisters (Bonisiwe and Nqobile) and my brothers (Bongani and Sifiso). I am also grateful to my fiancée, (Nompilo Simelane) and daughter (Nosihle Jabulile-Nokukhanya) as we mutually engaged in making sense of the various challenges we faced and in providing encouragement to each other at those times when it seemed impossible to continue.

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ABSTRACT

The adoption of effective and efficient service delivery systems by South African municipalities remain the only means through which the basic social and economic needs of local communities can be addressed. Municipalities are the primary vehicles for the delivery of basic services as they are mandated by section 152 of the Constitution of South Africa (1996) to ensure the provision of services in a sustainable manner; provide democratic and accountable government for all communities; promote social and economic development; and most importantly encourage public participation on matters of local governance. The study sought to assess the quality of service delivery by using iLembe District Municipality – one of the ten district councils in KwaZulu-Natal as a local case study. It argues that basic municipal service delivery is imperative for the realisation of human rights in South Africa as it has been constitutionalised, and more importantly it enhances the quality of life of the local populace.

Using the mixed method approach, this study explored more broadly the extent to which local government restructuring and transformation has impacted on iLembe District Municipality in executing the developmental mandate of municipalities as enshrined in Chapter 3 of the Constitution. This was particularly important in meeting one of the objectives of the study which sought to understand the strides, rationale, significance and relevance of the South African local government restructuring and transformation process to the majority of previously disadvantaged communities. This was done through the synthesis of various public administration theories on issues of service delivery and public participation. Amongst these theories are the Batho Pele principles which are regarded as a significant milestone in terms of government's commitment to reversing the tide of poverty, inequality and underdevelopment.

The study also argues that despite the current complexities in service delivery, which is evident with the recent wave of service delivery protests in most local authorities in South Africa, municipalities should as a matter of urgency align their developmental plans with the

new legislation of local government to make informed and considered decisions in the broader context of good local governance and enhanced service delivery. The extensive empirical survey of the study through questionnaires and interviews has indicated that while the iLembe District Municipality has achieved its developmental mandate, particularly in the delivery of services such as water, sanitation and electricity, there is still a backlog with regard to housing provision and the entrenchment of comprehensive public participation strategies. Participatory structures such as councillors, ward committees and traditional leaders need to revise their systems of networking with citizenry in the quest for enhanced and inclusive local democracy. In addition, research findings presented in the study shows a huge disjuncture between the alignment of municipal strategic planning and the real issues affecting local communities. For example, the rationale of public participation in IDP processes has not yet been explored in the wider context of participatory local democracy. With regard to municipal management, there is a need for a total transformative agenda and a strong political leadership to be guided by a clear coherent vision in enabling municipal functionaries to make informed policy decisions. This will ultimately contribute to the efficient and effective service delivery systems and will ensure the realisation of the objectives of the National Development Plan (NDP) by 2030.

In the concluding remarks, the study notes that despite numerous endeavours to improve municipal service delivery through various initiatives such as the Local Government Turn-Around Strategy, Project Consolidate, and Operation Clean Audit and the Five-Year Strategic Plan for Local Government, the lack of, or mediocre service delivery continues to plague the majority of communities in iLembe District Municipality. This has contributed to the unprecedented wave of service delivery protests in the District in 2012 and 2013 respectively.

The study therefore recommends that the municipality should promote strong citizenship and a participatory governance culture within the District. For example, councillors, ward committees, traditional leaders and other leadership structures within the district municipality should play a constructive role in enhancing community development through comprehensive public participation systems. Furthermore, the Provincial Department of Co-operative Governance and Traditional Affairs (GoGTA) should play a strong oversight role in

monitoring and evaluating the strategic goals for municipalities, thus ensuring that they are in line with the aspirations of local communities. The study also recommends an enhanced level of expertise for local government functionaries in addressing service delivery and public participation challenges, as the provision of quality municipal services has been singled out as the key element for successful local governance in the District Municipality. Finally, the study proposed a normative model which is aimed at fostering best practices in iLembe District Municipality for the enhancement of efficient and effective service delivery and public participation strategies.

It is hoped that the findings of this study would contribute to the knowledge base in local governance in terms of understanding the challenges of local government service delivery and public participation strategies more specifically in relation to iLembe District Municipality and more broadly to local government in the province of KwaZulu-Natal.

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ABBREVIATIONS AND ACCRONYMS

ANC:	African National Congress
BLA:	Black Local Authorities
CBDs:	Central Business Districts
CBOs:	Community Based Organisations
CDWP:	Community Development Workers Programme
CDWs:	Community Development Workers
CoGTA:	Co-operative Governance and Traditional Affairs
DA:	Democratic Alliance
EPWP:	Expanded Public Works Programme
FFC:	Financial and Fiscal Commission
HIV:	Human Immunodeficiency Virus
IDM:	iLembe District Municipality
IFP:	Inkatha Freedom Party
ISD&PDM:	Inclusive Service Delivery and Participatory Development Model
LGTAS:	Local Government Turn Around Strategy
MBLAs:	Management Board and Local Affairs Committees
MFMA:	Municipal Financial Management Act
NDP:	National Development Plan
NFP:	National Freedom Party
NGOs:	Non-Governmental Organisations

NPM:	New Public Management
NSG:	National School of Government
RDP:	Reconstruction and Development Programme
PA:	Public Administration
pa:	public administration
PFMA:	Public Financial and Management Act
PPP:	Public Private Partnerships
RSA:	Republic of South Africa
RSDF:	Regional Spatial Development Framework
SADC:	Southern African Democratic Community
SDF:	Spatial Development Framework
TLC:	Transitional Local Council
TLGFA:	Traditional Leadership and Governance Framework Act
UNDESA:	United Nations Department of Economic and Social Affairs
WLA:	White Local Authorities

CHAPTER ONE

INTRODUCTION AND OVERVIEW OF THE STUDY

1.1 INTRODUCTION

The study is designed to gauge the efficiency and value of public participation and service delivery in local government using iLembe District Municipality (IDM) in KwaZulu-Natal (KZN) as a case study. It argues that basic municipal service delivery is imperative for the realisation of human rights in South Africa and the enhancement of the quality of life for the local citizenry. Despite the current complexities in service delivery, municipalities must align their developmental plans with the new legislation of local government to make informed and considered decisions. This is particularly important because service delivery in South Africa is no longer regarded as an entitlement for few minorities, but as a basic human right of all citizens, mainly the previously disenfranchised groups. Proper co-ordinated service delivery systems in South Africa are also critical for the realisation of the vision of the National Development Plan (NDP) which seeks to eliminate poverty and inequality by 2030. (www.gov.za/issues/national-development-plan-2013: Accessed 31 January 2015).

The primary objective of the study is to gain more detailed knowledge and insight on public participation and service delivery systems at iLembe District Municipality. More specifically, it seeks to develop an understanding of how the municipality and other role-players, such as municipal functionaries and other stakeholders attempt to involve the public in development planning, management, monitoring and implementation of policies for efficient and effective service delivery. It also attempts to devise strategies to enhance the provision of municipal services by contributing towards the formulation of the quality systems of municipal management by proposing substitute models of civic engagement and accountability at the local level.

1.2 OVERVIEW OF ILEMBE DISTRICT MUNICIPALITY

The iLembe District Municipality is situated on the east coast of the Province of KwaZulu Natal in South Africa. The population is approximately 606 809 and covers the area of approximately 1,455km². It houses four local municipalities, KwaDukuza in the east,

Ndwedwe and Maphumulo in the west and Mandeni in the North. It is the smallest of KZN's ten District municipalities. It was named after the great King of the Zulu Nation, King Shaka who lived in the area. The majority of areas in this district municipality are predominantly tribal authority areas which are characterized mainly by subsistence farming.

The harsh landscape conditions complicate the delivery of infrastructure, such as roads, water, sanitation and electricity. (Project Consolidate, 2005:15). Residents are mostly poor, and official census documentation reflects that 96% of the population is from a previously disadvantaged background. Employment levels remain low at about 39%. It is also characterized by acute poverty. The integrated Development Plan (IDP) Document of iLembe District Municipality (2007:1) states that, "To be born in the iLembe District of KwaZulu-Natal Region of South Africa is to begin a life in a seemingly unbreakable cycle of poverty, hunger, sickness and unemployment". Access to the provision of basic municipal services is also lower than the provincial average.

Despite these challenges, the iLembe District Municipality has achieved some critical developmental and local economic milestones that are related to the strategies and policies of the District; however, certain aspects have to be addressed if the District is to become an economic powerhouse. For example, relief from HIV/AIDS, Cholera, and unemployment is still limited. In addition, the District has recorded some progress in the provision of service delivery. This progress includes:

- Provision of potable water to approximately 5000 households who did not have a water supply within 200m of their households.
- Provision of sanitation systems to households that did not have access to ventilated pit-latrines; and
- 30% of the total district population benefited through the programme of waste collection service (IDP 2009:15).

These achievements have contributed significantly to the lives of the residents of this district municipality, however more planning, management and the mobilization of resources is still required in order to achieve a total political and socio-economic prosperity

of the local communities. Chapter seven of this thesis presents recommendations which have practical applications or provide scope for enhanced municipal service delivery.

1.3 CHALLENGES FACING THE DISTRICT MUNICIPALITY

According to the IDP (2009:11), the main challenge relates to socio-economic development, infrastructure, spatial and housing issues as well as the matters around social facilities and services. The IDP document outlines the key areas which are most likely to impact on the long-term economic and social viability of the District and its local municipalities. These issues included:

- The backlog in the provision of water, sanitation, electricity and housing, especially in the rural areas and in the informal settlements; and
- The HIV/AIDS pandemic and its impact on regional demographics (IDP: 2009:4).

As indicated, these conditions are highlighted in the IDP document of 2009. Currently, there are slight improvements with regard to these issues. The status of service delivery in this district municipality is discussed in more detail in chapter four and chapter six where research findings are presented.

Challenges facing this district municipality and other municipalities in the province require a collaborative approach in which local government works together with local communities, the private sector and the business sector, Community-Based Organisation (CBOs) and Non-Governmental Organisations (NGOs) in finding sustainable solutions.

The following sub-sections outline the socio-economic background of the Local Municipalities in the District Municipality.

1.3.1 KWADUKUZA LOCAL MUNICIPALITY

KwaDukuza (previously Stanger) is part of iLembe District Municipality. Its population is approximately 158 586 people. It is located to the North of eThekweni Municipality and it forms part of iLembe District. It shares borders with eThekweni Metropolitan Council. The name KwaDukuza represents an important legacy of the area being the home of the King Shaka gravesite and the memorial heritage site in the province. In addition, the area is the

historic capital of the Zulu speaking community which was founded around 1820 by King Shaka and is famous for being the place where King Shaka was assassinated by his two half-brothers (Dingane and Mhlangane) on 24 September 1828. After King Shaka's assassination, rebellions in the area emerged and the area was burnt to the ground. In 1873, the European settlers built a town on the site, and named it Stanger after William Stanger, the Surveyor General of Natal (www.dplg.gov.za: accessed on 14 September 2013).

1.3.2 NDWEDWE LOCAL MUNICIPALITY

According to Gcwensa (2010:7) "Ndwedwe Municipality extends over 1 076 square km and consists mainly of poor black communities whose livelihoods depends on subsistence farming. The overall settlement densities are consequently approximately 145 people per square kilometres". It is located close to major urban and economic development areas; however this does not benefit this local municipality as it remains substantially underdeveloped.

The detailed planning for the future development of this local municipality depends largely on the plans yet to be established by the iLembe District Municipality. However, the immediate objectives that have been established for this municipality relate to the provision of infrastructure and basic community services such as water, housing, electricity and sanitation

The Municipality is located in relatively close proximity to major urban and economic developments. Due to poverty in the area, the majority of people live their lives under conditions which are in dire need of basic services (www.dplg.org.za:last updated on 13 June 2012).

1.3.3 KWAMAPHUMULO LOCAL MUNICIPALITY

The municipality of Maphumulo covers a large total area of approximately 900 square km. Its population is approximately 120 000 and consists mainly of rural areas. "The municipality aims to improve the quality of life of all residents through the enhancement of adequate infrastructure, social empowerment and promoting local economic development through efficient and effective investment" (<http://www.kzncogta.gov.za/Municipalities/iLembeDistrictMunicipality/MaphumuloLocalMunicipality>:accessed 13 April 2013).

Like other local municipalities of iLembe District, the main challenge facing the Maphumulo municipality is the eradication of poverty and the creation of employment opportunities for the majority of its residents.

The following factors are the critical issues in as far as development within Maphumulo Municipality is concerned. According to the Municipal Integrated Development Plan (2009-2010), the following are the main challenges threatening development in the municipal area:

- Difficulties in combating the spread of HIV/AIDS within the municipal area;
- Huge basic services and infrastructure backlogs;
- Absence of local training and skills development institutions;
- Lack of skills to specifically participate in the local economy;
- A High unemployment rate; and
- Difficulties in attracting investors into the area.

Despite these challenges, the municipality is engaged with different stakeholders, such as NGOs, CBOs, the civil society movement and the private sector in creating conducive living conditions for communities.

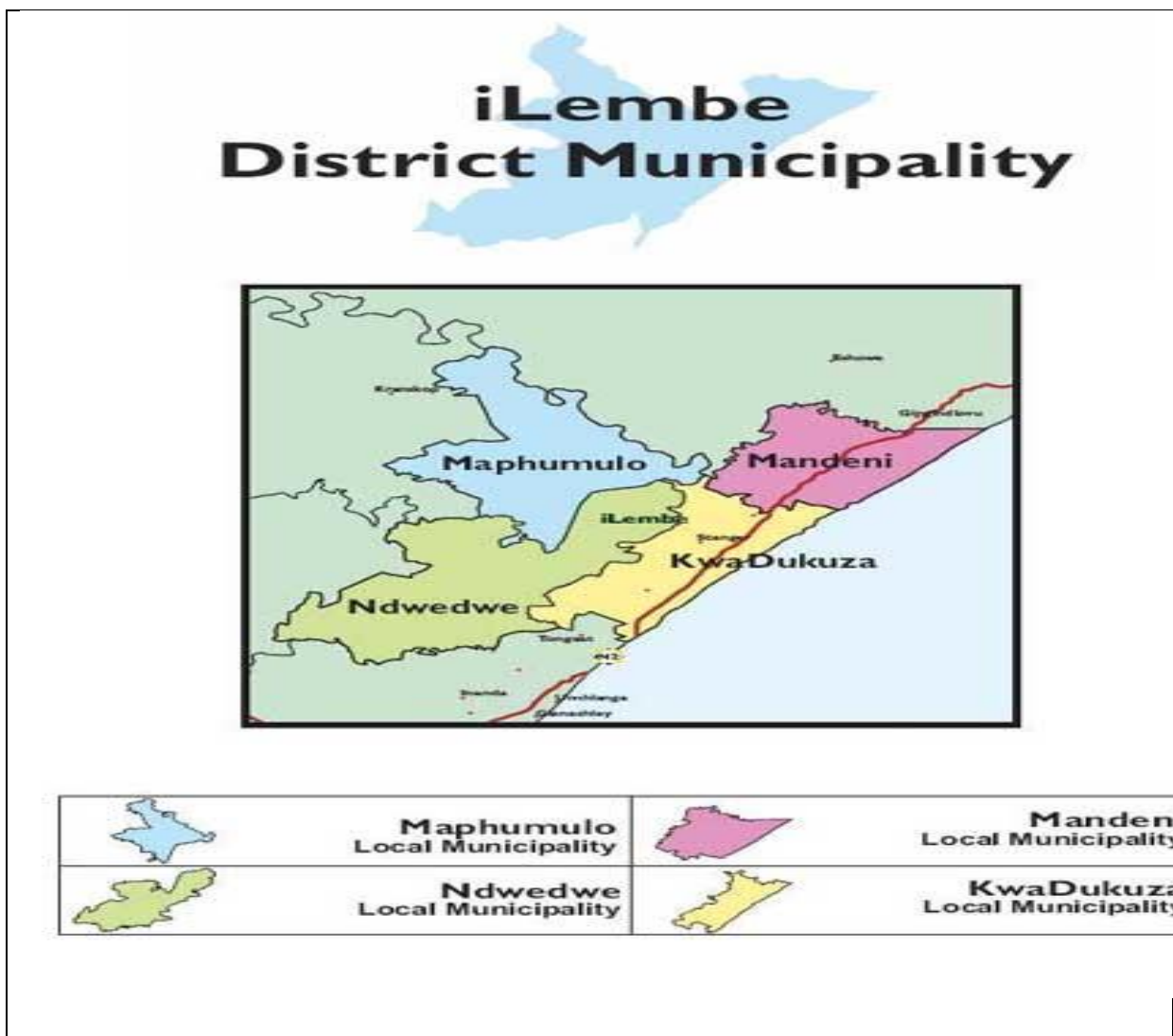
1.3.4 MANDENI LOCAL MUNICIPALITY

Mandeni Local Municipality which was previously known as Ndodakusuka Local municipality is located in the east coast of KwaZulu-Natal province. According to the Municipality's IDP document (2008/2009:83) the main challenge relates to the lack or poor infrastructure services namely water, electricity, roads, and the enhanced socio economic opportunities. The area is largely traditional and settlements are controlled by traditional authorities in accordance with the legislation governing the traditional leadership system of land allocation. These traditional areas extend over an area approximately 63% of Mandeni Municipality.

Traditional areas under this municipality are largely characterised by subsistence farming activities. However the poor environmental conditions are not conducive for agricultural farming.

To deal with the challenge of poverty, unemployment and inequality, the municipal Local Economic Development (LED) strategy focuses on creating a progressive synergy between the formal and informal economy. The municipal emphasis on strengthening the informal economy aligns with its vision to boost and sustain Broad Based Black Economic Empowerment in the area. In addition, the provision of municipal services on a fair and equitable basis remains a main objective of the municipality.

Figure 1: Topographical map showing iLembe District Municipality and its local municipalities



(Source www.gov.za: accessed on 9 June 2012).

1.4 REASONS FOR CHOOSING THE TOPIC

Reddy (1998:3) notes that local governments in the developing countries are currently facing serious and urgent problems. Poverty, poor infrastructure, and the scarcity of human and financial resources have impacted negatively on local governments' capacity to perform their constitutional obligations. It is, therefore, important to conduct research of this nature and explore various mechanisms of strengthening democratic institutions as well as facilitating democratic practices at national, provincial and local levels throughout the global community. Maharaj (1997:261) states that pressure for social transformation was evident during the 1980s where the need for new and transformed systems of local government received increased pressure from the global community.

1.4.1 LOCAL GOVERNMENT UNDER THE APARTHEID ERA

The restructuring and transformation of decentralized system of governance in South Africa after the 1994 elections was a major challenge, as it had inherited the harsh policies of the apartheid legacy. As the local government sphere undergoes the stage of critical transformation in the Southern African region, it is imperative to understand the systems of municipal government that existed under the apartheid government and how local government has since been transformed to cater for democratic requirements of governance.

Prior to the introduction of the democratic dispensation, local government operations in South Africa were undertaken on a racial basis, guided mainly by the principles of social exclusion and the marginalization for non-white communities. According to Jolobe (2014:5) when the apartheid state was introduced in the late 1950s, central government took greater powers and exercised detailed supervision at the local level. The development of apartheid meant that African urban administration was linked to the Bantustans strategy. Consequently, fewer resources were available for African administration, especially the provision of housing.

The consequences of this arrangement were that, for years thereafter, the frameworks governing the public service were highly centralised and regulated, resulting in a bureaucratic, unresponsive and risk-averse public service. In addition the public service

lacked transparency and accountability, proving space for abuse of power and corruption (Stewart, 2013:20).

South African local government during the apartheid era was also characterized by racial segregation which restricted the influx of Black people into the cities. This was enshrined in the Group Areas Act (1968), through which the government implemented the separate development initiatives for different population groups. According to Habib (1993:31) the primary objective of the Group Areas Act was to ensure that areas were set aside for a particular race group. The areas reserved for black communities were characterized by poor services as opposed to the areas reserved for White people. Nyalunga (2006:2) concurs with this view by stating that in the Black residential areas, “Little attention was paid to everyday social facilities such as home environment, neighborhoods and trans-local social networks in the social construction of living space”. In contrast, the White cities, were afforded maximum attention with all necessary facilities.

According to Zegeye and Maxted (2003:1) Local government was arranged in a manner that promotes the agenda of racial segregation and socio-economic exclusion, as each racial group was afforded its own version of local government and different types coincided spatially with the formal segregation of races in terms of the Native Areas Act (1923) and later, the Group Areas Act (1952). In addition, it was through these notorious pieces of legislation that the apartheid regime in South Africa created cities and towns to develop along unequal political, social and economic lines, with Whites being afforded more privileges than other racial groups. This proves to be the fact that the primary goal of local government under the apartheid regime was to deepen segregation and perpetuate inequality. This was evident with the introduction of different municipal institutions. For example, there were White Local Authorities (WLA) which were a fully-fledged municipal authorities to carry out the mandate of the White population.

There were also Management Boards and Local Affairs Committees (MBLA) which played a major role in governing Coloured and Indian areas. African communities fell under the jurisdiction of Black Local Authority (BLAs).

1.4.2 CONSTITUTIONAL REFORMS AND LOCAL GOVERNMENT TRANSFORMATION

The sweeping of a democratic wave across the African continent, more particularly the Southern African region from 1994 demanded the public sector domain to change its leadership and encompass democratic structures that would ensure that people are at the centre of development. Despite this effort, In twenty years of democracy in South Africa, the crisis of service delivery, especially for the traditional communities is still a challenge and it has necessitated the strengthening of democratic institutions as well as expanding democratic practices at local and national levels. In the preamble to the second edition of his book, Mahwood (1992: vii), argued that “the demise of the centralized party state in many parts of the African continent has necessitated the practice of ‘good governance’ at the local levels in which local citizenry are empowered to drives the initiatives of development for their own benefits”. Therefore, the focus and locus of democracy in South Africa is critical in the era of decentralisation of political powers because it tends to be an important manifestation of a pluralist democracy and the engaged system of governance.

According to Maharaj (2007:1) local government plays a major role in facilitating three values which help to enhance and nurture democracy. They are:

- **Liberty** at local government level, which is a system for the dissemination of political powers.
- **Participation** as local government encourages community involvement in the democratic process; and
- **Efficiency** as local government – with its greater sensitivity to the conditions for local communities - enables the matching of the provision of services to the needs and wishes of local citizens (Maharaj, 2007:1).

In introducing the fundamental necessities of the collaboration of community and local governance and in enhancing service delivery, Section 152 (1) of the Constitution (RSA, 1996) provides a clear scope of how mammoth task of inclusive service delivery is to be achieved. For example, it tasks municipalities with the democratization of local government operation in which communities play a pivotal role in service delivery and the promotion of social and economic development. Against this background, the study deems it necessary to investigate and evaluate the link between local governance and community participation at

iLembe District Municipality towards the realization of vision. The second point of departure defines the vision of developmental local government which regards public participation as a cornerstone for local democracy and community transformation.

The concept of public participation represents a significant milestone for community development and is receiving increasing attention in South Africa and abroad, from both governments and civil societies. Active public participation processes key to building an empowered community. This builds on the commitment of the democratic government to deepen democracy, which is enshrined in the Constitution of the Republic of South Africa. This is further elaborated by Reid (2000:2) who contends that communities who place much emphasis on public participation apply for, and receive more funding than communities with less participation.

1.4.3 THE IMPLICATIONS OF PUBLIC PARTICIPATION AND SERVICE DELIVERY FOR LOCAL COMMUNITIES OF ILEMBE DISTRICT MUNICIPALITY

The study intends to highlight the fact that while part of the problem at local government level can be attributed to poor service delivery, the problem is also perpetuated by lack of proper public participation structures and active engagement between citizens and local authorities. Although, at least in principle, citizens today are better equipped to make demands for the improvement of the conditions in rural areas than they were twenty years ago, day to day reality shows that these changes are still difficult to achieve. On the one hand, the government functionaries have not done all that they could to execute their duties more transparently; this is evident by the increased numbers of public protests which are directed at local government functioning (Burger, 2009:3). On the other hand, citizens have not seized full opportunities to use their democratic right in providing critical inputs in the management of local government affairs in their areas. It is through this background that the policy provisions call for a developmental culture among local government administrations to be encouraged and for local authorities to be streamlined in a way that guarantees participation of civil society in decision making processes. This is further emphasized by Bernstein (1994:62) who points out that if government wishes to uphold its promises of a people-driven government and people-centred development, it should prioritise policy development and a legislative environment in which communities and

organs of civil society participate, and effectively cement partnerships with NGOs in the planning and implementation of development initiatives.

With regard to service delivery protests, Atkinson (2007:53) argues that the blame cannot be placed solely at the door of municipalities, for the intergovernmental systems have failed to support local government initiatives adequately. Powers, roles and capacity-building responsibilities remain poorly defined. In this regard, it can be concluded that municipal governments are bearing the brunt of state failure regarding policies that actually have nothing to do with them.

On the basis of the perceived lack of public participation at iLembe District Municipality, which is also elaborated by the IDP Document (2009:33), the study deems it necessary to evaluate and assess the relevance of the existing policy frameworks with the objective to create an environment through which democratic participation could be deepened and sustained.

1.5 LEGISLATIVE FRAMEWORK GOVERNING PUBLIC PARTICIPATION AND LOCAL GOVERNMENT

The study is established within the following legislative framework which emphasizes the roles of public participation and good governance in the acceleration of local democracy and enhanced service delivery.

1.5.1 CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA (1996)

Section 152 (1) of the Constitution of the Republic of South Africa encourages municipalities to involve communities and community organizations in local governance. Furthermore, according to section 195 (e) “people’s needs must be responded to, and the public must be encouraged to participate in policy-making processes of their communities”. This emphasizes the value that can be added by local communities in defining the urgent needs of their communities.

The adoption of the Constitution of the Republic of South Africa in 1996 (hereafter stated as ‘the 1996 constitution’) encapsulates a new era in the South African local government transition process. According to section 40 (1) of the 1996 Constitution, “the government

constitutes the national, provincial and local spheres, which are distinctive, interdependent and interrelated". Among these spheres, local government is the the closest to the citizenry and which is also mandated to champion people's needs.

Therefore the Constitution, particularly Section 140 (1) establishes local authorities as a distinctive sphere, with a critical mission "to govern, to provide services to communities and to promote social and economic development". Furthermore, these responsibilities define a new paradigm shift for local government in the South Africa context which requires that each local authority develops policies of community development by addressing urgent needs of that particular community and most importantly, through its consent. This ideology requires local authorities to proceed beyond the standard service-provision role implicit in most local government ordinances and empower local communities with opportunities for social and economic change.

In order to meet these constitutional provisions, the national governments engaged in an intensive policy process to develop an inclusive and consensually procedures for local government, which ultimately resulted in the adoption of White Paper on Local Government, in March 1998 (Richards, et al 1999:135).

1.5.2 WHITE PAPER ON LOCAL GOVERNMENT (1998)

The White Paper on Local Government which is attached as appendix 8 in this thesis outlines the roles of local government in encouraging community participation. It seeks to enhance service delivery and to ensure that political representatives remain accountable and work within their constitutional mandate. Furthermore, it allows citizens to have continuous input on policy formulation processes, especially those impacting on their lives. The White Paper (Government Gazette No 18739, 13 March 1998:37) (hereafter stated as the 'White Paper on Local Government') is a comprehensive policy document which deals with the restructuring of the entire sphere of local government. It defines developmental local government as "local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and to improve the quality of their lives", (White Paper on Local Government, 1998). With this definition, it is clear that the term developmental local government summarizes a

new obligation, which will be essential to the role of local authorities. Developmental local government has four inter-related characteristics:

- Maximizing social development and economic growth;
- Integrating and co-coordinating;
- Democratizing development; and
- Leading and learning (White Paper on Local Government 1998:36).

1.5.3 LOCAL GOVERNMENT MUNICIPAL STRUCTURES ACT (1998)

The Local Government Municipal Structures Act states (1998) that municipal executives must annually report on the involvement of local communities in influencing policy decision processes of their communities. This is facilitated by the ward committee structure of the municipality. The rationale for the existence of this structure is to enhance participatory development through the mobilisation of the community members.

1.5.4 LOCAL GOVERNMENT MUNICIPAL SYSTEMS ACT (ACT 32 of 2000)

Section 57 of the Local Government Municipal Systems Act (2000) requires the municipality to develop a culture of comprehensive municipal governance that balances formal representative government with a system of participatory governance. These pieces of legislation are discussed in more detail in chapter three.

1.6 BROAD PROBLEMS AND ISSUES INVESTIGATED IN THE STUDY

The study investigated the following key area:

1.6.1 CURRENT STATE OF PUBLIC SERVICE DELIVERY PROTESTS IN LOCAL GOVERNMENT

The study seeks to understand the origins of public service delivery protests which are currently characterizing the local government sector. According to Nzimakwe & Mpehle (2005: 19) “The prosperity and wealth of any nation depends largely on a government’s ability to maintain a public service that is professional, and that could provide the necessary infrastructure”. Being the government closest to the local communities, local government carries a constitutional position to ensure the delivery of services, such as housing, sanitation, electricity and water to the people, especially in the rural areas which are

characterized by poor and disadvantaged communities. With the recent public protests directed at the local government sphere in South Africa, numerous questions have been raised about local government's efficiency and effectiveness and commitment in providing such basic services.

1.6.2 THE ROLE OF LOCAL GOVERNANCE IN SERVICE DELIVERY

The study also seeks to understand how accountable are locally elected governments in ensuring the professional delivery of services to the people. Khemani (2004:20) states that questions about reliability and efficiency of local governments are of increasing importance as several developing nations are beginning to decentralize responsibility for public service to local institutions. It is strongly believed that answers to the above mentioned questions will help to minimize public unrest and that communities may begin to witness the delivery of their basic services. Furthermore, Section 152 (1) of the Constitution of the Republic of South Africa encourages municipalities to involve communities and community organizations in local government; consequently, people may take proactive roles in the creation of their local wealth and prosperity.

When arguing about the general goals of local government, Gildenhuys (1997:8) states that the goal of local government can be none other than to create circumstances within its municipality and its legal jurisdiction for the attainment of a satisfactory quality of life for each of its citizens. It is imperative in this regard to mention that communities must also participate in the development and creation of their own satisfactory quality of life. Gildenhuys (1997:8) states that the main goal of local government is to create favourable circumstances to allow personal growth and development for communities. He further states that the development of a satisfactory quality of life by each citizen will only be possible where sufficient and indispensable municipal infrastructure services and amenities of optimum quality are efficiently and effectively supplied to the people.

1.6.3 PUBLIC PARTICIPATION AND SERVICE DELIVERY

Skidmore et al (2006:21) argue that Government has made a significant investment in community participation. He contends that it builds stronger networks between people who live in the same neighbourhood. However, there is a gap in understanding whether

community dynamics and relationships can, in fact, facilitate good governance and enhance service delivery.

1.7 AIMS AND OBJECTIVES OF THE STUDY

The primary objectives of the study are to:

- **To review the local government restructuring and transformation processes with particular reference to iLembe District Municipality**

Under the apartheid governments, the effective delivery and management of infrastructure in the municipalities was poorly developed and consequently constrained development. Local communities were denied decent living conditions. iLembe District Municipality, like all other municipal councils in the urban areas suffered a legacy of hostile socio-economic and political conditions which prevailed across the country. On the international arena, the country was experiencing sanctions and the harsh political climate affected all forms of community development. In the context of this background, the study aims to review the extent to which the signing of a new constitution in 1996 enabled municipalities to execute their developmental mandate.

- **To evaluate the provision of municipal services in the iLembe District Municipality in the context of participatory developmental local government and the mandate enshrined in the Constitution**

Being the government dealing closely with community needs, it is anticipated that a central responsibility of municipalities is the provision of basic and essential services to their communities. The provision of services by municipalities is a constitutional mandate. For example, Section 152 of the Constitution (1996) requires municipalities to ensure the provision of sustainable services to communities. Further, the study aims to evaluate the strides of iLembe District Municipality in achieving this constitutional mandate.

- **To critically examine public participation processes and strategies with the view to enhancing local governance in the iLembe Municipal Area**

The Constitution recognizes public participation as the cornerstone of local democracy. Municipalities are required to involve the public in local government affairs. In addition,

promoting relations with citizens and engaging them in policy processes in a necessity in building public trust in government and raising the quality of democracy and consolidating civic capacity (Van Der Waladt et al, 2007:39). The study aims to review the role of iLembe District Municipality in promoting transparent democracy, fostering a culture of accountability and assisting communities in realizing their democratic rights.

- **To Evaluate the Compliance by iLembe District Municipality with Local Government Legislation for Service Delivery**

The national government has implemented policies and a regulatory framework in order to create an enabling environment for effective public participation in service delivery. This is particularly imperative because the elements of the developmental local government are grounded on recognition of the importance of local citizen participation in service delivery and development initiatives. The study therefore aims to review how iLembe District Municipality aligns its development plans with the regulatory and legislative framework.

- **To Draw Conclusions and Submit Proposals and Recommendations for Efficient and Effective Service Delivery and Improved Public Participation Strategies**

Chapter seven outlines recommendations emanating from the literature and empirical survey respectively. The study proposes an *Inclusive Service Delivery and Participatory Development Model (ISD&PDM)* which is assumed that, when properly implemented, it can contribute towards improved levels of expertise for local government functionaries in meeting the requirements of the new local government dispensation and community participation policies.

1.8 CRITICAL QUESTIONS ADDRESSED BY THE STUDY

The study responds to the following key questions:

- Has the local government restructuring and transformation process been a success in the iLembe District and what are the challenges?
- What are the current public participation strategies and processes in place in iLembe District Municipality, and how effective are they?

- What is the level of compliance by the iLembe District Municipality and its local municipalities with legislation and regulations governing community participation, consultation and most importantly access to services?
- What systems are in place for the public to register complaints about the pace of service delivery and municipal councillors (e.g. the availability of a complaints telephone line) and what is the level of effectiveness for these systems?

1.9 SIGNIFICANCE OF THE STUDY

The study is important for, inter alia, the following reasons:

- The concept of community transformation and the roles that can be played by communities and local government structures in enhancing service delivery is the prime of local government transformation in South Africa;
- South African service delivery paradigms are undergoing a process of decentralisation and local government and municipalities are the preferred vehicles selected by National government to implement national policies, manage and deliver services to the public; and
- The study attempts to contribute to the policies for the implementation of municipal service delivery plans and the allocation of resources in a manner that satisfies community needs and promotes human dignity through inclusive service delivery.

It is anticipated that the insights derived from the study will contribute to bridging the gap between research and practice. The proposed substantive model will reflect the realities of the endeavors for local government to fulfill the mandate for more efficient and effective service delivery.

1.10 PRINCIPAL PUBLIC ADMINISTRATION THEORIES WHICH FORM THE FOUNDATION OF THE STUDY

The following theoretical framework forms the foundation of this study.

1.10.1 NEW PUBLIC MANAGEMENT THEORY

Since the main focus of the study is to gain more precise knowledge and insight of how iLembe District Municipality strives to enhance its mode of service delivery, the study deems it necessary to use the New Public Management Theory (NPM). According to Ortiz (2007:2) “New Public Management is an approach to the organisation and management of government advocating the use of market methods and private firms for the allocation of public goods and services”.

The model is increasingly regarded by practitioners and scholars as the method of understanding government activities, information policy-making and constructing service delivery. It has been associated with public sector reforms which have been a part of the discourses in public sector management for the past two decades. The theoretical foundations of NPM can be traced back to earlier debates in Public Administration. According to Dunleavy & Magetts (1996:67) New Public Management is a management philosophy used by governments since the 1980’s to modernise the public sector to devise strategies for improvements in the execution of government services. The premise of the NP is that, more market orientation in the public sector will lead to greater efficiency for governments, without having negative side effects on other objectives and considerations.

While the public sector domain is moving towards innovative and sophisticated ways of providing services, it remains pivotal for the study of this nature to apply NPM. Hence; it represents a paradigmatic break from a traditional model of public administration. According to Larbi (1999:1) “The central feature of NPM is the attempt to introduce or simulate, within those sections of the public service that are not privatised, the performance incentives and the disciplines that exist in a market environment”. In this regard; there are assumptions that the iLembe District Municipality will benefit in terms of competence and productivity in exposing its operations to market pressures. This will also impact positively on municipal service delivery in the district.

1.10.1.1 COMPARISONS BETWEEN THE TRADITIONAL PUBLIC ADMINISTRATION AND THE NEW PUBLIC MANAGEMENT

FIGURE 2: NEW PUBLIC MANAGEMENT THEORY

Classical Public Administration	New Public Management
Programme/Agency	Tool
Hierarchy	Network
Public vs Private	Public + Private
Command and Control	Negotiation and Persuasion
Management skills	Enablement skills

(Source Salamon, 2002:9)

According to Salmon (2002:9-18) the above comparison highlights pertinent definitional issues on the New Public Management Theory as follows:

- Governance shifts focus in problem solving from public agency or individual public programmes to the unique techniques or procedures through which public government functions are pursued;
- Governance shifts attention from hierarchic agencies to organizational networks;
- Governance removes sharp division between public and private spheres by blending the two together through collaboration rather than competition, to utilize complementarities that exist among the sectors to help solve public problems;
- Governance replaces command and control with negotiation and persuasion as the preferred management approach, not only in setting of policy but in carrying it out;
- Governance shifts focus from management to enablement skills of ‘activation’, ‘orchestration’ and ‘modulation’ needed for the engagement of horizontal network partners (Salamon, 2002 9-18).

1.10.1.2 NEW PUBLIC MANAGEMENT THEORY: PRINCIPLES, PRACTICES AND PREMISES

In articulating the NPM theory, Hood (1991:4-5) sets the following key doctrinal components:

- Hands on professional management;
- Clear standards through which performance is measured;
- Necessity for output controls;
- Separation of units in the public sector;
- More competition in the public sector;
- Private sector methods of management; and
- Greater discipline in handling public funds and resources.

The application on NPM theory in this study will imply that the transparency in the management of the municipality is improved; hence the paradigm places more emphasis on hands-on professional management and greater emphasis on output control and in this manner, service delivery can be enhanced and the district's policies can be effectively and efficiently implemented.

According to Parnell, et al (2002:8) the emphasis on 'efficiency' in the White Paper is firmly rooted in NPM ideas. In its narrow instrumental versions, the approach boils down to reforms to create a minimalist state and maximalist space for markets to structure the provision of various social and economic services.

1.10.2 BATHO PELE PRINCIPLES

In assessing the levels of the provision service delivery at iLembe District Municipality, the study used use Batho Pele Principles. "These principles were formulated by the South African government to serve as an acceptable policy and legislative framework for service delivery in the public sector" (<http://www.dpsa.gov.za>). Based on the current poor service delivery in most municipalities in South Africa, which is largely marked by public dissatisfactions, the study deemed necessary to use this framework to evaluate the factors hindering progress in the iLembe District Municipality.

1.11 RESEARCH METHODOLOGY

Bowling (1997:127) defines research methods as practices and techniques used to collect process and analyse the data. According to Miller (1983) research methodology is a body of knowledge that enables researchers to explain and analyse methods-indicating their limitations and resources, identifying their presuppositions and consequences, and relating their potentialities to research advances.

The study adopts positivism as a philosophical paradigm. Service delivery is a political and socio-economic reality which characterizes many communities in South Africa. Positivist research is a best fit analogy in this regard because it asserts that real events can be observed empirically and explained with logical analysis (Kabound, 2008:13). Empirical analysis through a positivist approach can produce real-life data – depending on a proper application of the methodology.

In terms of the research type, this study is exploratory. Mouton (2009:103) states that the aim of exploratory studies, which would include pilot studies and other kinds of qualitative research, is to prove the “facts”, to generate new knowledge and to ascertain whether there are interesting patterns in the data. In the case of this study, the researcher intends to provide more insight into problems related to poor service delivery and the lack of public participation in local government matters.

Bless & Higson Smith (2000:41) states that essentially there are two alternatives for the design of exploratory research, namely case studies and surveys. According to Burnham et al. (2004) the case study approach allows for both quantitative and qualitative data to be obtained. The qualitative method has been selected as it is the most appropriate due to the fact that the investigation will be conducted in a natural setting. Qualitative research methodology is interpretative and seeks to understand the respondent in the context of their own reality. This approach provides descriptive data which is gained from the participants’ own account of their experience within a particular social setting (Brynard & Hanekom, 1997:29).

There is generally little documented public knowledge about the context in which decisions are made regarding municipal service delivery and other relevant matters such as contract

types, procurement issues and financing options. Bowling (1997:114) argues that qualitative techniques are preferred for exploring issues of which there is very little known or where limited information is available.

1.12 TECHNIQUES OF DATA COLLECTION

The following techniques are used in the study for data collection.

1.12.1 RESEARCH SAMPLING

The sampling population for this study is iLembe District Municipality and its local municipalities (Ndwedwe, KwaDukuza, Mandeni and Maphumulo). The participants include members of the general public, municipal managers, councillors, ward committee members, NGOs and traditional authorities.

There are various types of sampling methods for qualitative research. These include convenience sampling or purposive sampling, snowball and theoretical sampling (Warren cited in Henning (2004:71). In this study, purposive sampling has been selected. Bless & Higson-Smith (2006:106) observe that purposive sampling is based on the judgments of the researcher regarding the characteristics of a representative sample.

The purposive sampling method was used because the study is exploratory and the method allows the selection of unique cases that are especially informative. It also allows for the selection of specific groups of people with certain characteristics which are required in the study. This study required participants who participate or influence the policy processes of public participation and service delivery and those who are at the receiving end of municipal services.

1.12.2 DATA COLLECTION

For the purpose of this study, questionnaires were used to collect data in order to minimize bias and to allow for independent responses. Structured questionnaires were utilized for the general public because, as Brynard and Hanekom (1997:38) note, they can be used at the site of the interviews. It is important to give respondents clear instructions on how to complete the questionnaire. This allows respondents to apply their minds to the questions.

1.12.3 PRIMARY DATA

Primary data was gathered through the administering of questionnaires to members of the general public and semi structured interviews with the municipal officials.

1.12.4 SECONDARY DATA

Secondary data formed the foundation of this study. This involved the synthesis of material from legislation, government regulations and policy documents. At the sphere of local government, council minutes, by-laws, books, journals and policy documents were used. Furthermore, extensive background literature was used to establish a consistent framework for the study.

1.13 DEFINITION OF KEY CONCEPTS

In this section, the relevant key concepts and terms are presented for ease of understanding.

1.13.1 CONSTITUTION

The Constitution of South Africa is regarded the supreme law of the Republic. It provides the legal context for the existence of the Republic, defines duties of its citizens, and outlines the structure of the government. The current Constitution, was drawn up by the Parliament elected in 1994 after the first non-racial elections. It was promulgated by the late President Nelson Rolihlahla Mandela on 10 December 1996 and came into effect on 4 February 1997. (http://en.wikipedia.org/wiki/Constitution_of_South_Africa): Accessed on 2 July 2013). Fox and Rooyen (2009:66) add that the constitution of a democratic state provides for the rights and obligations of citizens, and those of governments and their officials in all spheres.

1.13.2 COUNCILLOR

Van der Walt et al, (2007:148) define councillors as members of the community elected to serve on the council as a result of a local government election.

1.13.3 LOCAL ECONOMIC DEVELOPMENT (LED)

Nel (2001:1) defines local economic development as “the process with which local governments or community-based organisations engage to stimulate or maintain business

activity and /or employment". Scheepers & Monchusi (2002:82) in turn add a further dimension by defining LED as "a process managed by municipalities in accordance with the economic component of their constitutional mandate to promote social and economic development".

From the afore-mentioned quotation, the rationale for LED at a municipal level cannot be overemphasized.

1.13.4 LOCAL GOVERNMENT

Local government is a product of the decentralization of government powers in order to meet the needs of the citizens.

There are two dominant approaches to the definition of local government in the literature. The first approach is usually adopted in comparative studies and it regards all the national structures outside the central government as local government while the second approach is more circumspect in that local government structures are identified by certain defining characteristics, usually focusing on the five main attributes, namely: legal personality, specified powers to perform a range of functions, substantial budgetary and staffing autonomy subject to limited central control, effective citizen participation and localness (Oluwu, 1988:12).

According to Robison (1996:574) "local government may be said to involve the conception of a territorial, non-sovereign community possessing the legal right and the necessary organization to regulate its own affairs. This, in turn, pre-supposes the existence of a local authority with power to act independent of external control as well as the participation of the local community in the administration of its own affairs".

1.13.5 MUNICIPALITY

Municipality refers to a structure or organ of state within the local sphere of government which has powers to exercise its own legislative and executive authority within the specific demarcated area of jurisdiction, it also consists of political structures who administer the municipality (Van der Waldt et al, 2007:148).

1.13.6 SERVICE DELIVERY

Service delivery refers to the provision of public activities, benefits or satisfaction. Services relate both to the provision of tangible public goods and to intangible service themselves (Fox and Mayor, cited in G. Van der Waldt et al, 2007: 148). In the South African context, the definition of service delivery certainly is very broad and includes not only the ability to deliver the needed, but also a sense of redress, that the services should complement the standard of living of the majority and consequently confirm their citizenship in the new democratic South Africa.

In a society of increasing inequality and uneven advances in the quality of education, training and technology, service delivery is regarded, at times, as a mechanism for leaping over the contradictions and ensuring a 'social contract' with the people (McLennan & Munslow, 2009:21).

1.13.7 PUBLIC PARTICIPATION

Public participation is a political process or activity of extending democracy to local communities. It may also be regarded as an entitlement (to civic engagement). The term public participation may be used interchangeably with the concept or practice of stakeholder engagement and/or civic engagement. (http://en.wikipedia.org/wiki/Public_participation), retrieved: August 2013).

Public participation can also be defined as a progressive political process of engaging communities in governmental decision making processes. It ranges from being given notice of public hearings to being actively included in critical issues that affect communities (Handbook for Municipal Councillors, 2011:232).

1.14 SEQUENCE OF PRESENTATION

This study is organised in terms of theoretical investigation as well as an empirical inquiry. The content is divided into seven chapters.

CHAPTER ONE: provides an overview and background to the study. It also outlines objectives, the research problem, rationale of the study and critical questions to be

addressed. A clarification of terms related to local government, public participation and service delivery is also addressed.

CHAPTER TWO: provides the theoretical and conceptual perspective. The first part explores the local government restructuring and transformation process with particular reference to iLembe District Municipality. It also presents the holistic perspective and rationale for local government under the democratic dispensation.

CHAPTER THREE: deals with the contextualisation of public participation processes and service delivery issues in South Africa. The areas covered are the legislative framework and perspectives at different level ranging from the international context to local i.e. iLembe District Municipality.

CHAPTER FOUR: provides a broad perspective of service delivery and public participation at iLembe District Municipality explores the municipal compliance with legislative framework when providing services.

CHAPTER FIVE: provides the methodology applied in the study, the research design and the sampling procedures used. Data collection strategies and techniques are also explored in this chapter.

CHAPTER SIX: deals with empirical analysis and presentation of the research results. The chapter also offers the interpretation of the processed data and synthesises it with the theoretical background.

CHAPTER SEVEN: draws significant conclusions and recommendations from the findings of the literature and empirical research. It is assumed that the conclusion and recommendations will assist the iLembe District Municipality in dealing with the challenges facing it with regard to poverty alleviation, participatory democracy and ultimately contributes to the developmental goal of the municipality in its endeavours for a more efficient and effective delivery mandate. A model is also provided that will ensure the link between the improved public participation strategies and the public which is the recipient of services.

1.15 CONCLUSION

This chapter introduced the key concepts to be explored in the study. The overview and objectives of the study are discussed as well as the methodology that is used to achieve these objectives. The primary objective of the study is to gain more detailed knowledge and insight on public participation and service delivery systems at iLembe District Municipality. More specifically, it seeks to develop an understanding of how the municipality and other role-players, such as municipal functionaries and other stakeholders attempt to involve the public in development planning, management, monitoring and implementation of policies for efficient and effective overall service delivery.

CHAPTER TWO

REVIEW OF LOCAL GOVERNMENT RESTRUCTURING AND TRANSFORMATION IN SOUTH AFRICA WITH PARTICULAR REFERENCE TO ILEMBE DISTRICT MUNICIPALITY

2.1 INTRODUCTION

The demise of the 'colonial state' in many parts of Africa and pressure by organizations has resulted in an increasing emphasis on the values of good governance, namely openness, transparency and consultation in government operations. The transformation and management of local government in South Africa in the 1990s became an embracing process which has undergone fundamental political, economic and social restructuring since the ushering in of a democratic dispensation and remains an on-going process even after the third democratic elections. With the introduction of the new constitutional order in 1994 the new regime had to undergo fundamental changes and reforms at all levels of government. Not only did the national and provincial government have to be revised but, more specifically, the whole of the local sphere of governance has to be transformed in compliance with the new constitutional mandate. Local government has often been described as the cornerstone of ensuring overall democratic government that functions very closely located to the people and is involved in the rendering of essential services that are necessary to promote the quality of life. It is in this regard that one can truly regard local government as an essential service provider "from the cradle to the grave" (Bekink 2006:16).

In light of the above background, this chapter provides a rationale for the establishment of municipalities in South Africa. It also discusses the restructuring and transformation of local government with particular reference to iLembe District Municipality in KwaZulu Natal.

2.2 LOCAL GOVERNMENT UNDER THE APARTHEID REGIME

The local government system under apartheid was designed along a "complex process of functional inclusion, spatial separation and political exclusion" (Swilling et al 1991:175). During this period local government in South Africa was mainly the "obligation of white city and town councils" which acted as the custodians of the urban areas established for other population groups (Bekker and Jeffrey, 1989:30). The following discussion illustrates

important stages of South African local government from the 1970s until the promulgation of the democratic dispensation in 1994 and beyond.

In 1970 Black Administration Boards were formulated to regulate and control the influx of the black majority into urban areas. Maharaj, (2007:263, cited in Bekker and Jefferey), states that these boards were successively replaced by Urban Bantu Councils, Advisory Boards and Community Councils which played a role in guarding the socially excluded segments of the society. By the end of the 1970s the attempt of the state to control black influx had failed and black urbanisation was increasingly uncontrollable. However, the end product was “*urban permanence*” without incorporation into the local government system.

The 1980s witnessed the increased transformation of apartheid policies in the urban areas. Maharaj (2007:263) states that “the devolution of power from the centre to local levels was one of the key components of the state’s ‘*transformation*’ strategy”. The primary objective was to sideline and suppress community development in the urban areas and to promote social exclusion. In order to achieve this goal Bekker (1988:38) notes that “the Black Local Authorities Act of 1982 and the Black Communities Development Act of 1984 extended the administrative responsibilities of Black Local Authorities”. By the mid-1980s, the administration of urban areas and Black townships was in a state of chaos as the Community Councils and Black Local Authorities (BLAs) were rejected by civic organisations with strong grassroots support.

The decentralization of administrative roles to local black township councils required a substantial increase in the local revenue base and was accompanied by a major escalation in rents, property taxation and other township revenues (Morris and Hindson, 1992). These increases encouraged widespread urban disputes and rent boycotts, spearheaded by civic movements. This action characterised the black townships from the 1980s to early 1990s.

Although rent boycotts started as protest movements or crisis committees soon the ventured to explore alternatives to local government structures which would put pressure for the conversion of apartheid regimes into democratic structures. Consequently, this contributed to the move for a more transparent and democratic, non-racial local government, with a common tax base (Sutcliffe: 1989).

By the 1990s, the state admitted that the Black Local Authorities (BLAs) in the townships were not financially feasible, and were unable to manage black urban areas. With this, new local government arrangements were introduced. Dr Thornhill, the then Deputy Director-General of Planning and Provincial Affairs was appointed by the government to explore a new system of local government. The Thornhill report “advocated a non-racial system of local governance based on maximum decentralisation of power to local communities. It further advocated a ‘local option’, in which citizens will, through a process of dialogues and referendums, determine the constitutional and institutional structures to govern their local communities” (Maharaj 2007:264). The recommendation of the Thornhill Report, contributed to the introduction of Interim Measures for Local Government Act 128 of 1991 in June 1991.

2.3 INTERIM MEASURES FOR LOCAL GOVERNMENT IN THE 1990s

The adoption of the Interim Measures for Local Government Act 128 of 1991 (IMA) marked a new era in the long history of South African local governance. It brought significant changes in the management of local government affairs. Maharaj (2007:264) states that the IMA facilitated the negotiations between the White Local Authorities, Black Local Authorities and civic movements in order to establish a combined, non-racial local government system which would drive the negotiation forums. Maharaj (2007:264) further states that “the IMA was designed to make a variety of arrangements possible, between existing black and white local authorities, so that services in black townships could continue to be provided”.

2.4 LOCAL GOVERNMENT NEGOTIATING FORUM

The Local Government Negotiating Forum (LGNF) was established in 1993 to drive the initiative on local government restructuring and transformation in South Africa. It comprised existing local authorities, civic organizations and other interested parties whose function was to formulate a new form of local government system. According to Maharaj (2007:5) the LGNF put forward the following proposals for interim local government structures:

- The termination of racially based councils;

- The appointment of interim non-racial councils to exercise political power over financial resources within the new non-racial boundaries; and
- A programme to deal with political imbalances and apartheid bottlenecks in terms of the provision of services to the previously disadvantaged communities, including the upgrading and maintenance of services, affordable tariffs and writing off of arrears.

Robinson (1995:12) advances the following reasons to defend these proposals.

- There was concern that many local authorities were involved in unilateral restructuring, and there was a need for multi-party control over the process of local government restructuring and transformation;
- The statutory delegation was concerned that the issue of payment of services and rent needed to be resolved. This would only be possible if more representative non-racial structures were created; and
- The submissions of the statutory and non-statutory delegations to the LGNF, advocated for common proposals for non-racial, financially viable local authorities, and the need to transform the black townships and informal settlements.

The LGNF was criticized for failing to cater for women representation in the negotiations for local government affairs. This issue of women representation in local government affairs is still a critical issue after twenty years of democracy in South Africa as their roles are not properly defined particularly, in traditional leadership.

2.5 LOCAL GOVERNMENT TRANSITION ACT 209 of 1993

The Local Government Transition Act (LGTA) was approved on 20 January 1994 to provide for revised interim procedures with a view to promote the transformation of local government operations and processes. Khan, et al (1995:39) states that “the main aim for the Local Government Transition Act was to create an orderly transition to full democracy; to set a process in motion to move away from the present racially based local government and to address inequalities, structural, financial and other problems”.

Maharaj (2007:260) outlines the following steps in which local government transformation would occur:

PRE INTERIM PHASE: it proposed new legislation of local government and it recommended the appointment of local transitional councils. Nominations for these councils would be made on a 50/50 basis between statutory and non-statutory organisations.

INTERIM PHASE: it began with the first democratic local government elections and the drafting of the new Local Government Constitution.

NEW DEMOCRATIC COUNCIL: This would be the final stage towards commencement of a fully democratic local government system with new negotiated constitutional arrangements.

2.6 HOLISTIC PERSPECTIVE AND THE RATIONALE FOR NEW LOCAL GOVERNMENT

After the 1994 democratic elections, Local Government underwent transformation, white municipalities were abolished and towns were merged to form a single and non-racial municipal system. Demarcation Boards on the one hand established to oversee this momentous task of creating 284 municipalities, the majority of which are economically viable and sustainable. Thus, systems and policies such as the 1998 White Paper on Local Government were crafted to fit well within the new ideological paradigm as envisaged. Hearings and Public Participation Forums were held, people participated in the hearing on transformation of local government. CBOs, NGOs and citizens made submissions. South Africa's local government was poised for a new interesting trajectory.

The Constitution provides that "government is broadly structured as national, provincial and local government, which is distinctive, interdependent and interrelated" (Constitution, RSA 1996). Local government is further recognised under section 40 (1) of the constitution which enhances the status of local government as a whole, and in particular that of municipalities (Du Toit et al, 2002:140). This provision of the constitution is further supported by Leemans (1970:10) who states that the term local government is generally used to refer to a decentralised, representative structure devolved within general and specific powers conferred upon it by the central or provincial government, in respect of a restricted geographical area within a nation or state, and in the exercise of which it is locally responsible and may to a certain degree act autonomously. This view is further supported

by Subban (2008:20) that is, local government is thus an institution that the central government has established by law to facilitate the needs for residents of a particular area.

Building on this conceptualisation, Reddy (1999:10) and Brenner (2004:17) highlight the following as key characteristics of local government:

“LOCALITY, which refers to a relative small geographical area in which a sense of community consciousness is evident; **LEGAL PERSONALITY**, which refers to the constitutional arrangements, legislation, and regulations that define the powers of local government; **AUTONOMY**; which refers to the capacity of local government in shaping binding decisions and policy choices within a legally stipulated framework, allocation of resources and provision of locally specific services; **GOVERNMENT POWERS**; which refer to the authority to carry out formal governmental functions such as revenue collection, the allocation of resources and the making of political choices; and **PARTICIPATION AND REPRESENTATION**, which refers to the way in which community representatives are elected or appointed to serve people, as well as the way in which people have the opportunity to participate in government affairs”.

The conceptualisation of the CLGF (2013: vii) cites the following as key elements for the rationale of local government:

- To address historical injustices and promote national healing and reconciliation;
- To provide significant opportunities for popular participation and increased involvement by the people;
- Enhance local service delivery through good governance, improved accountability, participatory planning, budgeting and inclusive service delivery; and
- To accelerate attainment of national development objectives at the local level, including the Millennium Development Goals (MDGs).

2.7 LOCAL GOVERNMENT AND DEMOCRATIC VALUES

The implementation of local government in South Africa in 1996 has led to the emergence of new challenges, opportunities and guiding principles for good governance. In the light of these new challenges it is imperative to note the role of local government structures in

entrenching good governance and democratic values. These values are summarised by Gildenhuys et al, in Reddy (1996:52) as follows:

- The application of resources must satisfy the collective needs of individuals. The object of local government is to serve the individuals in their communities. Local government therefore exists for the sake of the individuals and not the other way around;
- Direct participation in decision-making by citizens is essential. This could be achieved through town meetings in small communities and ratepayer associations, vigilante groups and social/political associations in larger communities. Direct and indirect participation in decision making is a necessary condition for democratic local government;
- The value of responsibility and accountability arising from the tenets of democracy is recognised. Councillors should be sensitive to public problems and needs, feel responsible for satisfying the needs, and realize their accountability to the public. This calls for regular interfacing between councillors and the electorate;
- Responsibility for management of programme effectiveness so as to guarantee that needs are satisfied efficiently and effectively is crucial; and
- Social equity emanating from the tenets of democracy, which raises the question: do municipal services rendered by local authorities enhance social equity? One of the main principles of social equity is the maintenance of high ethical and moral standards.

It is imperative to note that the implementation of the National Development Plan (NDP) embraces these values in ensuring the government's 2030 vision of attaining decent standards of living through the elimination of poverty and reduction of inequality.

South Africa is regarded as a developmental state. Koma (2010) outlines the following characteristics of a developmental state:

- A state that excels in public administration and intervenes in the economy to promote social development. The local sphere of government constitutes an integral part of public administration that also ought to excel in regard to the provision of public services;

- A strong capacity is critically important as a distinguishing feature of a developmental state. It is achieved through the creation of an inexpensive, efficient and effective public service, staffed by the nation's efficient officials functioning without constraints, and capable of being innovative in addressing the social and economic needs of the citizens;
- A state concerned with integrating the dual economy by addressing the socioeconomic needs of the entire population, especially the poor, the marginalised and the historically disadvantaged; and
- A well-managed and democratic state that builds its legitimacy on its capacity to simultaneously foster productive economic activities and economic growth, and qualitatively improve the living conditions of its people and reduce poverty (National Capacity Building Framework, 2008).

In the context of South African Municipalities, a developmental state requires municipalities to put more effort into enhancing social and economic development for local communities.

2.8 DEVELOPMENTAL LOCAL GOVERNMENT

In his opening address at the SADC Local Government Conference in 1999, former President Thabo Mbeki applauded the commitment of the African continent in entrenching democratic values and improving social standard through local governance.

“There is a renewed interest in local government sweeping across the African continent. This is informed by a common recognition that the system of local democracy enriches the overall project of national liberation and democratization, and that decentralization of government power to the appropriate local level actually strengthens government through rendering it more effective. There is also a common commitment to the notion of developmental local government with a focus on the strategic role of local government in promoting social and economic development at the local level” (2005:20).

The rationale behind the ideology of developmental local government is that the imperatives are presupposed by a thriving legacy of South Africa's past. This form of local

government negates the previous undemocratic system's tendencies towards racial exclusion and a *segregationist planning* mentality.

Van der Waldt (2007:48-49) defines developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs in order to improve the quality of their lives. This definition places emphasis entirely on the developmental nature of local government as an organ of the State which improves the lives of communities and it complements Visser's (2005:10) observation that:

“Developmental local government is the satisfaction of material needs, improvements of a standard of living and the reduction of absolute poverty. It relates to the improvement of the material well-being of people. A sole focus on the desire to improve the material well-being of people has led to a misguided concept of development, which is referred to as developmentalism”.

The idea of social development is also enshrined in the Constitution, as Section 153 of the Constitution imposes developmental duties on municipalities. This is also observed by Gildenhuys (1997) who states that to achieve the general goal of local government, the attainment of a satisfactory quality of life by encouraging people to develop their own physical and mental abilities, is essential.

The goals of local government are a reflection of a people-centred approach that enhances community's capacity to participate in the development processes. This is a kind of personal development which can only take place if favourable conditions are created and equal opportunities are provided. Reddy (1999:209) suggests that in terms of the developmental approach, local governments, as prerequisites to development planning, are able to form partnerships with citizens, groups and communities to create sustainable human settlements in order to seek their fundamental goals in meeting social, economic and material needs in an integrated manner. The notion that citizen involvement in local government matters is imperative for social development is supported by various authors, for example Mogale (in Mhone and Edigheji 2003:219-226) states that the present developmental local government model is premised on recognition of the primacy linkages between development, service delivery and local citizen participation, defined as the organized effort

to increase control over resources and regulative institutions. Mogale (in Mhone and Edigheji 2003:219-226) further warns that the challenge for the current local government dispensation is to deepen and strengthen local democratic culture. This will invariably ensure that participation becomes synonymous with development.

The characteristics of developmental government includes maximising social development and economic growth (stimulating local economies and job creation); integrating and co-ordinating (mainly through integrated development planning); democratising development (harnessing the input and energy of local citizens) and leading and learning (building social capital at the local level to enable local citizens) and leading and learning (building social capital at the local level to enable local solutions to address development problems). The key outcomes of developmental local government include, *inter alia*, the provision of household infrastructure and services; the creation of livable, integrated cities, towns and rural areas, local economic development and community empowerment and redistribution. (Republic of South Africa, 1998:18).

Developmental Local Government has had some visible implications for iLembe District Municipality. In compliance with the characteristics of developmental local government which are discussed above, the municipality has endeavoured to improve its social and economic growth. This is evident with the establishment of Enterprise iLembe which co-ordinates economic and growth initiatives in the district. The enterprise is currently engaged in the roll-out of major projects which will ensure that economic opportunities continue to benefit the communities of iLembe District (iLembe District Municipality, Annual Report (2012/2013)).

In addition, the district municipality has established systems to promote participative governance through IDP processes, road shows, community meetings, izimbizo etc. However, there are still some challenges with regard to the effectiveness of participation strategies of the municipality. This is evident from the findings presented in chapter six indicating an urgent need for the district municipality to further enhance the awareness of community members about their role in participative governance.

2.9 THE SOUTH AFRICAN STRUCTURE OF LOCAL GOVERNMENT

The existing structure of local government comprises a number of different municipal institutions. Each presents specific challenges:

2.9.1 URBAN METROPOLITAN MUNICIPALITIES

A metropolitan municipality or “Category A” municipality is a municipality which executes all functions of local government for a city or conurbation. This is in contrast to areas – such as iLembe District Municipality which are primarily rural and where the local government is divided into district municipalities and local municipalities.

Section 155 (1) of the Constitution (RSA, 1996) clearly defines "Category A" municipalities as a municipality that has exclusive municipal executive and legislative authority in its area. According to the Local Government Municipal Structures Act (117 of 1998) this type of local government is to be used for conurbations; centres of economic activity; areas for which integrated development planning is desirable; and areas with strong interdependent social and economic linkages.

The metropolitan municipality is similar to the consolidated city-county in the USA, although a South African metropolitan municipality is created by notice of the provincial government, not by agreement between district and local municipalities (White Paper on Local Government, 1998).

2.9.2 DISTRICT MUNICIPALITIES

These are the first-tier local municipalities covering larger and more rural areas. They execute their service delivery functions in partnership with the smaller second-tier municipalities within their jurisdictions known as local municipalities.

Section 155 (1) of the Constitution (RSA, 1996) defines a district municipality as a municipality which executes some of the functions of local government for a district. The district municipality comprises several local municipalities, with which it shares the functions of local government. District municipalities are seen as successors to former Regional Services Councils (RSC).The Local Government Municipal Structures Act (117 of

1998) states that areas not eligible to have a metropolitan municipality must have a district municipality.

The report of the Community Law Centre of the University of the Western Cape (2011:2) noted a number of debates surrounding the future of district councils in South Africa. It states that the reality of the current functioning of district municipalities is that even where the context suggests that there is potential for the district system to work in rural areas, the instances of success are limited. A key problem is the dysfunctional relationship between district and local councils. The report further noted that the leadership of the local councils is not represented on the district councils and local councillors do not take ownership of the councils. These are some of the areas which the current study identified as potential challenges which affect service delivery in iLembe District Municipality.

2.9.3 LOCAL MUNICIPALITIES

These are second-tier municipalities within the district municipality's jurisdiction, which provide a range of local service delivery functions. Section 155 (1) of the Constitution (RSA, 1996) defines a local municipality or "Category B" municipality as a type of municipality that serves as the third, and most local, tier of local government.

Each district municipality is divided into a number of local municipalities, and responsibility for municipal affairs is divided between the district and local municipalities. Currently, there are 226 local municipalities in South Africa.

2.9.4 TRADITIONAL LEADERSHIP

The South African system of governance accommodates traditional leaderships as equal partners in service delivery. Chapter 12 of the Constitution (RSA, 1996) as well as the Traditional Leadership and Governance Framework Act (TLGFA) (Act 41 of 2003) paved the way for the entrenchment of traditional leadership in the governance of South Africa.

The TLGFA provides for the establishment of three houses of traditional leadership, one each at national, provincial, and local levels. It is further regarded as the first and pivotal law in the package of traditional leadership laws drafted during the 2000s.

This package comprises the Communal Land Rights Act (11 of 2004), Provincial Traditional Leadership Laws and the Traditional Courts Bill (2012).

The TLGFA has the following objectives:

- To recognise traditional communities;
- To establish and recognise traditional councils; and
- To provide a statutory framework within which traditional leadership will operate.

In addition the TLGFA entrenches the controversial boundaries and structures inherited from apartheid and it redefines position of chiefs appointed during the Bantustan era.

The iLembe District Municipality is made up of thirty five Traditional Authority Areas. Traditional leadership in the district municipality is regarded as an equal partner in community development as envisaged by chapter 11 of the Constitution.

2.10 ESTABLISHMENT OF ILEMBE DISTRICT MUNICIPALITY

iLembe District Municipality, situated about 65km north of Durban, is endowed with wealth of a rich historical and cultural history. KwaDukuza is the reincarnation of the Royal Homestead and Head Quarters of one of the greatest leader, His Majesty King Shaka KaSenzangakhona, a shrewd leader and strategist whose leadership attributes and vision was years ahead of his time (<http://www.ilembe.gov.za/>).

With Section 151 of the constitution, encouraging the establishment of municipalities in the whole territory of the republic, iLembe District Municipality was established after the first local government in 1996 and it replaced the former iLembe Regional Council. The scope of the district was then revised to take into account the changes brought by the new municipal boundary demarcation. This included the incorporation of the former Transitional Local Council (TLC) areas of Mandeni, KwaDukuza, Maphumulo and Ndwedwe into the district municipality. As with the requirements of the LGNF, the district's main goal was to address the apartheid backlog in the provision of services.

The establishment of this council, as was the case with all local authorities, was an interim arrangement enabling councils to introduce democratic changes as a build-up to fully fledged democratized local government in South Africa. This, therefore, was a phased-in arrangement allowing for the eradication of the imbalances of the apartheid era in an endeavour to fulfill the obligations vested in councils by relevant pieces of legislation which gave effect to the constitutional provisions as contained in chapter 7 of the Constitution.

The caretaker legislation that guided councils through the transitional phase was the Local Government Transition Act 209 of 1993. This piece of legislation was designed to comply with the Constitution, whilst superseding any previous legislation in local government. As such, restructuring and transformation of local government is not viewed as unique to this Council and is not a one-off event, but rather an on-going process that started on attainment of democracy in 1994. The transition phase stretching from 1996 to 2000 was a capacity-building and reconciliatory phase allowing all stakeholders to work together towards a common objective.

Whatever changes were put in place during the establishment of iLembe District municipality, were not radical. This was in line with their conciliatory spirit promoted by the Government of National Unity. Undoubtedly, after the transition phase, the honeymoon was over and what followed were sweeping transformational changes that saw the implementation of radical programmes that gave effect to full blown democratized local government as envisaged by the whole wide range of new local government legislation.

2.11 COMPOSITION OF ILEMBE DISTRICT MUNICIPALITY

In compliance with the principles of co-operative government, national and provincial government must support and strengthen municipalities' capacity to manage their own affairs. In addition, the South African Local Government Association (SALGA) has a mandate to transform local government and represent its interests at a provincial and national level. In this regard, municipal political structures and political office bearers and members of municipal councils are elected every five years on the basis of the relevant portion of the

national common voters' roll. Currently, South Africa has 278 municipalities, divided into three categories namely, metropolitan, districts and local municipalities.

Given the complex nature of local government and the extent of the powers and functions conferred on the political structures, political office bearers and municipal managers, it is not possible that they can perform their respective functions in isolation and without intrusion on the other's terrain. This called for a measure to prevent or at least to limit the possibility of conflict and create a workable framework for interaction. An aspect that may contribute to this potential for conflict is the unique dual character of local government, i.e. not only is the legislative authority vested in a municipality's council, but also the executive authority. In the case of the other two spheres of government there is a clear division of authority and, consequently, a lesser potential for conflict (Overstrand Municipality, 2011).

Different structures of local government have been created in South Africa as required by the Local Government: Municipal Structures Act of 1998. In the larger metropolitan areas such as: Buffalo City in East London, Nelson Mandela Metropolitan Municipality in Port Elizabeth, City of Cape Town in the Western Cape, Ekurhuleni Metropolitan in East Rand – Gauteng, City of eThekweni in Durban, City of Johannesburg in Gauteng, Mangaung Municipality in Bloemfontein and City of Tshwane in Pretoria.

Metropolitan municipalities form the basis of local government. Outside the metropolises, local councils are responsible with local government matters. District municipalities render local government services in more rural areas.

In South Africa, all municipalities should have a Municipal Council which deals mainly with strategic decisions, elected members have legislative powers to pass by-laws and approve policies for their area. The elected members of the councils - referred to as 'municipal councillors', are elected by citizens. A council may promulgate and administer by-laws in respect of any pressing issue that municipal council is authorised to administer. The legislative authority of a municipality is therefore vested in the Municipal Council (Van der Waldt, 2007:7-8).

2.12.1 MAYOR

In line with Chapter three of the Local Government: Structures Act (1998), the Mayor of iLembe District Municipality is elected by the Council to co-ordinate the operations of the district municipality and its local municipalities. The Mayor is also tasked with the responsibility of identifying key issues affecting communities of the district and to review and evaluate community needs in the order of their priorities. In addition to these duties, the Mayor presides at meetings of the executive committee and executes duties and exercises powers as delegated by council, such as ceremonial functions. In addition, the mayor is the political head of the municipality. Van der Waldt, (2007: 72) warns that this status should not be confused with party political leadership; it refers to the political system in the state environment. The Mayor's most important function as a political leader of the municipality is to promote and defend the constitutional order, institutions, powers and functions of the municipality and to uphold the principles of co-operative governance and intergovernmental relations. An Executive Mayor only exists in those municipalities who have chosen an executive mayoral system. This is not the case in iLembe District Municipality. A mayoral committee is appointed when the municipal council has more than nine members to assist the Executive Mayor.

2.12.2 MUNICIPAL COUNCIL

The municipal council is the highest body in iLembe District Municipality. In line with the Local Government Systems Act 32 of 2000, the district municipality entrusts the municipal council with the following duties:

- Represent the entire district and its four local municipalities;
- Ensure the well-being and interests of all community members through the delivery of quality services;
- Develop and ensures policy implementation and programmes of the district municipality;
- Maintains the financial integrity of the district municipality; and
- Ensures accountability and transparency in the operations of the district municipality.

The municipal council fulfils these roles by governing as contemplated in the Constitution of the Republic. Furthermore, to ensure the effective and efficient governance in the district, the municipal council is committed to annually review:

- The needs of the communities and its capabilities to deliver those needs; and
- Its processes for the facilitation of local democracy and community engagement.

Political office bearers and employed staff play a crucial role in assisting the municipal council in delivery of these objectives. In addition, the iLembe District Municipality has established an Executive Committee, consisting of five councillors. The manner in which this executive committee is composed is not prescribed by the legislation, but the municipal council was mindful in complying with the Section 160 of the Constitution, which requires that the Council participates in the affairs of such committees in a way that represents all stakeholders and interest groups in a fair and equitable manner. In keeping with this objective, the executive committee is constituted on the basis of proportional representation, with four councillors representing the African National Congress (ANC) and one Councillor representing Inkatha Freedom Party (IFP) respectively.

2.12.3 PORTFOLIO COMMITTEES

As indicated in the above discussion of the municipal council, the council of the district municipality operates under the collective executive system in which executive powers are vested in the full council and the speaker is the chairperson of the council, hence in terms of Section 42 of the Local Government: Municipal Structures Act, 1998 the Council has established an executive committee consisting of five councillors. In addition, the following portfolio committees assist the executive committee in discharging its duties:

- Economic Development and Planning Portfolio Committee;
- Amenities, Safety and Security Portfolio Committee;
- Infrastructure and Technical Portfolio Committee;
- Finance Portfolio Committee; and
- Local Public Administration and Labour Relations Portfolio Committee.

The above mentioned committees deliberate on matters that fall within their specific terms of references and make recommendations to the executive committee for the approval of such matters.

The Portfolio Committees of the district municipality meet once per month to deliberate on pertinent issues and make recommendations for onward transmission to the Executive Committee Portfolio. In view of the priority to which the Council affords Economic Development, it has established a Municipal entity to focus on Economic Development in the District. The activities of the entity are monitored by the Economic Development and Planning Portfolio Committee.

2.12.4 SPEAKER

The speaker of iLembe District Municipality is a political office bearer, introduced by Section 156 of the Local Government Municipal Systems Act. Generally, each municipal council must have a speaker, who is the chairperson of the council.

Van der Waldt (2007:70) noted the following key responsibilities of the speaker:

- Presides at council meetings;
- Perform duties and exercises powers delegated to him/her in terms of Section 152 of the Local Government Municipal Structures Act.
- Ensures that the council meets at least quarterly, and must set a date for a special meeting at the request of the majority of the councillors;
- Maintains order at council meetings, and must ensure that meetings are conducted in terms of the rules of order, e.g. freedom of debate must be protected or limited when necessary.
- Ensures compliance by councillors with the code of conduct generally, and specifically in the council or the council's committees ; and
- Ensures that an agenda is sent out timeously and that proper minutes are recorded of the proceedings.

In addition to these responsibilities, the speaker is responsible for overseeing the legislative process of the municipal council and must ensure that draft by-laws are published for comment, that proper notice is given to councillors and that proper consultation takes place

with regards to draft by-laws. The speaker and other leadership structures of the district municipality are key in aligning operations of the municipality with the requirements of the transformed system of local government in South Africa.

2.12.5 MUNICIPAL MANAGER

Section 54A of the Local Government Municipal Systems Act 2000 (as amended in 2011) requires the municipal council to appoint the municipal manager who is the head of the municipal administration and also the accounting officer. The Municipal Manager of iLembe District Municipality has been serving on an acting capacity for a long period, and this uncertainty in appointing a permanent head of the administration has negative impacts for the future of the district municipality. The other four local municipalities have full-time municipal managers however, there have been instances where they were reshuffled due to institutional arrangements.

In collaboration with the directorates, the municipal manager of the district municipality is responsible and accountable for the implementation of the IDP, as well as the management of the provision of services to the local community in a sustainable and equitable manner.

Van der Waldt, (2007:74) outlines the following statutory powers and duties that are assigned and delegated to the Municipal Manager in accordance with the provisions of the Local Government Municipal Structures Act and the Systems Act:

Administrative Responsibilities of the Municipal Manager

- The Municipal Manager is responsible and accountable for the formation and development of an effective, efficient, cost-effective and accountable administration in accordance with all applicable legislation;
- The Municipal Manager is responsible to the Executive Mayor for the management of the administration and the performance of the functions and responsibilities assigned to him/her by the council and Executive Mayor;
- The Municipal Manager must play a role in the appointment and development of personnel in terms of delegated powers and subject on compliance with Employment Equity Act 55 of 1998 and the Skills Development Act 81 of 1998;

- The Municipal Manager must advise the political structures and political office bearers, e.g. the speaker and the executive mayor, and must ensure the proper implementation of all decisions of the council, its political structures and office bearers; and
- The Municipal Manager is responsible for the management of communication among the council's administration, its political structures and office bearers, and must also facilitate participation of the local community in the affairs of the municipality by publicising public participation mechanisms, e.g. *izimbizos* (*Public gatherings used by councilors and traditional leaders to address communities*), budget and IDP reviews, and council meetings.

In addition to the aforementioned responsibilities, the Local Government Municipal Structures Act requires the municipal manager to co-ordinate by-elections when necessary and the Local Government Municipal Systems Act designates the municipal manager as responsible for submitting a report and recommendations to the newly elected council concerning delegations. These powers reside with the municipal manager and can only be exercised by him or her. The council cannot exercise those powers or delegate them to other functionaries or office-bearers.

Financial Responsibilities of the Municipal Manager

As highlighted in the above discussion, the municipal manager is also the accounting officer and is accountable to the council for the overall administration of the municipality. The municipal manager is also responsible for the financial management of the municipality, ultimately for ensuring that all financial systems are properly maintained and monitored.

It is important to note that, against the framework of a municipality's constitutionally protected right to regulate its internal affairs (s 160(1) and (6) of the Constitution), the most critical structure in shaping the role and responsibility of the municipal manager is the council itself. As the employer, the council determines what expected of a municipal manager in terms of playing a leadership role.

2.12.6 COUNCILLORS

The councillors are the elected members of the council. They consist of both ward councillors (WC) elected for a specific ward, and proportional representation (PR) councillors nominated by the respective political party according to the proportionate percentage of votes cast in favour of the party (Van der Waldt, 2007:74). The iLembe District Municipality consists of thirty councillors of which eighteen are ward nominated councillors and the other twelve are proportionally representative councillors.

The breakdown of the political representation by councillors in the municipal council of the district municipality is demonstrated in the figure below:

FIGURE 3: POLITICAL REPRESENTATION IN ILEMBE DISTRICT MUNICIPALITY

POLITICAL PARTY	PROPORTIONAL REPRESENTATION PER SEAT	NOMINATED COUNCILLORS PER SEAT	TOTAL
African National Congress	8	13	21
Inkatha Freedom Party	2	3	5
Democratic Alliance	1	1	2
National Freedom Party	1	1	30
TOTAL			

(Source: Own Diagram)

The responsibilities of the councillors are enshrined in the Local Government White Paper (1998) which endorses a developmental model of local government – which embraces the philosophy of sustainable ways to meet the socio-economic needs of residents and improve the quality of life, particularly targeting the most ostracized and the poorest members of society. Van der Waldt (2007:74) outlines the following responsibilities of the councillors:

- Participate actively in council meetings;
- Ensure that a ward committee system is established in their wards;
- Act as chairperson of a ward committee;

- Active involvement in the ward by determining the needs of the residents;
- Ensures that spaces for participation are created through which residents can participate in the activities of the council;
- Cast votes on matters raised on the council; and

Contribute to policy formulation, the drawing up of the IDP and the compilation of the budget. In addition to these responsibilities, councillors must also be accountable to local communities and report back to their constituencies.

2.12.7 WARD COMMITTEES

The promotion of a public participation system represents a critical aspect in strengthening local democracy; participatory governance between local government structures and citizenry. The philosophy of public participation has been given recognition through the Constitution and Local Government Structures Act (Act 117 of 1998) – in which the ward committee system is regarded as a primary vehicle for the facilitation of this synergy. Furthermore, ward committee system is aimed at ensuring that local residents directly participate in the governance affairs of their local municipality.

In compliance with prescriptions for the Local Government Municipal Systems Act, the District Municipality undertook an intensive public participation strategy that guides the municipal communication channels with communities in the provision of quality services. It also regarded public participation as a mandatory requirement in the strengthening IDP processes. In this regard leadership structures are invited to provide input in the functioning of the municipality. This is essential for the following:

- Not only to understand community needs, but also to get the status quo on services that are provided by the municipality;
- As part of good governance, the municipality regards public participation as a mechanism of getting to know how communication can be streamlined between the municipality and citizens; and

- To understand obstacles hindering development in the respective wards of the municipality.

Like most municipalities, the ward committee system of iLembe District Municipality faces some critical limitations relating to political representation for example, where there are always allegations that ward councillors have a direct hand in picking ward committees in line with their political affiliations and they also face structural limits to power – as they do not have legislative powers to pass laws or municipal by-laws.

2.12.8 TRADITIONAL LEADERSHIP

Traditional leadership plays an important role in the promoting local democracy at a local level. This structure is given recognition and legal standing through the Traditional Leadership and Governance Framework Act, Act 41 of 2003. The act makes provision for:

- Recognition of traditional communities;
- Establishment and recognition of traditional councils;
- Functions of traditional councils; and
- Partnerships between municipalities and traditional councils.

The iLembe District Municipality has a total of thirty five *Amakhosi* (Traditional Leaders) who are predominantly found in Maphumulo and Ndwedwe local municipalities. They play a crucial role in facilitating local democracy between traditional communities and the district municipality. There are still existing gaps with the operation of this structure within the district municipality, however a concerted effort is being made through the provincial (Cooperative Governance and Traditional Affairs (CoGTA) to establish the guidelines on how the municipality should engage with traditional leaders as enshrined by Section 81 of the Local Government Municipal Structures Act 117 of 1998.

2.12.9 COMMUNITY DEVELOPMENT WORKERS

The District Municipality has a total of 27 Community Development Workers (CDWs) and they are found in all 76 wards of the district. The purpose for the establishment of this

structure is to ensure that communities of the district receive services effectively and efficiently. There is, however, a general challenge with the operation of this structure as they are not remunerated for their services. This results in a situation in which they are not always available to offer services to their communities because of other commitments (iLembe District, IDP Review: 2014-2015).

FIGURE 4: THE ORGANISATIONAL STRUCTURE OF ILEMBE DISTRICT MUNICIPALITY

The below diagram depicts the organisational structure of the municipality. The structure is considered to be relevant for the developmental local government mandate assigned to the District Municipality in terms of the Local Government: Municipal Structures Act, 1998.

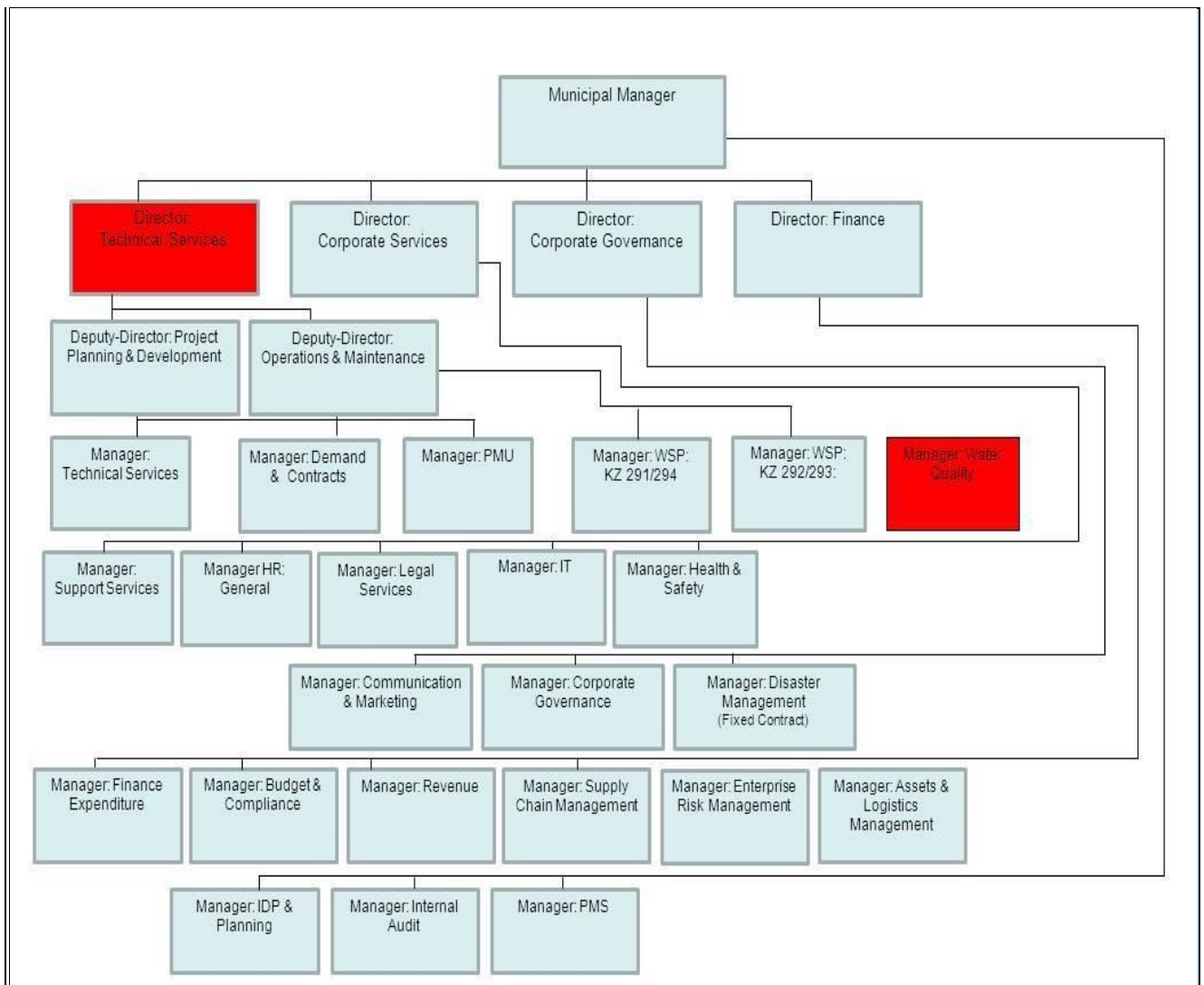


Figure: The Organisational Structure of iLembe District Municipality (Source: iLembe District, IDP Review – 2014 -2015).

Within the context of the organizational structure of the district municipality, most of the positions are occupied except for the position of the municipal manager which is on a contract basis, and this has the potential to threaten the planning and strategic direction of the municipality. Furthermore, the Municipal IDP Review (2011-2012: 57) cites the following key issues in relation to the organizational structure of the municipality and which need urgent attention for the future development of the municipality:

- The integration of the Employment Equity Act 55 of 1998 and the Skills Development Act 97 of 1998 on the human resource procedures of iLembe District Municipality;
- The enhancement of competencies and qualifications for the staff in iLembe District is regarded as a critical area which needs to be addressed for ensuring efficiency and effectiveness in the operations of the municipality;
- Improving performance management systems by introducing internal designed performance management criteria; and
- Establishing improved management processes such as knowledge management, organizational structure and project management.

The conversion of these issues into concrete programmes remains a key objective towards achieving the municipal “vision of being a world class African destination with excellent services and quality of life for all its people” (IDP Review, 2011-2012).

2.13 REFLECTIONS ON LOCAL GOVERNMENT AND SERVICE DELIVERY IN SOUTH AFRICA

Local government in South Africa has come a long way from the period when there were large numbers of racially segregated municipalities. The first decade of democracy was branded by real and symbolic change in a range of policy and service delivery areas. Almost every facets of the public service delivery system was exposed to reviews and revisions so that they keep pace with democratic prescriptions. A new Constitution (Constitution, RSA 1996) “Guaranteed human rights for all citizens, democratic governance and a promise for efficient delivery of services”. In addition, a priority was placed on redressing the imbalances created during the apartheid era.

In 2000 the more than 800 municipalities were merged to the current 278 municipalities (Van Der Walt et al, 148:2007). These municipalities cover all areas of the country, and are focused on growing local economies and ensuring the provision of basic municipal services to communities. Currently, the quality of South African infrastructure compares favourably with that of other middle-income countries (Van Der Walt et al, 148:2007).

To improve its capacity, the South African local government system should focus more on monitoring and evaluation of its services to communities and to create more opportunities for citizens by improving access and active community participation.

Van der Waldt et al, (2007:148) observed that to ensure that the effective and efficient delivery of public services especially in the local government sphere is improved, the current South African government will have to take note of the most urgent challenges and address them in a more co-ordinated and proactive manner, focusing on macro goals, in order to develop the country's infrastructure.

Lennan (2011:23) states that the concern to improve access to social services for the poor and the need to secure development, economic growth and democracy has created on-going debates and discussions in government about policy directions and accelerating service delivery. Many of these debates deal with the challenge of growing an economy, while focusing on pro-poor development (Pieterse and Meintjies, 2004). The Country Report for the African Peer Review Mechanism (2007:226) notes that "Despite sound fiscal and monetary policies in the past decade, the state of the South African economy has not significantly improved in terms of alleviating poverty and unemployment".

As democracy deepens in the second decade of democracy Lennan (2011:1) notes that a growing tide of public dissatisfaction which has culminated in protests in service delivery issues, many at the local government sphere. Impoverished rural and urban communities are claiming the benefit of democracy, using protests as a means to secure the resources to meet their daily needs. Lennan (2011:1) also notes that "These protests reflect the tension

implicit in managing the shift from a political struggle to one of delivery in a highly unequal, dynamic and democratic context”.

The South African Legislation on Local Government emphasizes the role of municipalities in democratising societies and fulfilling their developmental mandate within a democratic dispensation. This requires municipalities to exercise their policies and develop institutional frameworks that support and sustain the development of local people. Such policies must be oriented towards achieving the National Development Plan (NDP) and fundamental rights of the people. In additions, local government must promote good governance.

Despite many challenges in local government and which have culminated in service delivery protests, major social transformation has been achieved, the legacy of apartheid local government has been partially addressed and service delivery has improved compared to what it was when the democratic order was introduced in 1994. Various initiatives have been introduced to enhance municipal service delivery in iLembe District Municipality. The following sub-sections highlight these initiatives in more detail.

2.14 THE IMPLICATIONS OF PROJECT CONSOLIDATE IN ILEMBE DISTRICT MUNICIPALITY

Project Consolidate was a two year national strategy (2004 – 2006) to boost municipalities lacking the expertise to execute the service delivery mandate for their communities. This project was specifically designed for rural municipalities who had the highest backlogs and who were economically depressed. Through the project, the iLembe District Municipality managed to improve its dysfunctional system and achieve local governance based on effectiveness, efficiency and accountability. It helped improve sanitation, water supply and electricity. Currently these services in the district municipality are at par with national standards. Chapter six of this thesis provides discussion about the perceptions of the communities of iLembe about the quality of these services.

Although Project Consolidate failed to achieve all its objectives such as rescuing financial systems of municipalities, some of its successes somewhat contributed to a real and quantitative difference in the quality of lives for majorities of South African communities.

2.15 THE REVITALISATION OF LOCAL GOVERNANCE SYSTEMS THROUGH THE LOCAL GOVERNMENT TURN AROUND STRATEGY IN ILEMBE DISTRICT MUNICIPALITY

In response to South Africa's legacy of inequality caused by apartheid, the new system of governance in 1994 imposed on municipalities a new developmental mandate for enhancing service delivery and deepening local democracy. Further to the local government elections of 2000, 2006 and 2011 there has been a continued vision for the local sphere of government informed by the imperative of fast-tracking service delivery in the local communities, enhancement of the financial performance of municipalities, the strengthening of human resource capacity and broad consolidation of institutional capacity for municipalities (Koma, 2010:111).

These prescriptions reflect the government's vision of ensuring intervening in a more pragmatic manner with a view to addressing poverty, inequality, unemployment afflicting the majority of communities. Specific legislative imperatives as discussed in the previous sections clearly demonstrated the role of local government in enhancing service delivery. Despite this, there remain numerous challenges that negatively affect service delivery such as insufficient funding, lack of management skills, lack of capacity, lack of public participation in drafting IDPs etc. in the introductory note of his article titled, *Rethinking Development in an Age of Scarcity and Uncertainty*, Taylor (2011:3) argued that the challenges in the local government sector were mainly caused by one size fits all approach that was adopted by municipalities. Each municipality experiences different social and economic conditions and has different performance and support needs. Thus a more structured approach was required to deal with various challenges of municipalities. These challenges contributed to the formation of the Local Government Turn Around Strategy (LGTAS) in 2009. Taylor (2011:12-13) cites the following reasons which prompted the introduction of LGTAS:

- Insufficient human and financial capacity to deliver on the constitutional and legal mandates and on citizen expectations;
- Certain municipalities have failed to manage their powers and functions and related responsibilities because of over-complexity in the system;

- Little positive impact on coordinated and cooperative governance through either national inter-governmental systems, political leadership, inter-Governmental Forums, sector engagements which led to instability between spheres of government and a lack of governance or policy coherence;
- Weak oversight, supervision, support, intervention mechanisms across government which led to weak council leadership over their administrations in the best interests of certain municipalities;
- Opportunities for fraud and corruption, poor ethical behaviour, poor values, weak accountability frameworks and political factionalism which can result in territorial economic elites;
- Uneven response to demands of rural and urban environments: no policy focus to address issues of service delivery capacity requirements; and
- Poor growth and lack of opportunities particularly in small towns and rural areas and a weak integrative focus between Integrated Developments Plans and Local Economic Development Plans.

Van der Waldt (2014:99) outlines the following two overarching goals of the LGTAS:

- To build trust and confidence of the public in their municipalities as they are primary instruments for the developmental state at local government level; and
- To improve the basic requirements for a well-designed, accountable, effective and efficient local government which is responsive to the needs of the citizens.

Furthermore, the strategy is based on the realization that the *'one size fits all'* approach to municipal operations is not relevant. It also recommends a number of reforms in the management, policy processes, regulatory and oversight environments of municipalities. (Local Government Turn Around Strategy Report, 2009).

Taylor (2011:11) inferred that the logic behind the strategy is for government to turn struggling municipalities around and to successfully execute basic service delivery mandates. The LGTAS Report (2009) further encourages communities to work closely with their municipalities and help them to become sites of excellence which are led and staffed

politically and administratively with office bearers and public officials who are responsive, accountable, efficient and effective and who execute their responsibilities with civic pride.

The ultimate goals of LGTAS and the Local Government Municipal System's Act (Act 32 of 2000) are to provide democratic and accountable government for local communities, to build clean, responsive and accountable government, to renew the vision of developmental local government and to be responsive to the needs of the local people.

According to the information adapted from (<http://www.dplg.gov.za>: retrieved, 19 September 2011) the five strategic objectives of the LGTAS are proposed by the South African government as follows:

- To ensure that municipalities deliver the basic needs of communities. This denotes that a proper environment is created, support provided and systems developed to accelerate quality service delivery within the background of each municipality's situation and needs;
- To build clean, responsive and accountable local government. Make sure that systems and structures and procedures are formulated and enforced to deal with fraud and corruption, maladministration and ensure that municipalities communicate and account more to their communities;
- To improve functionality, performance and professionalism in municipalities and ensure that the core administrative and institutional arrangements are in place and are operational to improve performance;
- To enhance national and provincial policy, support and oversight to local government; and
- To reinforce progressive partnerships between local government, communities and civil society by ensuring that communities and other development partners are mobilized to their full potentials in creating partnerships with municipalities in service delivery and development.

While the researcher is unable to determine the extent of the success of LGTAS, it can be noted that the strategy is a comprehensive policy geared towards the total revitalisation of

the local government sphere and that the strategy has abandoned a “one size fits all” approach which has dominated the government planning since 1994. Boraine (2010:17) states that the adoption of a different approach means that the governance of metropolitan areas which are the engine rooms of the South African economy as well as areas of growing poverty and unemployment can finally be taken seriously.

In 2009, the iLembe District Council adopted its turnaround plan which is led by the Turn Around Steering Committee consisting of the Mayor, Municipal Manager, Directors of finance, corporative governance, co-operative services and technical business unit. The purpose of the establishment of this committee was to review the status of the municipality in achieving service delivery; identify strategy implementation gaps and to develop a comprehensive turnaround implementation plan. Thus far, it can be highlighted that the municipality has achieved some improvements in addressing administration challenges and improving service delivery.

Thus far, the district municipality has achieved the following milestones with regard to the implementation of LGTAS.

- Further improvements in water supply and sanitation systems;
- Improvements of maintenance plans;
- Improvement of district wide ward committee forums; and
- Deployment of proper policies, systems and processes.

2.16 CONCLUSION

Judging from the contents of this chapter, it is clear that the comprehensive local government transformation process had a profound impact on the lives of South African citizens. The transformation process culminated in the establishment of the new system of local government which created the ideal environment for a more integrated approach to service delivery. This transformation has further enabled South Africa to make considerable progress towards the creation of democratic participatory systems, particularly at a local level of governance where the whole structure of municipalities had to be reconfigured to accommodate democratic representation of local communities. This chapter has also

outlined the steps and mechanisms which facilitated the process of local government restructuring and transformation in South Africa and analysed the way in which the transformation unfolded at iLembe District Municipality. The enactment of new legislation as discussed in this chapter envisaged a new, expanded and developmental role for the local sphere of government as a whole and for each constituent municipality and it played a pivotal role in the creation of non-racial, democratic and viable local communities. However, there remain some critical challenges with regard to service delivery, especially in the rural areas. Salient strategies include amongst other things, Project Consolidate and LGTAS which have been introduced to counteract these challenges.

CHAPTER THREE

SERVICE DELIVERY AND PUBLIC PARTICIPATION IN SOUTH AFRICA:

LEGISLATIVE AND POLICY CONTEXT

3.1 INTRODUCTION

Given the urgent need to redress past imbalances caused by the apartheid regime in service provision and to promote social equity, the newly elected South African government in 1994 introduced corrective action programs which were aimed at improving socio economic and political conditions for communities. This need for a responsive Public Service was expounded in the White Paper on the Transformation of the Public Service Delivery (WTPSD) in chapter 11. Here it states: *“A guiding principle of the public service in South Africa will be that of service to the people; this is essential if the public service is to fulfill its role in the implementation of the RDP”*. This part of the WTPSD was further expanded in the White Paper on Improving Service Delivery – The Batho Pele framework, which articulated that *“A transformed South African Public service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South African citizens. Improving service delivery is therefore the ultimate goal of the public service transformation program”*. The importance of effective public service for improved service delivery is also emphasized by Nzimakwe & Mpehle (2012:279) who state that the prosperity and wealth of any nation depends largely on a government’s ability to maintain a public service that is professional as well as an environment conducive to individual growth and development.

This chapter will firstly, provide an overview of the current status of local government service delivery in South Africa. Secondly, it will provide the insight on public administration theories on issues of service delivery; emphasis will be placed on Batho Pele principles which are regarded as a significant milestone in terms of government’s commitment in reversing the tide of poverty, inequality and underdevelopment. Thirdly, the role of public participation, as a component for enhancing public service delivery is explored.

3.2 PUBLIC SERVICE AND PUBLIC ADMINISTRATION

For services to be delivered timeously to the public, they require effective and efficient government administration. Such a system is called the public service. Nengwekhulu (2009:344) defines public service as an administrative vehicle through which governments deliver all kinds of services to their citizens. For Cloete (2012:61) public administration is recognised as a distinct field of work because it requires those who practice it (i.e. the public officials) in a democratic state to respect specific guidelines (sometimes referred to as tenets or principles) that govern their conduct during the execution of their work.

to It is imperative for the purpose of this study to differentiate between public administration (pa) as an activity and Public Administration (PA) as an academic field and the impacts of these concepts on municipal service delivery, and finally, to go beyond proposing New Public Management (NPM) in the distribution of public services.

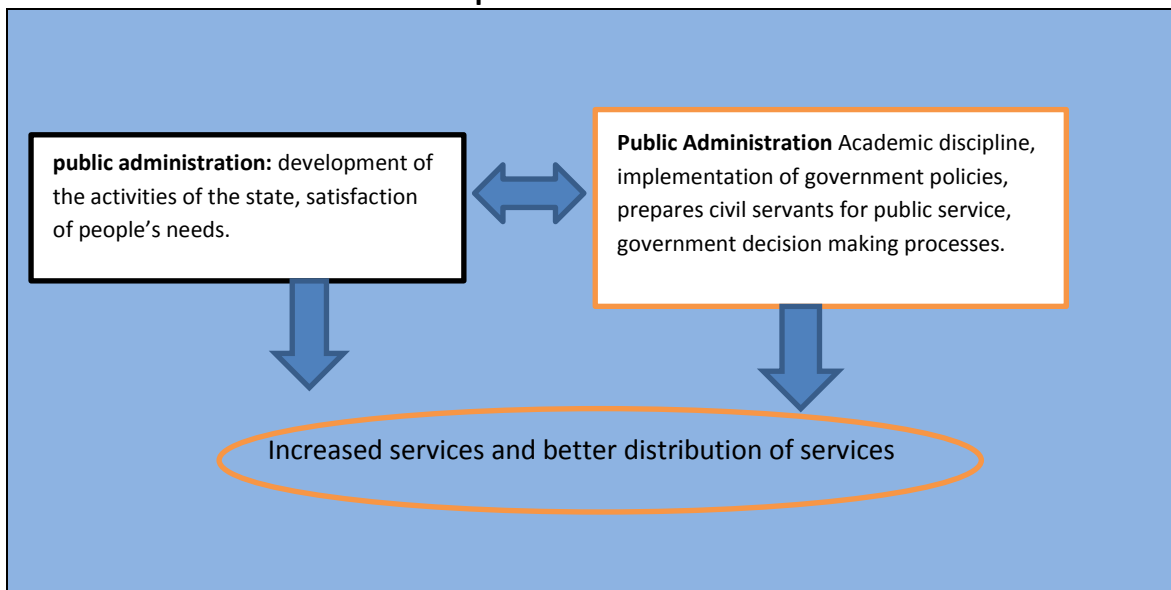
The history of public administration as an activity and Public Administration as an academic discipline is characterised by stages of development in relation to global events and environmental influences. During the early stages of development the emphasis was laid on moral and political issues and the establishment of public administration to satisfy the needs of society. There was a need for a structural arrangement for the implementation of law and order to protect the integrity of the state (Bagby & Franke, 2001:623). In the study of administration, Wilson (1887) believed in the separation of administration from politics as a means to establish a science of administration that could lead public administration to be more efficient. In addition, Goodnow (2005) clearly articulated the politics-administration dichotomy as the basis to study the science of administration without political considerations.

It is clear from this background that public administration is central to the discussion, as it is the role of public administration which ensures effective and efficient delivery of services in a non-political manner, as well as Public Administration which stipulates rules and policies for the delivery of services. According to Du Toit and Van Der Waldt (2006:27) public administration constitutes the process, organizations and individuals (the latter acting in their official positions and role) that are associated with carrying out laws and other policy measures adopted by the legislature that translates into services delivered to the public.

Bayat and Meyer (1994:117) differentiate between public service and public administration; they assert that public administration emphasize the “*what*” and the “*how*” of public service. It therefore becomes imperative that the discussion of public service is not separated from the discussion of public administration. It can also be mentioned that the quality of services delivered depends on the quality of administration practised by public institutions (Du Toit and Van Der Waladt, 1999:14).

Zubane (2011:9) observes that the public service operates in an environment different from the environment in which private organisations operate. There is a greater public expectation on the part of the public service than on the private sector and the public institutions are exposed to greater public scrutiny as well as unique public expectations. It is in this regard that it becomes imperative that public service officials know and understand the values and principles that govern public administration.

FIGURE 5: Public Administration vs public administration



(Source: own diagram)

The above diagram illustrates the defining terms of public administration as an activity and Public Administration as an academic discipline which ultimately contributes to improved and better distribution of services.

3.3 LOCAL GOVERNMENT SERVICE DELIVERY WITHIN THE PARADIGM OF PUBLIC ADMINISTRATION

The transition of South Africa into a democratic order and the adoption of a new Constitution and the introduction of profound political, social and economic changes brought into sharp focus the need to transform the local government sphere as an instrument for municipal service delivery. Chapter 10 of the Constitution, particularly section 195, spells out the basic values and principles governing public administration and, within public administration, the role of public service. Of particular relevance is the principle articulated in section 195(d) that services must be provided impartially, fairly, equitably and without bias.

The provisions of Chapter 10 of the Constitution further outline that public administration must be governed by the democratic values and principles that include the promotion and maintenance of high standards of professional ethics, the promotion of an efficient, economic and effective use of resources must be promoted and a public administration that is development-oriented and accountable.

These principles based on the Constitution apply to administration in every sphere of government; organs of state; and public enterprises. The Constitution further calls for national legislation to ensure the promotion of the values and principles. Chapter 10 of the Constitution is well positioned to build a capable state through a uniform system of public administration.

In articulating the role of local government in service delivery, Subban (2008:67) noted that local government is part of the broader context of public administration since it involves the legislative, managerial and practical delivery of municipal services for the general welfare of the citizenry at large.

With regard to local government service delivery, municipal councils and officials are responsible for the strategic direction, execution and visionary leadership, motivation, control, responsibility and accountability of bulk municipal services and operational efficiency (Subban, 2008:68). It is within this context that the roles of local government form an integral part of the activity known as public administration.

The nature of Public Administration has been the subject for debate as long as it has been studied. Theorists, academics and practitioners argue over whether it is an art, craft, science, profession, field of study or discipline. While there has been a great deal of debate over these issues, there are few notable definitive answers to the debates.

Fry (1989:78) infers that Public administration refers to two distinguishable but closely related activities. It refers on one hand to the administration or management of matters which have principally to do with society, politics, and its subparts which are essentially private, commercial, or individualistic. On the other hand it refers to the disciplined study of such matters. This means that, public administration has to do with managing the realm of governmental and other public activities. This definition conveys the essence of public administration and probably covers the vast majority of activities and concerns of contemporary public administration.

3.4 NEW PUBLIC MANAGEMENT AND SERVICE DELIVERY REFORMS

The previous chapter has articulated that the pre-1994 public service sector was racialised and highly politicized, as opposed to being people-centred and service delivery oriented. Consequently, the transition to democracy in 1994 necessitated a complete revision of South Africa's public administrative system in order to meet the developmental challenges of service delivery needs. This transition coincided with the global reforms initiatives that were taking place in the public sector, as informed by the New Public Management (NPM) paradigm with its emphasis on cost effectiveness, accountability and transparency.

As discussed in the previous chapter, South Africa's public service system was based on the traditional model of public administration from the beginning of the Union in 1910 with fragmentation, characterised by lack of co-ordination and interaction with the various departments. Racially segregated, poor and unco-ordinated service delivery in the provision of services was the logical outcome (Tshandu & Kariuki, 2010:189). From 1948, various legislative and administrative institutions and practices were established to strengthen the policy of separate development, with the public service becoming indisputably politicised and the urgency of public service compromised. Consequently, the public service became an instrument of oppression. Falconer (2011:1) note that the study of public administration

since the early 1980s has been concerned predominantly with the so-called 'paradigm shift' from principles of public administration to those of public management; that is:

The apparent move away from what is now seen as a traditional, progressive-era set of doctrines of good administration, emphasizing orderly hierarchies, depoliticised bureaucracies, and the elimination of duplication or overlap, and towards what has been described as the 'new public management'.

Tshandu & Kariuki (2010:191) view new public management as a management philosophy adopted by governments around the world, to varying degrees, since 1980s to modernise the public sector. Based on public choice and managerial thought, it seeks to enhance the efficiency of the public sector and the control that government has over it. The key values embedded in the new public management essentially are derived from the transplantation of private sector values into the public sector.

In the South African context of a service delivery framework, the term 'new public management' has identified various themes aimed at reforming the local government sphere in order to make it more competitive and efficient in resource use and service delivery. In a very practical sense, new public management is concerned with the commercialisation of the state's role in providing services to its citizens and the state's relationship with them. Denhardt & Denhardt (2000:549) define NPM as the process of planning, organising, staffing, directing controlling and interacting with the external environment in order to ensure efficient, effective and economic use of resources. In pursuit of the objective of promoting the notion of 'quality services' the South African government has identified a variety of transformational agendas to ensure a unified, and integrated public service to meet basic needs and correct imbalances. These include the adoption of the Reconstruction and Development Programme (RDP), Growth, Economic and Redistribution (GEAR) and Batho Pele principles which are discussed in later sections of this chapter.

Hood (1996:271) sets out the central doctrines of new public management, together with brief statements in the following table as follows:

3.5 DOCTRINAL COMPONENTS OF THE NEW PUBLIC MANAGEMENT

FIGURE 6: NEW PUBLIC MANAGEMENT- A KEY PARADIGM FOR REFORMING PUBLIC MANAGEMENT

DOCTRINE	MEANING	JUSTIFICATION
Hands-on professional management of public organisations.	Visible managers at the top of the organisation, free to manage by use of discretionary power.	Accountability requires clear assignment of responsibility, not diffusion of power.
Explicit standards and measures of performance.	Goals and targets defined and measurable as indicators of success.	Accountability means clearly stated aims; efficiency requires a 'hard look' at objectives
Greater emphasis on output controls.	Disaggregate public sector into corporatized units of activity, organised by products, with devolved budgets.	Make units manageable; split provision and production, use contracts or franchises inside as well as outside the public sector.
Shift to greater competition in the public sector	Move to term contracts and public tendering procedures; introduction of market disciplines in public sector.	Rivalry via competition as the key to lower costs and better standards
Stress on private-sector style of management practice.	Move away from traditional public service ethic to more flexible pay, hiring, rules, etc.	Need to apply 'proven' private sector management tools in the public sector

Source: Hood (1996)

Underlying the philosophy of new public management, is the belief that public service provision is improved by the implementation of the changes listed in the above table, which serve to transform both the organisational structure of public organisations and the processes by which public services are delivered. Falconer (1997:38) provides a summary of the doctrinal components of new public management as follows:

3.5.1 HANDS-ON PROFESSIONAL MANAGEMENT

Since the main role of municipalities is to provide services for the improvements of the quality of life of communities, the stakeholders responsible for service delivery should be proactive managers rather than reactive administrators. The modern public manager should have discretion in decision making within his or her particular area of responsibility. This is a shift away from the traditional paradigm where public administrators operated in accordance with established rules and regulations, and who implemented the policies of government with little or no discretion (Falconer, 2006). Improved service delivery at the local level requires the highest level of hands-on professional management approaches among municipal functionaries.

3.5.2 EXPLICIT STANDARDS OF PERFORMANCE

Public management embodies the important belief that the public sector should increasingly be subjected to rigorous measures of performance management. This means that the public sector must pay closer attention to what it is doing (that is, objectives). In line with this belief, the current system of local governance encourages performance management and the monitoring and evaluation systems in municipalities to enhance service delivery. In addition, the government has subjected public managers to performance evaluation in which they are compelled to focus on their specific responsibilities and carry out their service delivery mandates efficiently and effectively (Falconer, 2006).

3.5.3 GREATER EMPHASIS ON OUTPUT CONTROLS

Closely related to performance measurement, is the need for a focus on results rather than processes. For too long, public sector organisations and municipalities failed to concern themselves with their outputs (that is, the quality of services), rather the focus was on inputs, given that political debates on public sector matters usually revolved around the question of resources (Falconer, 2006).

3.5.4 GREATER COMPETITION IN PUBLIC SERVICE PROVISION

Two central arguments within the new public management approach are that:

- The market, not government, is the best allocator of resources;

- Individuals are the best judges of their own welfare.

As such, market disciplines are advocated for the public sector, in line with the belief that the threat of competition and rivalry between providers fosters efficiency in service provision and choice for the customer. This has important implications for both public service providers and the users. On the provider side, public service delivery agencies, through market forces, will supposedly be compelled to improve the quality of service. On the customer side, the member of the public is supposedly transformed into a consumer with rights in the new public sector market place.

3.5.5 PRIVATE SECTOR STYLES OF MANAGEMENT

An important theme within public management is that the public sector should seek, as far as possible, to behave in a more business-like manner (That is, more like the private sector). The recommendation is that the efficiency of public service provision is enhanced where a public sector agency conducts its affairs in accordance with business principles. It is envisaged that through this system, municipalities will be able to restructure their operations for the benefit of their local communities.

3.6 THE OPEN-SYSTEMS APPROACH

The Open-System Approach has been chosen to guide this study because of its potential usefulness in synthesizing and analyzing complex government issues. It explains the importance of considering the system's environment when analysing their management. Van der Waldt (2007:82) state that the Open-Systems Approach is recommended for studying contemporary organisations (local government included), which exist in a fast changing, turbulent and complex environment. It is imperative to note that there are certain trends and values, opportunities and threats which emanate from the public institutions' environment and which may influence the institution to operate in a particular fashion. For example DuToit et al (2002:37), outlines these values as follows:

Constitutionalism – requires that all actions by public resource managers should be according to their country's constitution.

Democratic values – underpin the ideals of popularly elected representative systems of governance and public administration. The values include representation, legitimacy, transparency, responsiveness and accountability.

Economic values – influence the extent to which public institutions can use scarce resources effectively, efficiently and productively.

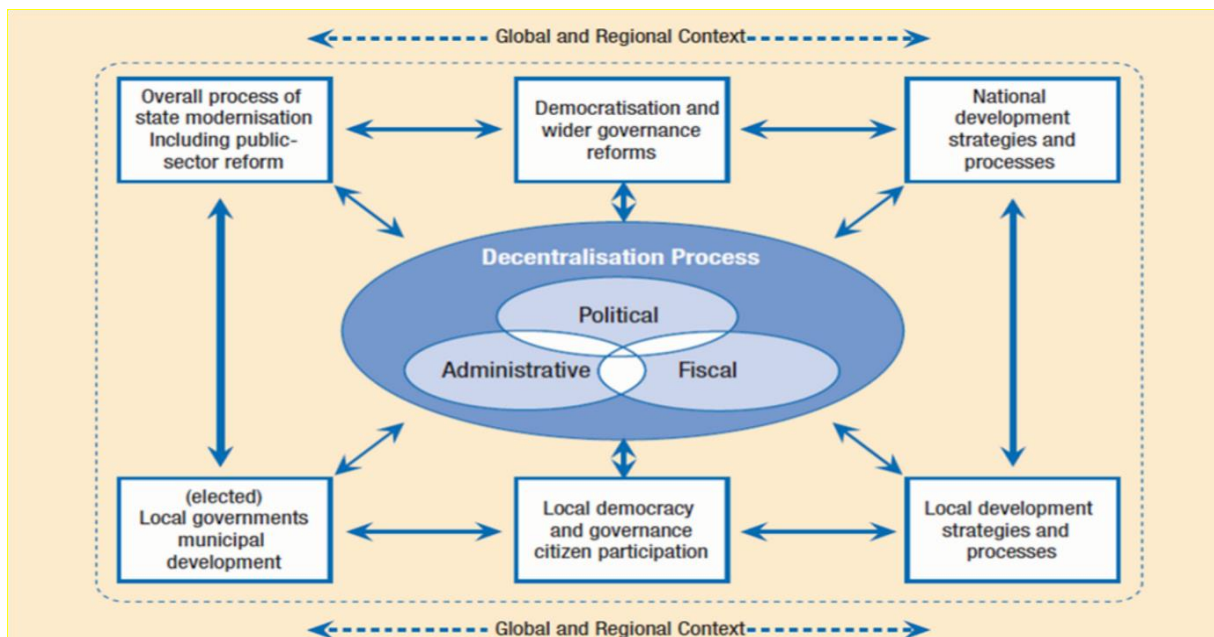
Other values – because there is no final or exhaustive list of values that public resource managers must consider when making decisions or taking action. Some of the other values are social equity, the rule of law, professionalism and entrepreneurialism.

South African municipalities are guided by these values. They form a part of an overall process of democratic transformation that provides the necessary socio-economic and political environment to prioritise delivery of basic services to previously under-served communities.

The Open-Systems perspective on decentralisation provides a useful analytic instrument for obtaining a broader understanding of local government operations in South Africa. It helps increase understanding of the different interacting and interdependent elements, which are embedded in a political and societal context and influenced by regional and international trends. This suggests that decentralisation of municipal services has to be responsive to development challenges while cognisant of the context and environment that it functions in. Further, it has to account for both relations of interdependence and intra-dependence in the form of regional and global respectively. Without this co-operation and integration, strategic municipal planning and delivery processes tend to be constructed in isolation from broader development plans and this could lead to public dissatisfaction.

The open-systems approach further illustrates the importance of coherence between and the complementarities of administrative, fiscal and political decentralisation, as well as aspects of vertical (inter-administrative arrangements, control and oversight) and horizontal coordination (regional cooperation, local government associations).

FIGURE 7: THE STRUCTURE OF OPEN SYSTEMS APPROACH



Source: EuropeAid (2007)

3.7 BATHO PELE PRINCIPLES AS A MECHANISM TO IMPROVE SERVICE DELIVERY

The White Paper on the Transformation of the Public Service (Batho Pele Principles), published in 1995, sets out eight transformation priorities, amongst which Transforming Service Delivery is the key. This is because the transformed South African public service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South African citizens. Public services are not a privilege in a civilised and democratic society: they are a legitimate expectation. That is why meeting the basic needs of all citizens is one of the five key programmes of the Government’s Reconstruction and Development Programme (RDP). It is also the reason why the Government’s macro-economic strategy called Growth, Employment and Redistribution (GEAR) called, among other things, for the reduction in government consumption and the release of resources for productive investment and their redirection to areas of greatest need. This means that government institutions must be reoriented to optimise access to their services by all citizens, within the context of fiscal constraints and the fulfilment of competing needs.

Chapter 11 of the White Paper on the Transformation of the Public Service Delivery requires national and provincial departments to identify, among other things:

- A mission statement for service delivery, together with service guarantees;
- The services to be provided, to which groups, and at which service charges; in line with RDP priorities, the principle of affordability, and the principle of redirecting resources to areas and groups previously under-resourced;
- Service standards, defined outputs and targets, and performance indicators, benchmarked against comparable international standards;
- Monitoring and evaluation mechanisms and structures, designed to measure progress and introduce corrective action, where appropriate;
- Plans for staffing, human resource development and organizational capacity building, tailored to service delivery needs;
- The redirection of human and other resources from administrative tasks to service provision, particularly for disadvantaged groups and areas;
- Financial plans that link budgets directly to service needs and personnel plans;
- Potential partnerships with the private sector, NGOs and community organizations to provide more effective forms of service delivery;
- The development, particularly through training, of a culture of customer care and of approaches to service delivery that are sensitive to issues of race, gender and disability;
- Plans for the introduction of continuous quality improvement techniques, in line with a total quality management approach.

The legislative environment affects the type of service delivery and impacts on the risks associated with specific projects. Despite the fact that the government is the architect of the legal framework, the government's intervention in the different service delivery activities is regulated by the same framework.

The government employs the greater percentage of the South African work force; they are the critical arm in ensuring that the government delivers effective and efficient services. It is

for these reasons that the government took time to craft legislation that would safeguard the rights of the workers and at the same time ensure that the government at all levels performs optimally. These include:

- The Employment Equity Act (Act No. 66 of 1995);
- The Basic Conditions of Employment Act (Act No. 75 of 1997);
- The Labour Relations Act (Act No. 66 of 1995);
- The Skills Development Act (Act No. 97 of 1988); and
- The Occupational Health and Safety Act (Act No. 85 1993).

Much effort has been made in creating a favourable work environment for public servants to execute their duties efficiently and contribute to the delivery of services. Civil servants should, however, be mindful of certain political responsibilities as they execute their everyday duties including: Implementing political guidance, ideology and policy, nation building, affirmative action, promoting economic growth, communicating with the public and legitimisation of all processes (Van Der Waldt & Du Toit, 1997:111).

Hanekom, Rowland and Bain (1987:160) state the following about the duties of public servants, *“Those employed in the South African Public Service are supposed to devote their attention to the promotion of the general welfare, and not to their personal benefit. Public officials should also take into cognisance of the values of the society and its communities and not substitute their own value choices for those of the society, in other words, they should in all respect be publicly accountable for their actions”*.

The concept of Batho Pele has its roots in the private sector. Its emphasis is that citizens who are recipients of services should be treated as customers. This means that public service providers should consider citizens first before considering themselves and their needs. Nzimakwe & Mpehle (2012:284) infer that public service employees must give world-class service to recipients of those services by devoting their time, expertise, interest and knowledge to the betterment of recipients' lives.

The eight Batho Pele principles were developed to serve as an acceptable policy and legislative framework regarding service delivery in the public service. They are aligned with the constitutional values of:

- Promoting and maintaining high standards of professional ethics;
- Providing services impartially, fairly and without bias;
- Utilizing resources efficiently and effectively;
- Responding to people's needs; the citizens are encouraged to participate in policy making; and
- Rendering an accountable, transparent and development-oriented public administration.

Batho Pele principles which are discussed below are clearly a way of delivering basic services to communities by putting citizens at the centre of public service planning and operations. It is also a major departure from a dispensation which excluded the majority of South Africans from the governmental machinery (apartheid regime) to the one that seeks to include all citizens for the achievement of a better-life-for-all through services, products, and programs of a democratic dispensation. The framework sets out eight transformation priorities, amongst which Transforming Service Delivery is the key.

The White Paper outlines eight Batho Pele principles as follows:

CONSULTATION, citizens should be consulted about the level and quality of the service they receive. Consultation is a powerful instrument that enriches and enhances government policies to the people. There are different ways to consult citizens about services they receive, e.g. they can be consulted through interviews, public meetings (izimbizo). In case of this study, municipal councilors at Ilembe District Municipality should hold izimbizos, to keep people informed about developmental activities in their communities.

SERVICE STANDARDS, this principle reinforces the need for benchmarks to constantly measure the extent to which citizens are satisfied with the service or product they receive from departments. To achieve the goal of making South Africa globally competitive, standards should be benchmarked against those used internationally, taking into account

South Africa's current level of development. This principle is categorically stated in the mission statement of the iLembe District Municipality. The Municipality strives to be the "*International Destination of Choice*".

ACCESS, this principle suggests that all citizens are entitled to equal access to services. Such services may include inter alia housing, sanitation, electricity, education and health facilities etc. Multipurpose community centre should serve as tools to improve access for citizens. Chapter four of this thesis highlights the strides made by the iLembe District Municipality in ensuring that communities have equal access to the basic services.

COURTESY, to ensure professional ethics in the public sector, citizens should be treated with courtesy and consideration. It requires public officials to demonstrate professionalism and to treat citizens with respect. Furthermore, public officials must have continuous honest, transparent and communication with the citizens.

INFORMATION, as a requirement, available information about services should be at the point of delivery, but for users who are far from the point of delivery, other arrangements will be needed. In line with the definition of customers, managers and employees should regularly seek to make information about the organization, and all other service delivery related matters available to fellow staff members.

OPENESS AND TRANSPARECY, this principle suggests that the public should know more about the way national, provincial and local government institutions operate how they utilize resources and who is in charge. It further anticipates that the public will take advantage of this principle and make suggestions for improvement of service delivery mechanisms.

REDRESS, this principle suggests a need to identify quickly and accurately when services promised to the citizens are falling below the standards and to have mechanisms in place to remedy the situation. Furthermore it suggests that public officials are encouraged to welcome complaints as an opportunity to improve services.

VALUE FOR MONEY, public services should be provided economically and efficiently in order to give citizens the best possible value for money.

The aim of introducing these principles was not only to transform the culture of public service delivery, but also to prescribe citizens' service packages, set service standards that can be benchmarked against international standards, and to ensure that citizens are the central focus in service delivery, and therefore are put first. These principles need to be practiced at all levels of governments.

In terms of Batho Pele, government institutions must within the context of fiscal restrictions and competition, be oriented to ensure access to services for all South Africans. Section 195 of the Constitution of the Republic of South Africa (1996) stipulates that public administration must comply with several principles, amongst others the following:

- High standards of professional ethics must be promoted and maintained;
- Unbiased and fair services must be rendered on a reasonable basis and without prejudice;
- Resources must be utilised profitably, economically and efficiently;
- Attention must be given to the needs of the people;
- The public must be encouraged to take part in policy-making; and
- Public administration must be accountable, transparent and developmental.

The Constitution further gives citizens the right to institute actions against the government should they feel that their constitutional rights have been violated. This implies that all citizens must be supplied with information regarding local government to be able to take such actions. This information should include the following aspects:

- A mission statement for service delivery, together with service standards;
- The services to be delivered, to which group and at what cost;
- In line with the RDP, the principles of affordability and resource redistribution to previously under-supplied areas and groups;
- Service standards, outputs and targets, and performance indicators that can be measured against international standards;

- Mechanisms and structures for monitoring and evaluation, designed to measure programs and inform correctional actions where needed;
- Plans for provision of personnel, the development of human resources and the creation of organizational abilities to support service delivery;
- The re-assignment of human and other resources or administrative tasks to service delivery among disadvantaged groups and areas;
- Financial plans that are directly linked to service needs and personnel plans;
- Potential partnerships with the private sector, non-community organizations (CBOs) and non-governmental organizations (NGOs) to improve service delivery; and
- The development, in particular through training, of a culture of customer care and service delivery that is sensitive to race, gender and disability.

In addition, municipalities must not only achieve good governance objectives mentioned in the constitution, but should, in terms of the Local Government Municipal Structures Act (1998), annually review the following:

- The needs of the community;
 - Prioritising these needs;
 - Involving the community;
 - Organisational and delivery mechanisms for meeting the community's needs;
- and
- Overall performance in achieving objectives.

The aforementioned stipulations of the Local Government: Municipal Systems Act aim to propel municipalities towards the levels of excellence with regard to the provision of services and the facilitation of local democracy.

3.8 CHALLENGES OF BATHO PELE PRINCIPLES

While the Batho Pele framework portrays itself as a mechanism for building a public service that is client-centred, various scholars, academics and practitioners have identified some of the problematic areas.

- Nzimakwe and Mpehle (2012:284) view public servant's attitude in dealing with citizens as demoralising and portray public service negatively. They warn that their uncaring attitude may be a sign that public servants are overloaded and stressed, and therefore express their stress in their interaction with citizens.
- Mokgoro (2003:35) observes that the public service was lacking in skills necessary for the application of Batho Pele principles and that this framework is merely listing of principles, without any indication of implementation.
- Hemson (2007:61) note that the implementation of Batho Pele does not at present appear to be operating as a pro-poor instrument; quite the reverse.
- Khoza, et al (2011:22) argue that the principle of redress requires an effective approach to handling complaints. Staff should be encouraged to welcome complaints as an opportunity to identify and address problems and improve service delivery. The complaint system should be accessible in writing, face-to-face or by telephone.

These challenges are also affecting most municipalities in discharging their constitutional obligations of delivering services in an efficient and effective manner.

3.9 KEY LEGISLATION GOVERNING PUBLIC PARTICIPTION AND SERVICE DELIVERY

Public participation, as an essential element in promoting formal representative governance, human rights and local democracy is receiving increasing attention in the South African context. Chapter 10 of South African Constitution (RSA, 1996) is underpinned by principles of good governance which highlights the importance of public participation as an essential element for the enhanced and effective accountable governance. This highlights a need at a municipal level to establish channels and structures through which individuals and communities can exchange views and influence decision –making and legislative processes. For public participation to be well implemented, such structures must be guided by principles of openness, transparency, inclusivity, diversity, flexibility, accessibility, accountability and integration (Chenwi, 2008:1).

3.9.1 THE CONSTITUTION OF RSA (ACT 108 OF 1996)

The notion of public participation in all spheres of government is embedded in the South African Constitution and finds expression in various pieces of legislation. In terms of the local spheres of government the Constitution states:

SECTION 151 (1) (e)

Municipalities are obliged to encourage the involvement of communities and community organisations in local government. This obligation extends to the entire way in which a municipality operates and discharges its service delivery functions.

SECTION 152

The objects of local government are to encourage the involvement of communities and community organisations in the matters of local government.

SECTION 195 (e)

In terms of the basic values and principles governing public administration – people's needs must be responded to, and the public must be encouraged to participate in policy-making.

3.9.2 LOCAL GOVERNMENT MUNICIPAL STRUCTURES ACT 117 OF 1998

The notion of public participation became structured and institutionalized through the enactment of the Local Government Municipal Structures Act (1998) which endorsed the creation of municipal councils for which citizens may elect their own representatives (mayors and councils). Friedman (2004:30) contends that the Local Government Municipal Structures Act of 1998 (amended in 1999 and 2000) is clear about the need to legally streamline public participation by providing for the right to:

- Contribute to the decision making process of the municipality;
- Be informed of the decisions of the municipal council; and
- Disclosure of the state of affairs of the municipality.

In addition the Act requires that there be 'category A' municipalities, with a sub council or ward participatory system, and 'category B' municipalities, with a ward participatory system. It further states that the executive committee or executive mayor must annually report on the involvement of communities and community organisations in the affairs of the municipality. Section 19 (2) (c) of the Act further provides that a municipal council must annually review its processes for involving community.

The Ward Committee system is an important element for a genuine public participation process. The draft National Policy Framework for Public Participation provides for the establishment of a system of ward committees, hailing it as an "important and key feature of the new local government system" (DPLG, 2007:8). Ward committees are further regarded as vehicles for deepening local democracy and an instrument for establishing a vibrant and involved citizenry.

3.9.3 LOCAL GOVERNMENT MUNICIPAL SYSTEMS ACT 32 OF 2000

Section 57 of the Local Government Municipal Systems Act requires the municipality to develop a culture of municipal governance that complements formal representative government with a system of participatory governance. The act further defines the legal nature of a municipality as including the local community within the municipal area, working in partnerships with the municipality's political and administrative structures to provide for community participation.

In addition, the Local Government Municipal Systems Act is the most comprehensive piece of legislation on public participation at local government level which provides core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all.

Van der Walt, et al (2007:114) state that following the processes of developing a policy framework on performance management, the Local Government Municipal Systems Act makes provisions for the municipality to establish appropriate mechanisms, processes and procedures to enable the local community to participate in the affairs of the municipality,

and also for the receipt, processing and consideration of petitions and complaints lodged by members of the local community.

Chapter 4 (16) of the Local Government Municipal Systems Act states the requirements of public participation in local government as follows:

- The municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance;
- The municipality must encourage and create conditions for the community to participate in the affairs of the community, including the IDP, performance management system, monitoring and review of performance, preparations of budgets, and strategic decisions of municipal services;
- Contribute to building the capacity of the local community to participate in the affairs of the municipality. Councillors and municipal officials are expected to foster community participation; and
- A municipality, through appropriate mechanisms, processes and procedures must involve the local community in the development, implementation and review of the municipality's performance management system, and in particular, allow the community to participate in the setting of appropriate key performance indicators and performance targets of the municipality.

Within the framework of the Local Government Municipal Systems Act, municipalities establish the basis for a new developmental local government system, which is committed to working with citizens, groups and communities to provide for a decent quality of life and meet the social, economic and material needs of communities.

3.9.4 WHITE PAPER ON LOCAL GOVERNMENT (1998)

The White Paper on Local Government (1998) requires municipalities to play an active role at the following four levels:

- As voters - to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote;
- As citizens who express, via different stakeholder associations, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible;
- As consumers and end-users, who expect value-for-money, affordable services and courteous and responsive service and
- As organised partners involved in the mobilisation of resources for development via for profit businesses, non-governmental organisations and community-based institutions.

In addition, The White Paper (1998) suggests that municipalities should use the following mechanisms to ensure citizen participation in policy initiation and formulation:

- Forums to allow organized formations to initiate policies and/or influence policy formulations, and to participate in the monitoring and evaluation;
- Structured stakeholder involvement in council committees;
- Participatory budgeting initiatives aimed at linking community priorities to capital investment programmes; and
- Focus group participatory action research conducted in partnerships with NGOs and CBOs.

The current state of local government in South Africa reflects that despite good legislative imperatives for local government, most municipalities are still facing great challenges in promoting human rights and meeting human needs, addressing past backlogs and spatial distortions, and planning for a sustainable future.

3.9.5 LOCAL GOVERNMENT MUNICIPAL FINANCE MANAGEMENT ACT 56 OF 2003

The Local Government: Municipal Finance Management Act aims to restructure the budget and financial management operations in municipalities in order to enhance the capacity of

municipalities to deliver services to the citizens. It also enforces the principles of transparency, openness and accountability in financial matters of municipalities. This is done by establishing specific norms and standards relating to municipal financial management. The act also makes provision for the management of revenues, expenditures, assets and liabilities and the handling of municipalities' financial dealings.

Van der Waldt (2014:68) outlines the following as key principles of the Local Government Municipal Finance Management Act, namely:

- Sound financial management;
- A more strategic approach to budgeting and financial management;
- The modernisation of financial management;
- Co-operative government; and
- Sustainability.

The above principles are essential in ensuring that municipalities build a clean and responsive local government which succeeds in meeting basic needs of citizens.

3.10 THE ENVIRONMENT IN WHICH SERVICES ARE DELIVERED TO THE PUBLIC

The delivery of basic services is a central task of poverty alleviation. For poor people access to water, education, health care, shelter and personal security are among their highest priorities and expanding inclusive service delivery is critical to achieving Millennium Development Goals (Berry et al, 2002:7). Service delivery in South Africa is delivered and is influenced by a number of environmental forces which include among other things, cultural and social, political and legislative, technological and economic.

3.10.1 THE SOCIO-CULTURAL ENVIRONMENT

The different spheres of government exist to serve and meet the needs of communities in specific geographical jurisdictions. The types of services that are being delivered to a specific community are being influenced by the social and societal trends that take place in that area. Higgins and Vincze (1986:147) confirm that societal factors such as demographics,

population growth, age distribution, life expectancies, birth rate, gender composition employment and unemployment, educational levels and lifestyle changes are important in prioritising the services to be delivered to different communities.

Zubane (2011:11) states that the greatest influence on service delivery from the social point of view would be poverty, unemployment and illiteracy. These three factors would greatly impede the delivery of services as these would affect the citizen's ability to pay for services. The relationship between the citizens' inability to pay for services and the poor delivery of services is what Ackoff (cited in Dostal, Cloete and Jaros, 2005:9) refer to as "mess". This is the mutual effect that poor service deliveries, inability of citizens to pay for their services, poverty, illiteracy and unemployment have on each other.

Geographical location can also affect the delivery of services. The literature has shown that communities in rural areas are the most affected by poor service delivery. This is mainly caused by the lack of infrastructure and huge expenses incurred when bringing services to these communities.

Zubane (2011:13) states that the government needs to design new strategies to address the challenges posed by the people infected by HIV/AIDS. It should also be noted that the new dimension posed by this pandemic and the onus lies with the government through its administrative arm to become more proactive in designing strategies of dealing with this challenge.

HIV/AIDS is also a threat to the delivery of services and performance of public officials. The impact of the epidemic has therefore raised a number of concerns at the local sphere of government. A major area of concern is the high labour turnover due to HIV/AIDS related deaths. This case is serious if the rapid turnover leads to less or no experienced public official who drives the service delivery vehicle. This is also elaborated by McIntosh (2008:2) who notes that another area of concern is the effect of the pandemic on the competitiveness of enterprises in the production of quality goods and services. Losses in labour time and skills will reduce the quantity and quality of outputs produced. With regard to public service, this can directly affect the quality and pace of service delivery, leading to public dissatisfaction and ultimately public protests.

Burger (2009:3) believes that the primary reason for public protests, would appear, is dissatisfaction with the delivery of basic municipal services such as running water, electricity and toilets, especially in informal settlements. Unemployment (officially at around 23%), high levels of poverty, poor infrastructure, and the lack of houses add to the growing dissatisfaction in these and other poor communities. This comes in the wake of political promises during the election period that all or most of these issues will be addressed once the new government is in place.

The high rate of crime and corruption is one of the realities of the South African social environment. The most common criminal activities and which have a direct impact on South African service delivery include allegations of rampant corruption and nepotism within local government structures. Because of these criminal activities, most of service delivery projects did not see the light of the day. Zubane (2011:14) believes that for South Africa to grow and become part of the global community, cultural values, morals and beliefs should be strengthened. McIntosh (2008:13) observed that for successful implementation of service delivery projects the government should understand the following cultural factors:

- The role of men and women in society. This will give an indication of whether women can participate in decision making and in leadership positions;
- The society's religious beliefs and practices;
- Pace of life which provides an idea of the value given to time;
- The social liberalism or conservatism; and
- The language and insignia that are of importance to that society.

These aspects shape the communities goals, needs and aspirations. If these are not well implemented, service delivery will be highly affected and service delivery protests will be the order of the day.

3.10.2 THE TECHNOLOGICAL ENVIRONMENT

The technological factor plays a crucial role in service delivery in South Africa. The term 'technology' in some instances is misinterpreted to imply some sort of technological gadget or information and communication aspect of technology. Robbins (1980:176) defines technology as information, equipment and process, required to transform inputs such as

finances, human efforts into outputs like the removal of waste, provision of water and electricity. This view is further elaborated by Stilwell (cited in Bush: 2005: 4-5) who states that “Technology is the systematic application of knowledge or resources to produce goods or services. These resources can be physical such as raw materials and land, and human resources such as management and labour. From this conceptualisation, it can be concluded that technology is man’s efforts that are aimed at reducing poverty and misery thus improving the quality of life.

When the democratic government took over they realised the importance of technology, and this was coupled by the need to improve service delivery and also to deliver on its mandate of a better life for all. This is also observed by Zubane (2011:18) who states that there was a need for the government to reposition itself properly to take advantage of the benefits of technology. Korsten (2001:56) outlines the following attempts of the government to improve service delivery through technology:

- The former Department of Arts, Culture, Science and technology was split into two giving birth to the Department of Science and technology (DST). This department focuses on Science and technology matters;
- A separate ministry of science and technology was established. From 2004 this has become a separate entity from the Ministry of Arts, Culture and technology;
- The formation of the National Science and Technology forum in 1995;
- The tabling of the White Paper on Science and Technology, preparing for the 21st century in 1996;
- The establishment of the National Advisory Council on innovation (NACI) in 1997;
- The establishment of the Innovation Fund, which promotes research and development; and
- The establishment of National Research and Foresight programme in 1999 which provides services and grants to support research and postgraduate research training.

Major technological developments have been successfully implemented in the public sector in the past nineteen years (1994 – 2013), that were all aimed at increasing the pace of service delivery and the alignment with the Batho Pele principles. They are as follows:

- All government departments have abandoned the traditional methods of communication and now communication is through telephones, e-mails, faxes, the World Wide Web, and video conferencing;
- Technology is used for access control and security in all government departments;
- The electronic payments of salaries and the electronic salary advice system; and
- The electronic filing systems and data bases that can be easily accessed and reduce the waiting times particularly at the hospitals, clinics, police stations, revenue offices etc.

The Accelerated and Shared Growth Initiative of South Africa (ASgiSA) (2010) (cited in Zubane, 2011:18) observed that central to the definition of technology is the question of skill or human resources. It is stated that “for both the public infrastructure and the private investment programmes, the single greatest impediment is shortage of skills – including professional skills such as engineers and scientists, managers such as financial, personnel and project managers; and skilled technical employees such as artisans and IT technicians.

The government has introduced the various programmes to deal with the challenge of skills shortages in the public sector and to develop management capacity. These programmes includes, inter alia:

SITA (South African State Information Technology Agency) was established in 1999 to consolidate and coordinate the State’s information technology resources in order to achieve cost savings through scale, increase delivery capabilities and enhance interoperability. SITA is committed to leveraging Information Technology (IT) as a strategic resource for government, managing the IT procurement and delivery process to ensure that the Government gets value for money, and using IT to support the delivery of e-Government services to all citizens.

NSG (National School of Government) aims to develop officials across the public sector who are passionate, trained to perform, and committed to improving service delivery and development.

ABET (Adult Basic Education and Training) is the general conceptual foundation towards life-long learning and development, comprising knowledge, skills and attitudes required for social, economic and political participation and transformation applicable to a range of contexts.

SINGLE PUBLIC SERVICE - ensures that government services are easily and simply accessed.

BATHO PELE - the Batho Pele principles were developed to guide government employees in their work with the public.

DISASTER MANAGEMENT - The National Disaster Management Centre ensures integrated institutional capacity for disaster risk management.

CENTRE FOR PUBLIC SERVICE INNOVATION - it aims to nurture innovation in the public sector.

From the above discussion, it is evident that the government is committed to improve skills and technological expertise in the public service. For the public sector to be able to benefit from these changes in technology it needs to embrace technology and forge strong partnerships with the private sector. Public-Private Partnerships have proved to be beneficial as the public sector continues to learn from the private sector initiatives; as most expertise lies with them.

3.10.3 THE ECONOMIC ENVIRONMENT

The economic environment plays a crucial role in the South African context of service delivery. Prefontaine, et al (2000:12) outlines the following factors of the economic environment that are worth noting because of their impact on service delivery:

- Employment and unemployment rates;
- Gross national products trends, growth rate and inflation rates;
- Debt ratio and capital structure;

- Money supply and wage or price controls; and
- Interest rates, employment trends and inflation

The South African new democratic dispensation brought with it the recognition of the link between the economy, the efficient use of resources and service delivery. However, there was a need to do away with lengthy and bureaucratic procedures and processes which were not designed for a customer oriented public service, expenditure controls which focused on inputs and did not take value for money into account and the rule driven approach. The need to change warranted passing new pieces of legislation that were aimed at transforming the economic environment, introduced customer oriented legislation and thus improve service delivery.

Coupled with the White Paper on the Transformation of the Public Service Delivery (1997) the following pieces of legislation were passed:

3.10.3.1 THE PUBLIC FINANCE MANAGEMENT ACT 1 OF 1999

Thornhill (2012:192) is of the view that just as the person cannot initiate a business undertaking without money, a public institution also cannot initiate any work without money.

The Public Finance Management Act (PFMA), 1999 (Act No. 1 of 1999) (as amended by Act No. 29 of 1999) is the most vital piece of legislation promulgated by the first democratic government in South Africa. The Act encourages the objective of good financial governance in order to increase capacity in service delivery through the effective and efficient use of the scarce financial resources.

The main elements of the Act may be summarized follows:

- Transforms the system of financial management in the public sector domain;
- Encourages public sector managers to manage, but at the same time be held more accountable for their financial expenditure;
- Enhances the timely provision of quality information dissemination; and

- Ameliorates the use of public funds through the elimination of corruption activities.

The Act came into operation with effect from 1 April 2000, and it gives rise to sub-sections 213 and 215 to 219 of The Constitution of the Republic of South Africa of 1996 for the national and provincial layers of the State. The above mentioned sub-sections (213 and 215 to 219) necessitate legislation to establish a national treasury, to introduce the common treasury norms and standards, to advocate measures to ensure transparency and openness in expenditure control in all layers of government, and to set the operational procedures for borrowing, guarantees, procurement and oversight over the various national and provincial revenue funds.

Crouse (2002:62) is of the view that the PFMA, 1999 adopts an approach to financial management that focuses on outputs and responsibilities, rather than the rule-driven approach used by the apartheid regimes. This Act promotes accountability, openness and transparency and serves as fertile ground for efficient and effective service delivery processes.

Zubane (2011:20) states that the Public Finance Management Act and the Treasury Regulations at the National and Provincial levels regulates the Private-Public Partnerships – which are considered to be vehicles of service delivery. At the local (municipal) level these collaborations are governed by the Municipal Finance Management Act (MFMA, 2003), the Municipal Systems Act (2003) and the Municipal Public-Private Partnership Regulations.

Visser and Erasmus (2002:128) outline provisions of the PFMA as follows:

- Establishment of the National Treasury (Section5);
- Functions and powers of the National Treasury (Section6);
- Banking, Cash Management and Investment Framework (Section7);
- Control of the National Revenue Fund (Section 11); and
- Deposits and withdrawals by South African Revenue Services into and from Funds (section 12).

3.10.3.2 THE DIVISION OF REVENUE BILL

The collection of revenues plays an important role in improving service delivery. This Act makes provision for the equitable and fair collection of revenue from the public in the form of tax.

Revenue collection is the major source of financial resources for the South African Government. The collection of revenue is grounded on Value Added Tax (VAT) and is also affected through several streams namely, customs, personal tax, capital gains tax and company tax.

3.10.3.3 THE DIVISION OF REVENUE ACT (Act No. 10 of 2014)

The Division of Revenue Act makes provision for:

- The equitable division of revenue raised nationally among the national, provincial and local spheres of government;
- The promotion of better coordination between policy, planning, budget preparation and execution processes between and within the different spheres of government;
- The promotion of predictability and certainty in respect of all allocations to provinces and municipalities in order that such government may plan their budget over multi year period;
- The promotion of transparency and equity in the resource allocation process; and
- The promotion of accountability by ensuring that all allocations are reflected on the budgets of receiving provinces and municipalities.

In addition to these pieces of legislation, South Africa has a diverse range of agencies in place to strengthen the arms of government in enhancing service delivery. These include statutory bodies such as Financial and Fiscal Commission (FFC), Auditor –General, State Tender Board, Public Protector, President’s Co-ordinating Council, interdepartmental forums, intergovernmental forums, COGTA, National Council of Provinces (NCOP) and Ministerial forums.

The relationship between poor service delivery and the economy of the country has been a subject of much debate since the beginning of service delivery protests in 2008. In some instances poor service delivery is attributed to the country's unstable economy. A different school of thought may attribute poor service delivery to the government's funding model, whilst the other may put the blame on the skills and expertise of the public servants.

3.11 STRATEGIES FOR EFFECTIVE SERVICE DELIVERY IN SOUTH AFRICA

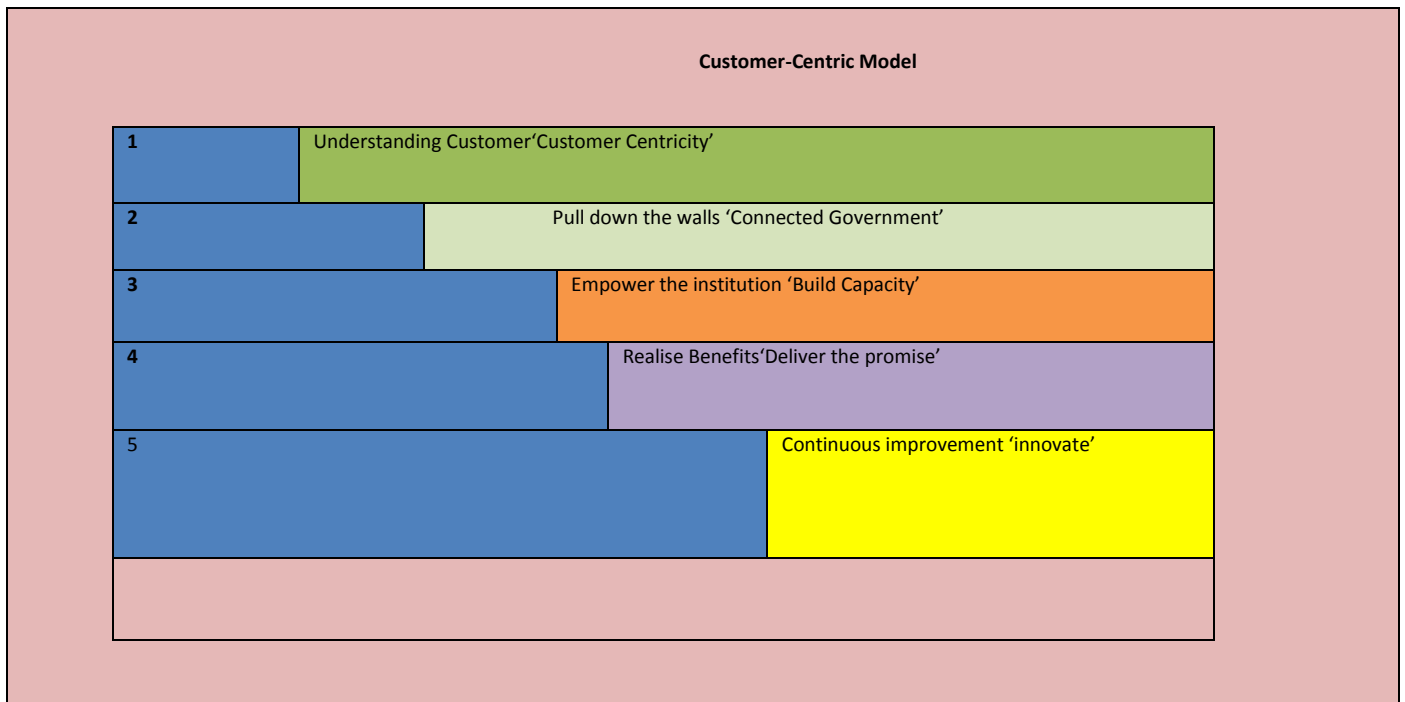
The following strategies have been adopted to enhance service delivery:

3.11.1 THE SOUTH AFRICAN SERVICE DELIVERY MODEL

Currently, there are various strategies which have been introduced in the South African Public Service Sector which demonstrates how public service delivery models can be established. Most of these models are merging the complementary competencies and cultures which are predominantly used in the public and private sectors. The effective use of technology can also be key mechanisms in this process. Oosterom et al, (2011:4) developed a *Customer-Centric Models* of public sector organisations which calls for customer insight and take into cognisance customers' needs (both demographic and attitudinal), in an inclusive or holistic manner. It also differentiates means and ends by focusing on quality customer experiences and quantifiable outputs. The Oosterom et al, (2011) model is based on five key strategic enablers.

3.11.2 THE CUSTOMER CENTRIC MODEL

FIGURE 8: THE CUSTOMER CENTRIC MODEL



(Source: Oosterom et al, 2011)

3.11.2.1 THE IMPORTANCE OF UNDERSTANDING CUSTOMERS – ‘CUSTOMER CENTRED APPROACH

For public sector, the provision of services to the satisfaction of ‘customers’ or communities has become an obstacle. This is evident with the increasing number of service delivery protests in most municipalities. Oosterom et al, (2011:29) outlines a number of significant challenges which need to be addressed for the public sector to render effective and efficient service delivery. Amongst other things, they observe the diversity issue which must be addressed to understand the unique characteristics and channel preferences of individual customers and the cost involved in the delivery of these services. The customer- centred approach also needs to consider the roles of public sector organisations that have to be integrated as part of the quest for enhanced service delivery. Oosterom et al, (2011) also observes that one of the necessities for any customer-centric strategy is customer acumen. In-depth knowledge about the customer can be drawn from various sources of information, for example demographic, behavioural, cultural backgrounds, and attitudinal. Once

assembled, this information is built into a comprehensive 'big picture' of customer segments, providing a foundation for the formation of multiple service delivery channels.

Other essential elements in a customer centric strategy embraces the setting of service values that customer-oriented measures, the creation and empowerment of 'customer' champions' at different levels in the organisation and the implementation of processes which ensure that customer insight becomes the driver for continuous progress in service delivery. This encourages the creation of multiple delivery channels.

3.11.2.2 THE ROLE OF CONNECTED GOVERNMENT

Public and private sector institutions have hierarchical structures or arrangements within which autonomous vertical structures are a common feature, required for administrative purposes. Oosterom et al, (2011) comments that the key elements involved in the drive to build connected government that will take account of building visible leadership at a strategic level, setting mutual goals (service standards) for connected government, focusing on the front end (where basic services are actually provided for the benefit of customers).

3.11.2.3 THE NEED TO BUILD CAPACITY

Delivering quality public services involves a multi-level transformation. This call for the change on the way public sector institutions rationalise and act, how they assess their roles, how they share information between agencies with businesses and with their customers. Oosterom et al, (2011) outlines five elements which facilitates the process of building capacity:

- **Strategy** (performance enhancement and reform, supported by technology);
- **Leadership** (acquiring the understanding and support of top-level leadership);
- **Organisational design** (Establishing empowered institutions responsible for a pan-government focus on customer-centricity and connected government);

- **People/capacity/training** (concentrating on the internal capacity-building that is needed to manage the transformation, managing talent and training public-sector agents to respond to ever changing customer needs), and
- **Culture** (change management techniques throughout the organisation is the critical factor to a successful customer-centric strategy).

3.11.2.4 THE NEED TO DELIVER ON THE PROMISE

To need to deliver on customer promise, the general objective of public service delivery must be clearly articulated. These are quality of service (the accessibility, timeliness and quality of service levels); cost of service (the drive towards the realisation of value for money); and customer segmentation (the need for different service paths and service offerings based on broad customer insight). According to Oosterom et al, (2011) the first step towards delivering on the promise is to clearly outline the role of public sector institutions – whether this be policy maker, regulator or service delivery agent. The strategic evaluation of how technology will help to meet overall goals is necessary, with e-Government being acknowledged as an increasingly essential medium for service delivery.

3.11.2.5 THE RATIONALE FOR INNOVATION IN SERVICE DELIVERY

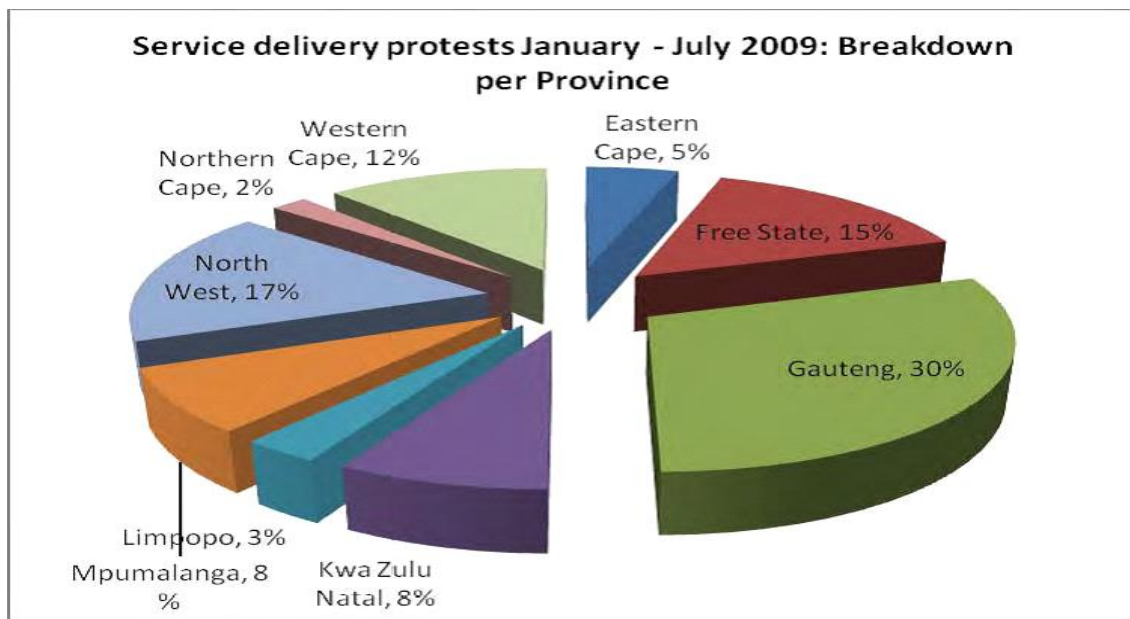
Innovation and constant improvements in service delivery are essential to the sustainability of public sector transformation. However, some public sector institutions have resisted the concept of innovation, believing that it is more relevant to the private and business sectors, and furthermore, there has been an observation that, because the public sector was not operating in the same competitive and economic environment, it was therefore not subject to the bottom-line criteria for success or failure which drive private sector innovation (Oosterom et al, 2011). With this clearly no longer the case, public sector institutions need to apply best practices from other institutions (in both private and public sectors). This will help them to achieve the mandate of innovation-which will lead to enhanced service delivery.

3.12 CRITICAL CHALLENGES OF SERVICE DELIVERY IN SOUTH AFRICAN MUNICIPALITIES

The advent of democracy in 1994 brought with it not only the necessary political transformation but also the institutional reforms that were vital for dealing with the socioeconomic and developmental challenges in South Africa. All these changes were part of an overall process of democratic transformation that provided the necessary political inclination at the highest levels of government to prioritise delivery of basic services to previously under-serviced communities in South Africa. Despite this enormous effort put into service delivery, the context of service delivery at iLembe District Municipality and other municipalities in South Africa remains a colossal challenge and currently, the local government sector can be described as being chaotic and portrays a consistent and troubling picture: that municipalities are unable to deliver services as required, further to this view, with the recent service delivery protests, it becomes evident that the huge investment in development is having less impact than expected. It should also be noted that these protests are primarily motivated by the problem of poor communication with communities (see for example good governance survey reports 2007, 2011). There seems to be agreement among development practitioners and social activists that these protests have not only been about the provision of services particularly housing, water taps and ablution facilities, but many of the protests were about failure of local governments to engage ordinary people in political processes. Botes et al (2007:4) also argue that, “in all case studies of service delivery, there is evidence of poor communication with communities. In fact, institutional lack of transparency is arguably the single most important reasons for the protests”. These include the brutal death of Andries Tatane, who has become a ‘symbol of the new resistance who died because the government failed to deliver (Managa, 2012:2).

Managa (2012:2) further states that “there is a strong belief that service delivery protests are aggravated by a lack of accountability of officials as well as the lack public participation in choosing the councillors that will represent their voices”. The figure below illustrates the trends in protests over the last six years, clearly signifying the escalating loss of confidence in governance as expressed during 2009.

FIGURE 9: SERVICE DELIVERY PROTESTS IN SOUTH AFRICA



(Source: COGTA, 2013)

3.13 FACTORS UNDERMINING GOVERNMENT'S ABILITY TO PROVIDE EFFICIENT SERVICE DELIVERY

While South African municipalities experience the challenge of service delivery, there are instances where the government through its local structures has managed to deliver quality services at the right time. Nyamukachi (2009:52) outlines three ways in which government failure to deliver services can be interpreted:

- Inability to achieve the goals that government has planned and budgeted for;
- Failure to deliver on unplanned and unbudgeted goals; this becomes difficult to achieve as government's plans are linked to the budget. If not planned for, it means it is not budgeted for and therefore it will not be realised during that time. This however, reflects on the government's planning process and the level of community involvement;
- Inability to render quality service. This is evident by the number of poor quality RDP houses, the number of clinics that are not properly equipped and the quality of roads that are constructed.

There are various factors that either cause or contribute to poor service delivery. This co-causation is referred to as co-producing factors. (Dostal, 2005:8). Dostal further explains that problems are co-produced by a variety of factors and that there is never a single cause of a problem. This seeks to explain that factors that determine service delivery are diverse and cannot be exhausted in this study. However, the study examines the two major co-producing factors namely lack of institutional capacity and political interference on matters of service delivery.

3.13.1 LACK OF INSTITUTIONAL CAPACITY

Lack of expertise has left many municipalities inadequately staffed, resulting in deteriorating service delivery and leaving many communities with inadequate services. Managa (2012:3) mentions the lack of skills in the public service as the most serious challenge affecting the provision of services. Managa further state that skills shortage has resulted in overwhelming service-delivery backlogs that have prevented the government from addressing the problem effectively and efficiently. Oberholzer (2012) states that local government is in distress and that a comprehensive turnaround is needed. Crises at local government level are mainly exacerbated by huge service delivery backlogs, leadership and governance failures, corruption and fraud, poor financial management, insufficient capacity due to a lack of scarce skills, high vacancy rates, poor performance management and inadequate training. Cadre deployment without adequate assessment of skills during this process has further intensified the problem. Oberholzer (2012) also commented on the systemic under investment in people, the lack of technical, management and leadership skills and the need to also improve the skills of the political leadership of municipalities, the lack of defined minimum competencies for critical positions, and the impact of undue political interference in management decisions. .Although some municipalities lack adequate funds to carry out their constitutional mandate to improve service delivery, some resort to under spending the allocated funds due to a lack of leadership skills.

The shortage of skills is more prevalent in project management, financial management, engineering and medical fields. It should also be taken into cognisance that the highly skilled, qualified and experienced personnel are over concentrated in the urban areas, which leaves rural communities with limited or no skilled and qualified personnel.

Nyamukachi (2004:52) observes that in some instances, the challenge is not the unavailability of expert knowledge or skill but the issue is how this expertise is managed. The reality in almost all departments is that there is a lack of managerial expertise and skill. The managerial cadre that exists in state departments is either under qualified for their current positions, or their expertise lies elsewhere in other managerial landscape or manage areas where they have little or no expert knowledge.

The government has introduced various programmes to deal with the challenge of skills shortages in the public sector and to develop management capacity. These programmes include, inter alia, the Sector Education and Training Authority (SETA), and the programmes offered by the National School of Government.

3.13.2 GROWING POLITICAL INTERFERENCE

McLennan and Munslow (2009:19) argue that public service delivery is highly politicised in South Africa because it represents some of the contradictions of the transition from apartheid to democracy. On one hand, it is a continuing crisis as the damaging effects of apartheid disrupt the government's ability to grow the economy, compete globally and meet local demands. On the other hand, it is a redistributive route to development for those previously denied the right of citizenship, education and employment. The appointment of party office bearers to municipal administrative positions is in many instances the common kind of improper political interference in municipal affairs and which affects service delivery. In 2009, the Community Law Centre conducted research to examine the effects of this on service delivery. The research proved that the appointment of politicians into municipal administrations happens frequently. In one municipality, for instance, the sub regional secretary of a party was appointed as a director in the speaker's office. In another municipality a regional party secretary held a director's position. Positions below section 57 appointments (such as deputy directors) are also sometimes held by party office bearers. Nyamukachi (2009:357) describe the following as political interference in service delivery:

- Political heads of departments instructing accounting officers to take decisions that are in contravention of the legislative prescripts. This usually involves tender allocation and/appointments of certain individuals in certain strategic positions.

These practices serve as breeding grounds for incompetence and sub-standard services. Individuals or companies without the required expertise spend more time and money trying to learn or acquire the necessary expertise whilst the public remain without the necessary services.

- Political principals converting the ministerial support services into a parallel administration competing with the main departments. This leads to civil servants receiving instructions from two centres. Valuable time and resources are wasted dealing with internal conflicts at the expense of service delivery.

3.14 PUBLIC PARTICIPATION AS MECHANISM FOR SERVICE DELIVERY

Public participation as a concept has been defined differently by various authors. Pring and Noel (2002:9) define public participation as an all-encompassing label used to describe various mechanisms that individuals or groups may use to communicate their views on a public issue. For Davids, Theron and Maphunye (2005:111) public participation is a new buzzword, which got its popularity from a growing recognition of the need to involve stakeholders in development interventions. The authors further argue that the international rationale for the promotion of public participation and partnerships (that is, integrated Development Planning (IDP), Public-Private Partnerships (PPPs'), and Local Economic Development (LED) in South Africa) rests on the belief that if the public participate in development programmes, then these programmes will be seen as legitimate. This belief is further supported by Chambers (1997:1) and Korten (1997: 13) that if stakeholders are included in decision making, they will become self-reliant.

Ambert (2000:28) provides a different dimension of the notion of public participation. He argues that the reality is that the positive view of participation also corresponds to a different vision of development and participation. The one sees development as a process in which the public remain the recipients of resources allocated in a top-down blueprint fashion. The alternative view argues that through participation, the public are enabled to

determine and control the allocation of development resources, not merely influence its direction.

The Manila Declaration (1989) formulated four public participation principles which it regarded as basic to people-centred development. In these principles, it declared that:

- Sovereignty resides with the people , the real actors of positive change;
- The legitimate goal of government is to enable the people to set and pursue their own agenda;
- To exercise their sovereignty and assume responsibility for the development of themselves and their communities, the people must control their own resources, have access to relevant information and have the means to hold the officials of government accountable; and
- Those who would assist the people with their development must recognize that it is they who are participating in support of the people's agenda, not the reverse.

White (1992:81) reiterates that public participation is an active involvement and engagement of the local community in the decision-making concerning development projects or their implementation. In development planning and implementation, people as citizens and consumers of the services are the most valuable resource, since they know and understand their needs and how such needs can be met. This definition is further supported by the United Nations Department of Economic and Social Affairs (UNDESA) which further highlights that in public participation, people themselves are afforded an opportunity to improve their living conditions, with as much reliance as possible on their own initiatives.

Davids (2008:87) contends that In the South African context, public participation is viewed as an open and accountable process through which individuals and groups within selected communities can exchange views and influence decision-making processes. This definition is in line with one of the principles of public administration of the Republic of South Africa as encapsulated in Chapter 10, stating that people's needs must be responded to and the public must be encouraged to participate in policy making. Nyalunga (2006:1) warns that public participation should not be construed as only limited to service delivery issues. He

further argues that by definition, the term public participation is not confined to issues pertaining to service delivery as it concerns development, policy formulation and it is also about maintaining good order at the local government level.

The notion and practicality of public participation is further strengthened by its core values which are outlined by Davids, et al (2005:112) as follows:

- The public should have a say in decisions about actions that affect their lives;
- Public participation includes the promise that the public's contribution will influence the decision;
- The public participation process communicates the interest and meets the process needs for all participants;
- The public participation process seeks out and facilitates the involvement of those potentially affected;
- The public participation process involves participants in defining how they participate;
- The public participation process communicates to participants how their input affected the decision; and
- The public participation process provides participants with the information they need to participate in a meaningful way.

In a nutshell, public participation is an important ingredient for good governance and quality service delivery. Moreover, public participation is a constitutional matter, going beyond granting the right to vote. The report of the Public Service Commission - PSC (2008) on the assessment of public participation practices in the Public Service states that the notion of public participation is an important pillar for building and sustaining democracy throughout the world because it creates a platform for critical engagement between citizens and the government.

In essence public participation is a political rights afforded to all citizens of South Africa. Williams (2009:103) states that public participation is often driven by socio-economic goals

that seek to ensure a better life for all, especially for those who have been historically marginalized during the apartheid regimes in South Africa. Williams, goes on to asserts that the direct involvement of ordinary people in design, implementation and evaluation of planning, governance and overall development programme at local or grassroots level, has become an integral part of the democratic exercise in recent years.

Sisks et al (2001) cited by Nyalunga (2006:1) states that participation is intrinsic to the core meaning of democracy. The concept became relevant with the advent of democracy in 1994 to correct the imbalances of the past. Nyalunga (2006:1) highlights circumstances under the apartheid legacy which gave rise to the implementation of public participation policies. He states that the previous government created race-based municipalities to facilitate and regulate the suppression of participation by African, Indian and Coloured communities. Under apartheid, the bulk of power resided at the centre with local government being the lowest tier within a strict hierarchical structure. This view is further articulated by Naude (2001:38) who states that under the apartheid government the local government system was structured to advance the agenda of racial segregation and social exclusion. According to Williams (2000:109), in terms of community participation, South African history reflects very little opportunity for community participation primarily because local government in South Africa had until the early 1990s no constitutional safeguard, as it was perceived as a structural extension of the state and a function of the provincial government.

3.15 CIVIC ENGAGEMENT

Civic engagement refers to working towards making differences in civic life by developing capacity, knowledge, skills and values. Malik and Wagle (2002: 3) state that civic engagement is a more specific term than public participation, with an emphasis on civic objectives and concerns. For Korten (1988:3) civic engagement is an issue of governance. He states that if sovereignty resides ultimately in the citizenry, engagement is about the right to define the public goods and to determine the policies by which they seek that goods.

Malik and Wagle (2002: 6) argue that the term civic engagement has been in frequent use since the early 1960s in the narrower arena of people's engagement in small projects. It is,

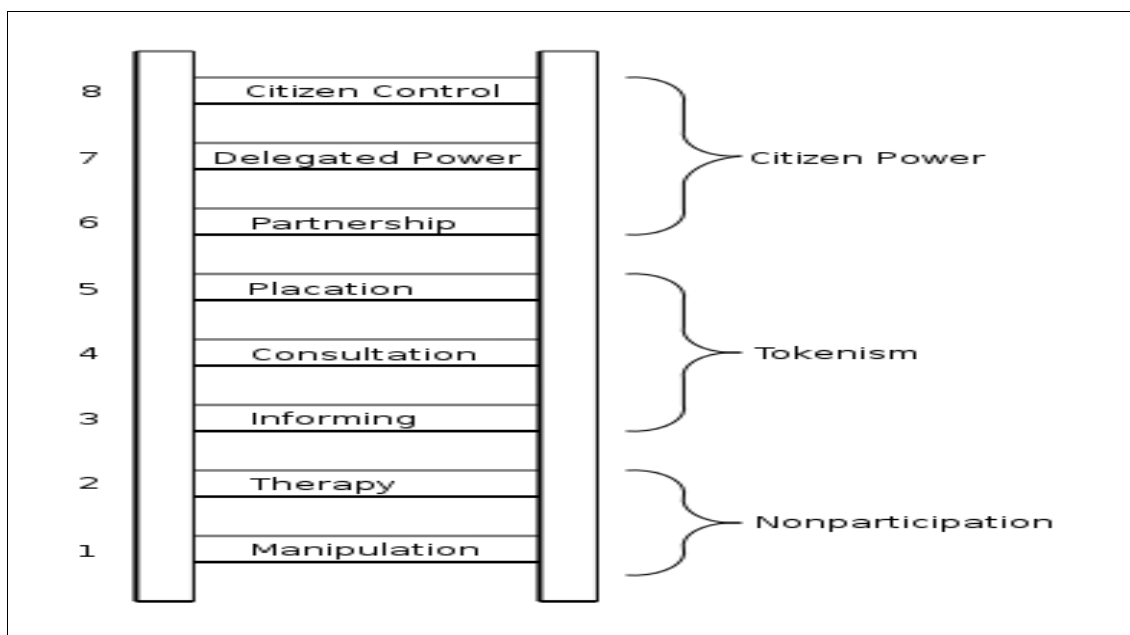
however, only in recent years that civic engagement has received much academic attention as an important developmental theme. They further argue that, following the gradual replacement of the coercive socialist order by the democratic regimes in many countries around the world, together with the heightened quest for new ways to achieve a sustained rise in standards of living for the world’s poor, civic engagement has been discovered as an instrument that can be used both to consolidate democratic systems of governance and to strengthen the global project of development. The fundamental premise of this argument is that the people, particularly the poor, have the right to be part of events and processes that shape their lives.

3.16 TECHNIQUES AND TYPES OF PUBLIC PARTICIPATION

3.16.1 ARNSTEIN’S LADDER OF CITIZEN PARTICIPATION

The most relevant technique of public participation which has received considerable academic attention was developed by Arnstein (1969:217). It stems from the explicit recognition that there are different levels of participation, from therapy or manipulation of citizens, through to consultation and to what might be viewed as genuine participation – the one which ought to have elements for effective and efficient service delivery.

FIGURE 10: ARNSTEIN’S LADDER OF CITIZEN PARTICIPATION



Source: Arnstein (1969)

The fundamental point in Arnstein's ladder of participation is that participation without redistribution of power is an empty frustrating process for the powerless, which will definitely result in the unequal distribution of resources to communities while at the same time power holders claim that all sides are considered in decision making. Arnstein's ladder of participation is also an instrument of power structures in society and how they interact. Specifically it is a guide to seeing who has power when important decisions are being made (Arnstein, 1969: 216).

3.16.2 THE ILLUSTRATION OF ARNSTEIN'S LADDER OF CITIZEN PARTICIPATION

MANIPULATION: the bottom rung of the ladder of public participation which is referred to "*Manipulation and Therapy*" are non-participative. The aim of this level is to cure or educate the participants. Instead of genuine citizen participation, the bottom rung signifies the distortion of participation into a public relations vehicle by power holders. The objective of this level is not to enable people to participate in decision making processes, but to enable power holders to mobilize genuine citizen participation (Arnstein, 1969).

INFORMING: citizens of their rights, responsibilities and options can be regarded as a first step towards legitimate citizen participation. However, too frequently the emphasis is placed on a one-way flow of information from officials to citizens, with no channel provided for feedback and no rights for negotiations, under these circumstances, especially when is provided at a later stage in planning, people have few opportunities to influence programmes designed for their benefit. The most frequent tools used for such a one-way communication strategy includes newspapers, pamphlets and posters (Arnsten, 1968:278).

CONSULTATION: inviting citizens' opinions, like informing them, can be a legitimate step towards their full participation. But if consulting them is not combined with other modes of participation, this rung of the ladder is still a sham since it offers no assurance that citizen concerns and ideas will be taken into account. The most frequent method used for consulting people is attitude surveys, neighborhood meetings and public hearings. (Arnstein, 1969:278).

PLACATION: at this rung of the ladder, people begin to have some degree of influence although tokenism is still apparent. An example of placation strategy is to place a few hand-picked poor people on community structures of public bodies. If they are not accountable to a constituency in the community or if the traditional power elite hold the majority of seats, the poor can be easily outvoted (Arnstein, 1969).

PARTNERSHIPS: at this rung of the ladder, power is in fact redistributed through negotiations between citizens and power holders. They agree to share planning and decision-making responsibilities through such structures as joint policy boards, planning committees and mechanisms for resolving impasses. Partnership can work most effectively when there is an organized power-base in the community to which the citizen leaders are accountable (Arnstein, 1969).

DELEGATION POWER: negotiations between citizens and public officials can result in citizen achieving dominant decision-making authority over a particular plan or programme. At this level the ladder of participation is arranged in a way that allows citizens to exercise powers and control over community issues.

CITIZEN CONTROL: at this final rung of the ladder poor people handle the entire responsibility of policy making and managing community programmes.

3.17 THE BENCHMARKS ON THE TRAJECTORY OF SOUTH AFRICAN DEMOCRACY, 1994 - 2013

The period from 1994 to 2013 is one of substantial importance in the development and consolidation of Democracy in South Africa. Thus far it witnessed the setting of the foundations of electoral and constitutional democracy and entrenchment of the principles of public participation or civic engagement.

According to [http://the-presidency.gov.za/docs/reports/15 year review](http://the-presidency.gov.za/docs/reports/15-year-review), the period from 1994 to 2013 also witnessed the tentative establishment of participatory spaces that facilitate and enhance the operations of both electoral processes and the institutions of

democracy, and give substance to the participatory-developmental axis of South African Democracy.

The period as a whole was characterized by a series of overlapping benchmarks that illuminate the potential deepening of participatory democracy in South Africa. The 1994 point of departure was through the interim constitution of 1993, followed by the final constitution in 1996. Robison (1996:18) argues that the successive constitutions offered the fundamentals of liberal democracy and instituted principles that requires and facilitate participation in democracy. Electoral processes and their institutionalization emerged as paramount in the constitutional base. The two constitutions offered the hope of continuous evolution of democracy. This was evident with the 1996 constitution which offered citizens a range of rights to political principles such as equality, human dignity and freedom of expression.

Many dimensions of public participation were further elaborated through the 1998-2000 local government legislation, which stipulated interfaces between communities and their elected representatives – including through the mechanisms of Ward Committees, izimbizo projects, Community Development Workers (CDWs), Legislatures and Public Representatives, Stakeholder Bodies, Community Liaison Officials, Media etc. These public participation structures are discussed in detail in this chapter.

3.18 CONCLUSION

This chapter has demonstrated that the transition to a democratic dispensation in 1994 marked the culmination of the establishment of a democratic local government dispensation, which has been preceded by the promulgation of a number of legislative imperatives for service delivery. To this end, municipalities continue to create a democratic and accountable government. However, in most municipalities the progress in achieving the delivery of services has been limited. This chapter has identified a number of challenges facing local government - ranging from insufficient skills and capacity within municipalities to facilitate transformations to a lack of sufficient dedicated funding for the required interventions. The chapter has also explored the application of public administration

theories in the provision of services. The shift from a classical public administration approach to New Public Management has been discussed, particularly, its emphasis on cost effectiveness, accountability and transparency. In addition, the chapter has reviewed the role of the White Paper on the Transformation of Public Service Delivery (Batho Pele) which was introduced in 1998 to correct social imbalances created during the apartheid era and to strive for excellence in service delivery.

In a *bona fide* democracy, citizens should have the right to use channels they regard as the most appropriate sites for raising citizens' concerns. Rather than being *straightjacketed* into ward committees and IDP forums, citizens should have a right to choose their own ways of engaging government, provided they act within the ambit of the law. In other words, the measure of a genuine democracy is therefore not just the complexity of its regulatory framework for citizen's participation but the extent to which it is able to accommodate independent initiatives by civil society for engagement.

CHAPTER FOUR

REVIEW OF PUBLIC PARTICIPATION AND SERVICE DELIVERY IN ILEMBE DISTRICT MUNICIPALITY

4.1 INTRODUCTION

In their capacity as the third and lowest sphere of government and the one that functions closest to local municipalities, municipal governments are described as comprising the sphere of government that is tasked mainly with the development and provision of services to communities. It is in this light that some writers have commented that if a municipality cannot or does not perform its service delivery obligations, it should forfeit its right to exist. This philosophy is strongly entrenched in the constitutional framework that has been devised for local government. Although all municipalities are constitutionally tasked with providing sustainable and quality services, such realism is not as easy as it may seem. This is evident with the recent wave of public service delivery protests which dominates most of the South African municipalities. There are many aspects that must be integrated with one another before a municipality can succeed in this mammoth task. For example, the aspect of public participation in matters of service delivery can promote social cohesion between government and the citizens, particularly in the provision of quality and sustainable services. This chapter provides a broad perspective of service delivery and public participation at iLembe District Municipality and explores municipal compliance with the legislative framework when providing services.

4.2 ILEMBE DISTRICT IN CONTEXT AND KEY ISSUES

The population of iLembe District Municipality is approximately 606 809 and extends over an area of approximately 1,455km² and accommodates four local municipalities, KwaDukuza in the east, Ndwedwe and Maphumulo in the west and Mandeni in the North. It is regarded as the smallest of the KwaZulu Natal's District municipalities. It was named after the great King of the Zulu Nation, King Shaka who lived in the area. The majority of the rural inland areas are tribal authority areas, characterized by subsistence farming. The harsh landscape conditions make the delivery of infrastructure, notably roads, water, sanitation and electricity a challenge. (Project Consolidate, 2005:15). Residents are mostly poor, and official census documentation reflects that 96% of the population is from a previously

disadvantaged background. Employment levels remain low at about 39%. It is also characterized by acute poverty. The IDP Document (2007:1) states that, "To be born in the iLembe District of Kwa Zulu-Natal Region of South Africa is to begin a life in a seemingly unbreakable cycle of poverty, hunger, sickness and unemployment". Access to the provision of municipal services in iLembe District is also lower than the provincial average.

The district is made up of thirty five Traditional Authority areas where settlement is controlled by Traditional Authorities through the traditional land tenure system. These TAs areas cover approximately 63% of the total area where the State and Ingonyama Trust own the majority of land within Maphumulo Municipality, 69% of Indwedwe Municipality and 49% of Mandeni Municipality.

Areas of urbanisation in the district comprise of KwaDukuza/Stanger, Mandeni, the Dolphin Coast and Nkwazi. Land use within these areas are typically urban mixed with high levels of infrastructural and service development and an adequate provision of social facilities and services to support the resident populations. Industrial development is concentrated in KwaDukuza, Isithebe and Darnall, most notably the Gledhow and Darnall sugar milling operations at Stanger and the Sappi Paper mills at Mandeni.

Informal settlements with limited facilities or infrastructural services occur on the periphery of the developed areas and within the towns of iLembe. Village centres such as Maphumulo and Ndwedwe in the west and Nyoni and Mbizimbelwa in the north comprise commercial and service development in the rural areas. They largely exist in association with a magistrate's court, clinic, pension pay point, health, education and welfare office or similar state service. Wholesale commercial activities have expanded and these villages have emerged as supply centres and transportation hubs to the remote rural areas of iLembe.

4.3 DEMOGRAPHIC REALITIES OF ILEMBE DISTRICT MUNICIPALITY

The Department of Cooperative Governance and Traditional Affairs has advised that the 2001 Census be used as the official demographic resource. The 2011 population estimate for the iLembe District is 606 809 people living in 157 692 households.

FIGURE 11: THE DEMOGRAPHIC REALITIES OF ILEMBE DISTRICT MUNICIPALITY

Municipalities within the District	Population		Households			
	Number	Population Growth (% per annum)	Number	Household Growth (% per annum)	Average Household size	Female Headed Households%
iLembe District Municipality	606,809	0.80	157,692	2.7%	3.8	45.8
Maphumulo Local Municipality	96,724	-2.21	19,973	-1.0%	4.8	62.1
Mandeni Local Municipality	138,078	0.81	38,235	2.9%	3.6	48.6
KwaDukuza Local Municipality	231,187	3.20	70,284	4.8%	3.3	36.7
Ndwedwe Local Municipality	140,820	-0.27	29,200	1.4%	4.8	52.8

(Census: 2011) Statistics of the iLembe District Municipality and Local Municipalities.

4.4 SOCIO-ECONOMIC CHALLENGES OF THE DISTRICT

The main challenges relate to socio-economic, economic, infrastructure, spatial and housing issues as well as the issues around social facilities. The IDP Review, (2009/2010:4) highlighted the following issues as most likely to have a fundamental effect on the long-term economic viability of the district:

- The backlog in the provision of basic services such as water, sanitation, electricity and housing, especially in the rural areas and informal settlements;
- Limited availability of bulk water in the District;
- The HIV/AIDS pandemic and its impact on regional demographics;

- The maintenance and preservation of a pristine environment coastline; and
- Land release to facilitate development.

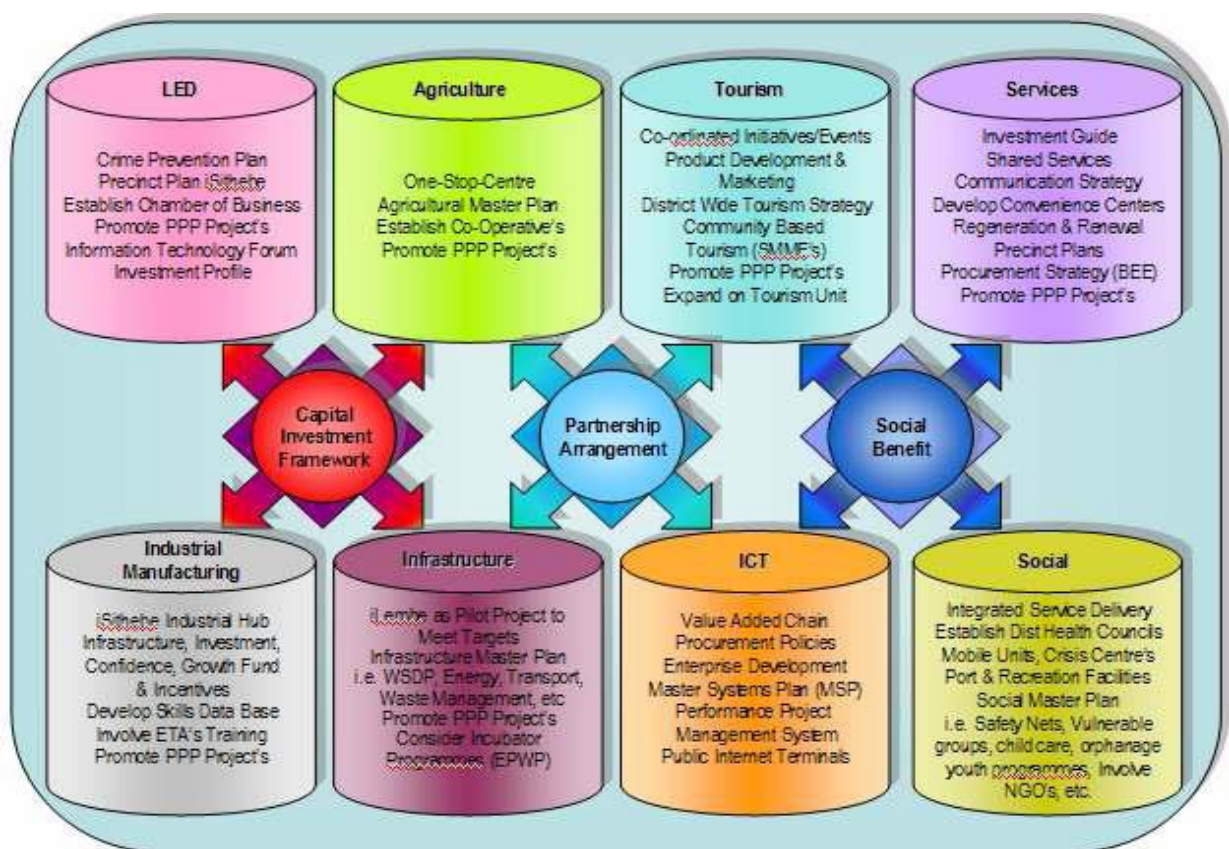
4.5 DISTRICT'S STRATEGIES FOR IMPROVEMENT

To address the challenges of poverty and underdevelopment and to maximise on the opportunities within the iLembe District the IDP specifically highlights the following strategies for improvement.

- Promoting investment along existing and new identified corridors;
- Promoting investment within defined nodes and specific to the functionality of such nodes;
- Promoting development and investment that contribute to the regeneration and renewal of Central Business Districts (CBDs);
- Promoting investment and re-investment in existing and identified development zones as priority areas;
- Promoting investment in industrial investment hubs and provide for sufficient, affordable, reliable infrastructure services;
- Introducing incentives that attract development initiatives;
- Encouraging settlement within the rural context along road networks and existing infrastructure;
- Developing a skills database of the District and procurements procedures in accordance with the principles of Extended Public Works Programme (EPWP) and the Accelerated and Shared Growth Initiative-South Africa (AsgiSA);
- Establishing a Shared Services Model for purposes on mentoring, training and capacitation;
- Establishing and promoting Public Private Partnerships (PPPs);
- Establishing cooperatives to maximise economic opportunities in the agricultural sector;
- Preserving and protecting the natural environment which must be preserved and protect and applying conservation management;

- Ensuring the regular maintenance and upgrade of existing infrastructure.
- Promoting Cultural Community Based tourism;
- Promoting integrated tourism development; and
- Ensuring sustainable livelihoods through the integrated development of all the assets of the district, that is human capital, social capital, natural capital, physical capital, financial capital, and political capital. The diagram below shows key areas to enhance growth and development in the district municipality.

FIGURE 12: KEY AREAS FOR GROWTH AND DEVELOPMENT IN THE DISTRICT MUNICIPALITY



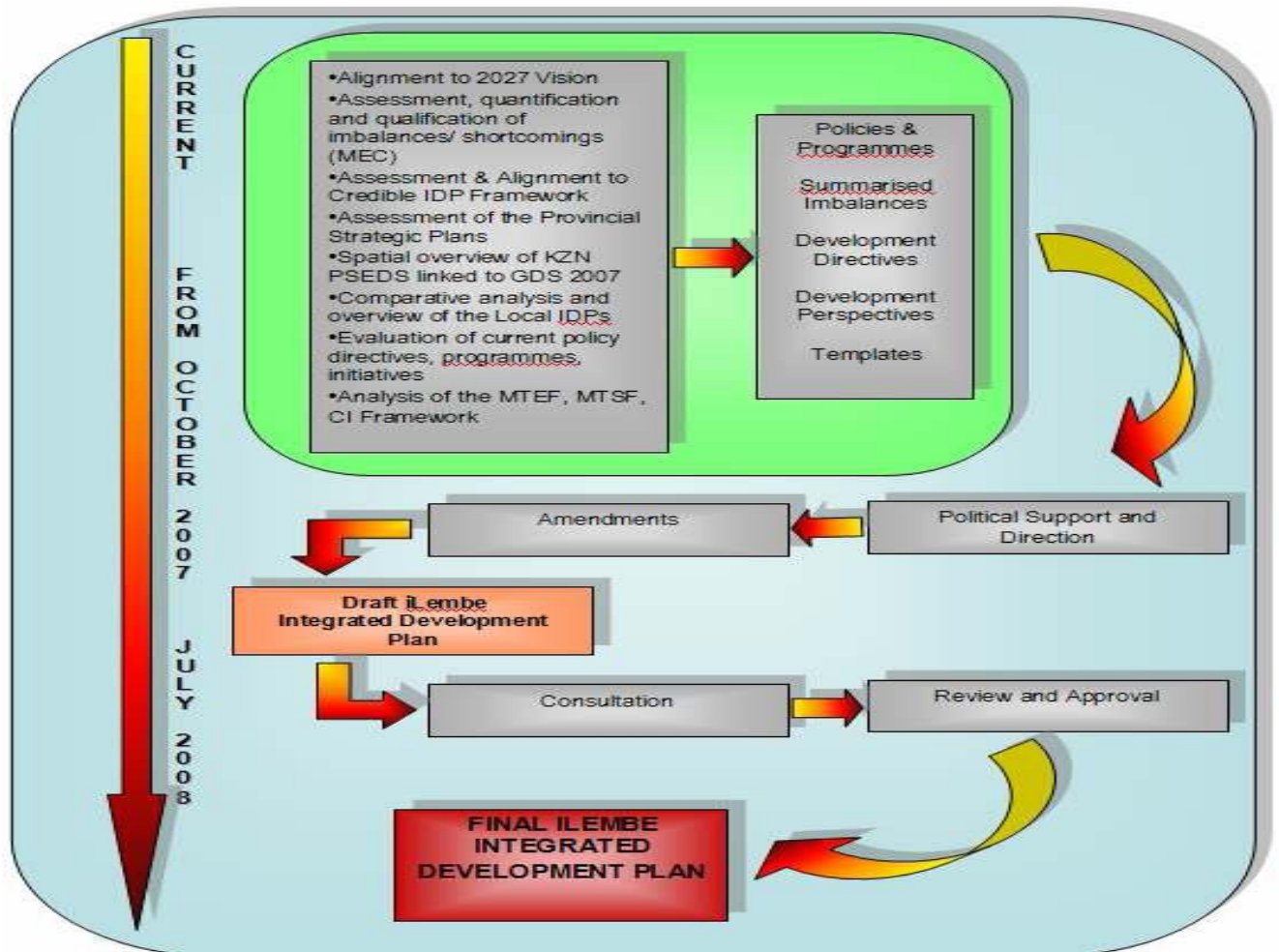
(Source: iLembe District Municipality Annual Review 2009/2010)

4.6 DISTRICT'S INTEGRATED DEVELOPMENT PLANNING

The Local Government Municipal Systems Amendment Act 7 of 2011 requires municipalities to formulate their Integrated Development Plans (IDPs) as an approach to find solutions for growth and development and realize the objective of developmental local government for

long term development. The Act also requires municipalities to encourage the involvement of communities in IDP processes.

FIGURE 13: THE IDP PROCESS OF ILEMBE DISTRICT MUNICIPALITY



(Source: iLembe District Municipality – IDP review 2013-2014)

4.7 BACKGROUND AND RATIONALE FOR INTEGRATED DEVELOPMENT PLANNING IN ILEMBE DISTRICT MUNICIPALITY

The process of strategic planning and management in local government is informed by the development and implementation of Integrated Development Planning (IDP). The concept of IDP came into effect with the passing of the Local Government Transition Second Amendment Act, in 1996 (RSA, 1996b) and the White Paper on Local Government, 1998 (RSA, 1998b) as a way to promote developmental local government in South Africa. The

effect of the enactment was the introduction of IDPs, which guide and inform all management, planning, decision-making and actions on which annual budget are based in a municipality. One of the key characteristics of the IDP is the five-year life span that is directly aligned to the term of office for local councillors. This means that after every local government election, the new council can adopt the existing IDP or develop a new one, taking forward the existing plans. In terms of the Local Government: Municipal Systems Act, 2000 (RSA, 2000) the executive committee or the executive mayor has the responsibility to manage the preparation of the IDP, or assign the responsibility to the municipal manager. Most municipalities have appointed an IDP co-ordinator to oversee the IDP process and report directly to the municipal manager and the executive committee or Executive Mayor.

The South African government's commitment to adhering to the above is clearly reflected in the South African Local Government: Municipal System Act, 2000 (RSA, 2000) which describes the content requirements to be followed in the IDP process, but also requires each municipality to adopt a single, inclusive plan for the development of the municipal processes. On the other hand, the South African Local Government Structures Act, 1998 (RSA, 1998a) provides that district municipalities are also responsible for the IDP and sets out a framework for such planning. It should also be highlighted that the IDP in local municipalities should be aligned with the IDP framework of the district municipalities. Furthermore, each municipal IDP should be aligned with the provincial sector department's policies and programs. Provincial governments are also responsible for the monitoring of IDP processes within the province while ensuring that the allocation of resources is guided by IDP processes.

Requirements to enhance the IDP are outlined in Section 26 of the South African Local Government Municipal Systems Act, 2000 (RSA, 2000) which further states that all IDP processes must reflect the following aspects:

- The municipal council's vision for the long term development of the municipality, with special emphasis on the municipality's most critical development and internal transformation needs;

- An assessment of the existing level of development in the municipality, which must include the identification of communities without access to basic municipal services;
- The municipal council's development priorities and objectives for its elected term; including its local economic development aims and internal transformation needs;
- The municipal council's strategies which must be aligned with any national or provincial sectoral plans and planning requirements, which are binding on the municipality in terms of the legislation;
- A spatial development framework, which must include basic guidelines for a land-use management system for the municipality;
- The municipal council's operational strategies;
- Applicable disaster management plans; and
- A financial plan, which must include a budget projection for at least the next three years.

The Local Government Municipal Systems Act 2000, further outlines measures to enhance the performance of municipalities in relation to IDPs. These measures include all municipalities having to monitor, evaluate, review and report on their performance against indicators and targets set in their municipal IDP.

The comprehensive IDP of the iLembe District Municipality was revised in June 2007 in terms of the Local Government: Municipal Structures Act, 117 of 1998. The purpose was to align the IDP and ensure a cross-sectoral integration and alignment in respect of National and Provincial government initiatives, strategic directives and policies. Thornhill (2011:63) defines Integrated Development Planning as a process through which municipalities prepare strategic development plans for a five –year period and it is one of the key tools for local government to cope with its developmental roles and seek to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner.

4.7.1 ELEMENTS OF THE DISTRICT'S IDP PROCESS

In compliance with the Local Government: Municipal Systems Act and regulations, the Ilembe District Municipality prepared a framework plan to guide the IDP process and to accommodate all local programs of the local municipalities within the district thus to ensure consultation, co-ordination and align planning processes. The Framework Plan entails the following elements:

- Elements of the IDP;
- Framework program with time frames;
- Mechanisms and procedures for alignment;
- Mechanisms and procedures consultation; and procedures; and
- Principles for monitoring the planning process and amendments.

4.7.2 MECHANISMS AND PROCEDURES FOR ALIGNMENT

Alignment is the instrument to synthesise and integrate the top-down and bottom-up planning process between different spheres of Government. There are two main types of alignment:

- Between Municipalities and the District to ensure that planning processes and issues Properly are co-ordinated; and
- Between Local Government and other spheres especially National / Provincial sector Departments, particularly in terms of budget alignment.

The District Municipality has the responsibility to ensure that alignment between the Local Municipalities take place. The Alignment Committee has been established for this purpose. It consists of all Municipal Managers, IDP Managers and Chairpersons of IDP Steering Committees. Other members of this Committee come from the service providers on a needs basis.

Furthermore, the District Municipality IDP Manager uses bilateral communication – for example, telephonic, electronic and written communication to communicate with the Provincial and National Departments and other stakeholders to outline alignment needs and expectations.

4.7.3 PROCEDURES FOR MONITORING THE IDP PROCESS

As set out previously, the IDP process takes approximately ten months to complete. In order to ensure that time frames are adhered to it is imperative that mechanisms for monitoring progress are established. Local municipalities are responsible for monitoring their own planning processes thereby ensuring that the programme set out in the framework plan is being followed as agreed upon. The District's planning; Implementation and Management Support (PIMS) Centre provides valuable support to ensure interaction and alignment between the District Municipality and the Local Municipalities.

4.8 ILEMBE SPATIAL DEVELOPMENT FRAMEWORK

Ilembe District Municipality appointed Vuka Planning Africa to review its current Spatial Development Framework (SDF) which is regarded as the highest level Spatial Development Framework on a municipal level. The SDF is followed by the Regional Spatial Development (RSDF) in the hierarchy of plans. Since the SDF is drafted for the entire Municipality, its proposals are very broad, giving overall direction to spatial development within a municipal area. It is therefore intended to coordinate and integrate spatial development on a municipal level.

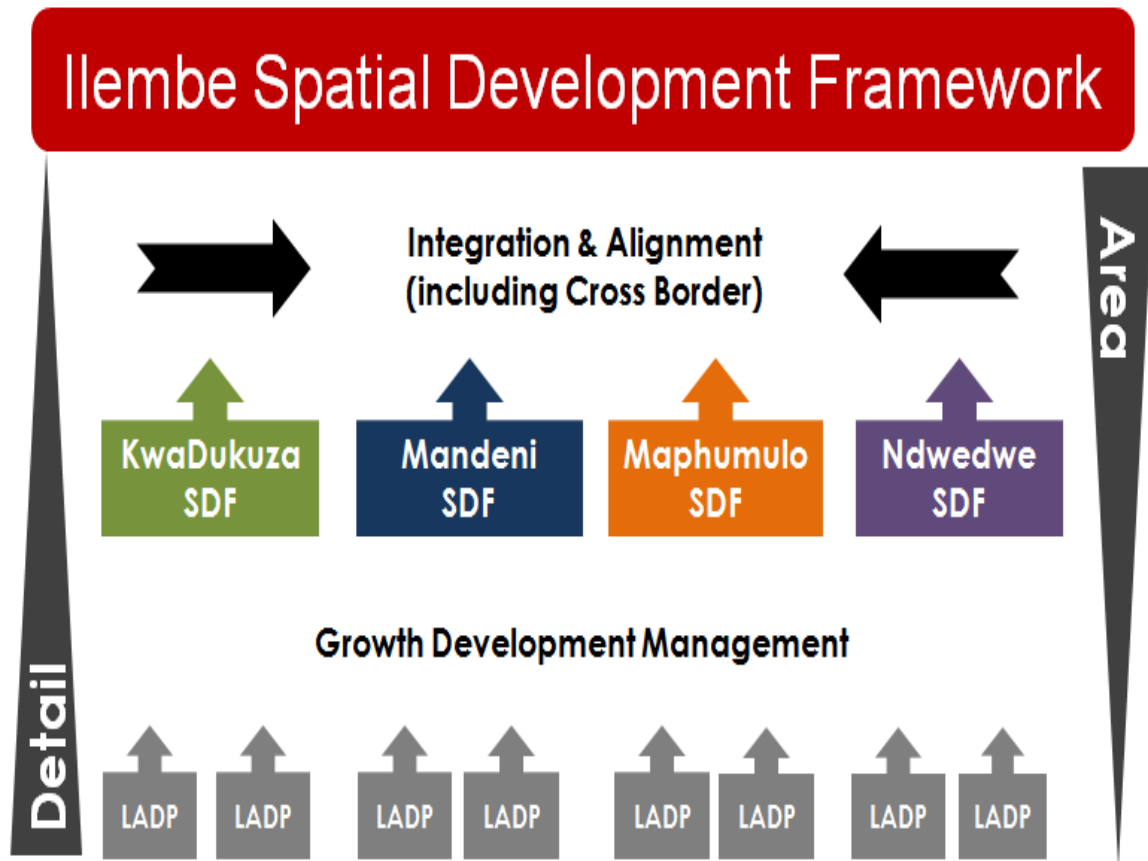
The aim of the iLembe SDF is to provide a tool to guide the spatial planning by local municipalities as well as the spatial development of Ilembe and ensures the coordinated and integrated land use development of the district. In addition, the Ilembe SDF aims to address specific developmental issues and challenges within the district and provide a basis for guiding the land use management and decision making process.

4.9 BACKGROUND TO SPATIAL DEVELOPMENT FRAMEWORK

The Spatial Development Framework is a process through which municipalities prepare a strategic spatial development plan for a five year period in order to assist in the execution of

the Integrated Development Plan (IDP). The SDF plan acts as principal spatial planning instrument which guides and informs all planning, land management, development and spatial decision-making in the municipality.

FIGURE 14: THE SPATIAL DEVELOPMENT FRAMEWORK OF ILEMBE DISTRICT MUNICIPALITY



(Source : iLembe District Municipality – IDP review 2013-2014)

4.10 OVERVIEW OF LOCAL ECONOMIC DEVELOPMENT OF ILEMBE DISTRICT MUNICIPALITY

The Local Economic Development strategy of the district identifies a range of catalytic initiatives which aims to ensure vibrant and sustainable economic growth of the region. It also provides an operational framework to be implemented by Ilembe District to improve the quality of life for all residents.

Unemployment and poverty is a primary contributor to the socio-economic problems in South Africa, and most certainly in ILembe District Municipality. The LED strategy of the district municipality, through its inclusiveness and quality of technical input provides the basis from which government, in partnership with business and other stakeholders can enhance the practical and realistic economic development and job creation initiatives.

4.10.1 ENTERPRISE ILEMBE

Enterprise iLembe is the economic development agency of ILembe District Municipality responsible for trade and investment promotion and local economic development. It identified agriculture, tourism, manufacture and industry and services as primary economic drivers for the district. Through this initiative, the district aims to:

- Improve the capacity and competitive advantages that already exist in the district;
- Develop east and west linkages which will, on a sustainable basis, integrate the inland areas into the coastal economy; and
- Create an enabling environment which will promote the economic viability and natural endowment of the district.

The philosophy that Enterprise iLembe is built on global best practice principles in Local Economic Development which regards the strategy as a participatory process where local people from all sectors work together to stimulate local commercial activity, resulting in a resilient and sustainable economy. It is also a tool to create decent jobs and improve the quality of life for everyone, including the poor and marginalized (IDP: 2012-2013:194).

4.10.2 AGRICULTURE

The agricultural sector is a key sector in the district and as such Enterprise iLembe has significant investment in the sector. It has experienced less decline than other economic sectors of South Africa. However, recent information suggests a decline in the sugar cane industry. Remarkably, the amount of sugar exported has reduced by 70% over the last two years and this poses a threat to the growing consumption market. The shrinkage of the

sugar cane industry is, however, encouraging the district to invest in other agricultural products such as fruits, vegetables and flowers. Other potential crops include grapes, pineapples and palms. Through re-inventing the agricultural sector, the district will benefit from continued growth in production and employment (IDP: 2012-2013:194).

4.10.3 MANUFACTURE AND INDUSTRY

Manufacture is the highest contributing industry to the economic development in the district and the third highest employer. Like agriculture, this sector is a leading industry but is also under the threat due to national and international market conditions.

4.10.4 TOURISM

The tourism sector is consistently growing and offers cultural, heritage, beach and nature based tourism. The district provides links to many other tourism areas in KZN such as the Midlands, Elephant Coast and Zululand. The economic growth of the district has also been enhanced with the establishment of King Shaka Airport and other developments in the area.

4.11 THE STATE OF LOCAL GOVERNANCE IN ILEMBE DISTRICT MUNICIPALITY

iLembe District is not highlighted in any specific category as in the most serious category of classification of municipalities. However, three of its four local municipalities (Maphumulo, Ndwedwe, and KwaDukuza) have been identified amongst 17 municipalities in KwaZulu-Natal that are facing serious challenges. Maphumulo municipality is classified under the category of municipalities affected by political instability. The Provincial Report (2010:10) lists a number of causes of political instability in this municipality: the lack of understanding and adherence to the roles and responsibilities of political bearers, interference in council matters from the regional and provincial political structures, a lack of deliberations on matters in council, domination in some councils by politically powerful administrators, power struggles between political office bearers from same party and a lack of communication and public participation.

The Provincial Report (2010:10) also states that Ndwedwe Municipality is among the nine municipalities in KZN that require immediate support to improve their public participation processes. Some of the challenges that the municipality faces include the lack of stakeholder consultation, poor public participation structures, lack of delivery of services, political inclinations of ward committees and the lack of understanding of the roles of CDWs. The report further states that the lack of councillor oversight has emerged as the single most contributing factor to poor governance and service delivery.

The main challenge for Mandeni Municipality as per the situational analysis relates to lack or poor infrastructure, that is, electricity, roads, socio-economic special and housing issues as well as the issues around social facilities and services. The following subsections highlight the general overview of service delivery at ILembe district municipality.

4.12 THE STATUS OF SERVICE DELIVERY IN ILEMBE DISTRICT MUNICIPALITY

The following sub-sections present the overview of key areas of service delivery in iLembe District Municipality.

4.12.1 HOUSEHOLD INFRASTRUCTURE OVERVIEW

iLembe District has an average access to infrastructure amongst the districts in the Kwa-Zulu Natal province. An overview of household access to infrastructure in the district shows an improvement in access from 38% in 1996 to 56% in 2011. (www.kzncogta.gov.za/municipalities/iLembe District Municipality).

4.12.2 SANITATION

With regard to sanitation, the district municipality's household access to hygienic toilets has increased from 34% in 2009 to 50% in 2011. The improvement in access to sanitation in general is mainly due to the increase in the use of pit latrines with ventilation which was around 30% in 2009.

4.12.3 WATER

Access to piped water above RDP level increased from 36% to 58% from 1996 – 2011. Similarly, there has been a slight increase as well in access to piped water below RDP level. About 16% of the households do not have access to piped clean water.

4.12.4 ELECTRICITY

The increase in electricity connection is regarded as the biggest infrastructure achievement in the municipality. In 1996, household access to electricity connections was at a lower level of 40%. Access has however increased over the years by almost 40% reaching 78% by 2011.

4.12.5 REFUSE REMOVAL

Access to formal refuse removal service increased from 23% in 1996 – 30% in 2011 in the District Municipality. While this is the case, personal refuse removal increased over the years to reach 60% in 2011. The high level in of personal refuse removal must be taken in the context of low settlement densities, where on-site disposal or backyard burning of waste is sometimes appropriate.

4.13 THE REVIEW OF PUBLIC PARTICIPATION: THE CASE OF ILEMBE DISTRICT MUNICIPALITY

Globally, there has been an emphasis on the need to promote new forms of interactions among state, civil society and the private sector. In deciding which mechanisms are most appropriate, the Organisation for Economic Co-operation and Development (OECD) (2001:4) recommended that municipalities should design successful information, consultation, and active citizen participation strategies. The Local Government: Municipal Systems Act, 32 of 2000 also encourages the active involvement of the public in municipal affairs.

Against this background, the Ilembe District Municipality encourages a culture of public participation, which is largely viewed as a democratic process for engaging people in decision-making, planning and generally allowing them to play an active role in their development and service delivery and it was a cornerstone of the preparation of the District's IDP. (IDP, 2007-2012). In supporting the notion of public participation, Heleba (2008:1) states that there is therefore a need to promote channels and structures through which individuals and communities can exchange views and influence decision-making and legislative processes. For public participation to be effective, such structures must be guided by the principles of openness, transparency, inclusivity, diversity, flexibility, accessibility, accountability and integration.

4.14 BASIC ASSUMPTIONS UNDERLYING PUBLIC PARTICIPATION IN ILEMBE DISTRICT MUNICIPALITY

The Ilembe District Municipality IDP Review document (2012-2011:11) states that the district needs to promote public participation for four reasons. Firstly, public participation is encouraged because it is a legal requirement to consult. Secondly, it could be promoted in order to make development plans and services more relevant to local needs and conditions. Thirdly, participation may be encouraged in order to hand over responsibility for services and promote community action. Lastly, public participation could be encouraged to empower local communities to have control over their own lives and livelihoods.

The draft National Policy Framework for Public Participation (2007:1) outlines the following as basic assumptions underlying public participation:

- Public participation is designed to promote the values of good governance and human rights;
- Public participation is acknowledged as a fundamental right of all people to participate in the governance system;
- Public participation is designed to narrow the social distance between the electorate and elected institutions; and
- Public participation requires recognising the intrinsic value of all of our people, investing in their ability to contribute to governance processes.

In the context of public participation, community is defined as a ward, with elected ward committees, hence ward committees play a central role in linking up elected institutions with the people and other forums which includes *izimbizos* (public gatherings), roadshows, and the *makgotla* (traditional courts).

4.15 THE LEGAL FRAMEWORK FOR PUBLIC PARTICIPATION IN ILEMBE DISTRICT MUNICIPALITY

The duty to facilitate public participation at local government level finds expression in the Constitution (RSA Constitution Act, 108 of 1996).

Section 152 (1) of the Constitution states that one of the objects of local government is to encourage the involvement of communities and community organizations in local government matters.

Section 195 (1) of the Constitution states that public administration must be governed by the democratic values and principles enshrined in the Constitution, including the principles of responsiveness and public participation.

Municipal Systems Act 32 of 2000 is the most comprehensive piece of legislation on public participation at the municipal level. The purpose of the act is to provide the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic enhancement of local communities and ensure universal access to essential services that are affordable to all.

4.16 MECHANISMS AND PROCESSES FOR PUBLIC PARTICIPATION IN ILEMBE DISTRICT MUNICIPALITY

The iLembe District Municipality took a resolution to undertake an intensive public participation strategy that guides the municipality with regard to communication with communities and the provision of services. It also regarded public participation as a key element in the IDP processes of the municipality. The following diagrams adapted from the

IDP Review Document (2012-2011:11-12) indicate mechanisms and processes of public participation for various forums in the district.

IDP PROCESS AS A MECHANISM FOR PUBLIC PARTICIPATION

As discussed in the preceding sections, the IDP of ILembe District Municipality provides a space for the public to participate in local governance affairs. It also reflects an increased desire among citizens to participate in decisions that affect their lives, and an increased need for the policy development process to be informed by inputs from diverse sources, especially from those involved or affected. The previous chapters have shown that public participation is an important aspect of democratic governance and that it is a vehicle for fair and efficient service delivery. This is further highlighted by The Department of Provincial and Local Government (DPLG, now the Cooperative Governance and Traditional Affairs (COGTA) which states that public involvement has five purposes: 'To give information, to get feedback, to allow comment, to bring in new ideas and to create consensus where possible' (DPLG 2007:68).

The ILembe District Municipality IDP (2009:38) outlines the following key factors and considerations of citizens and stakeholders in developing the public participation policy.

Public Interest: By public interest, the IDP of the municipality seeks to understand what is in the best interest of the society with regard to public participation.

Effectiveness and Efficiency: By effectiveness and efficiency, the IDP establishes how well resources are utilized in achieving goals and implementation of public participation policies.

Consistency: Consistency refers to the municipal IDP's degree of alignment with broader goals and strategies of government, with constitutional and legislative regulations of public policy.

Fairness and Equity: The IDP states that public participation policy should increase equity of all members and sectors of society. This links directly to considerations of public interest.

IDP REPRESENTATIVE FORUM AS MECHANISM FOR PUBLIC PARTICIPATION

The IDP Representative Forum is the most common structure that has been established within municipalities to interact with communities. As discussed in the preceding sections, the ILembe District Municipality established this forum specifically with the intention of involving the community in the development and review of the integrated development plans. In this respect it is mentioned that a municipality must, *inter alia*, in terms of Section 29 of the Local Government Municipal Systems Act, allow for the local community to be consulted on its development needs and priorities and the local community to participate in the drafting of the integrated development plan (National Policy Framework for Public Participation, 2007:61).

WARD COMMITTEES AS MECHANISMS FOR PUBLIC PARTICIPATION

As briefly discussed in chapter two, ward committees are an important means of achieving genuine public participation in local government processes. The draft National Policy Framework for Public Participation (2007) provides for the establishment of a system of ward committees, hailing it as an *“important and key feature of the new local government system”* (DPLG, 2007:8). In addition, Heleba (2008:1) views ward committees as vehicles for deepening local democracy and an instrument for establishing a vibrant and involve the citizenry. According to Naidu (2007:1) all ward committees are invited to provide input in the functioning of the municipality. This is essential for the following:

- Not only to understand community needs but also to get the status quo on services that are provided by the community;
- As part of good governance the municipality regards public participation as a mechanism of getting to know how communication can be enhanced between the municipality and citizens; and
- To understand the challenges of development in the respective wards of the municipality.

In line with the recommendation of the Institute for Democracy in South Africa (IDASA) in 2002 regarding the role of ward committees in enhancing public participation, The Ilembe District has adopted the following mechanisms for public participation:

Public Meetings, also known as *Izimbizo*, which are regarded as the most common method of public participation. Through this method, the municipality invites the public to attend council meetings. These meetings are open to the public and the Local Government Municipal Systems Act of 2000 provides for public notices regarding time, venue and dates of council meetings.

Public Hearings. Public hearings are usually convened to give the community members a fair and open opportunity to voice their views regarding the provision of services and to allow them an opportunity to make their input on the municipal management.

Consultative Sessions. Since municipalities are tasked with the social and economic development initiatives of their communities, it is important to contact communities on such matters. In this process, communities can own development initiatives in their areas.

Report Back Meetings. The community is entitled to be informed of decisions the municipality takes, affecting its rights and expectations as well as regular disclosure of the state affairs and finances of municipality. Representatives and ward councillors are expected to report back to their communities on their activities.

Advisory Committees. According to the Local Government: Municipal Systems Act of 2000, a municipality may establish one or more advisory committees, consisting of persons who are not councillors, to advise the Council on any matter falling within the council's competence. These committees may bring in expertise that may not be resident in council or that may complement council's expertise.

Media. The municipality usually has access to its own media, for example notice boards, rates and water bills. This can be used for spreading information about prices, new plans, budget priorities, etc. The commercial media as well as radio should also be used to inform people, and in some cases like phone-in programmes, to consult people.

Community Development Workers. Community Development Workers are deployed by government to work in communities to make sure that people can access government services. They have to give advice, help people with problems, assess needs and work with local organisations to build partnerships with government. They usually know the community well, have good contacts with organisations and can help to do consultation, do research, spread information and monitor implementation.

Stakeholder Forums. Different forums already exist – for example community police forums and IDP forums. Other forums that are made up of stakeholders should be set up for specific projects and programmes. Forums are very useful for quick and ongoing consultation as well as for building partnerships between the community and government.

Focus or Interest Groups, Concerned individuals in a community who share the same interest (for example, tourism, crime or concern for the environment) may form groups to lobby and advice the municipal government on those specialist interests. They can also be consulted by municipalities for advice.

Communication, Communication is an important tool in facilitating participatory governance: it is therefore crucial for a municipality to have a newsletter, hold annual general meetings, establish information points or help centres and form strategic partnerships with various stakeholders.

4.16 LOCAL PROJECT IMPLEMENTATION FORUMS AS MECHANISMS FOR PUBLIC PARTICIPATION

While the IDP is a crucial element in involving the public in central municipal processes, planning, monitoring and evaluation, it is imperative that municipalities establish project implementation forums that are consulted on the development of project plans and are included in the monitoring and evaluation of those projects.

4.16.1 COMMUNITY DEVELOPMENT WORKERS AS MECHANISM FOR PUBLIC PARTICIPATION

The concept of the Community Development Workers (CDWs) is based on the announcement by former President Mbeki in his State of the Nation Address (SONA) on 14 February 2003 where he stated that:

“Government will create a public service echelon of multi-skilled community development workers (CDWs) who will maintain direct contact with the people where these masses live. We are determined to ensure that government goes to the people so that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people” (2003).

CDWs are community-based resource people who collaborate with other community workers to help fellow community members to obtain information and resources from service providers (Mbeki, 2008). The aim is to assist the community to learn how to progressively meet their needs, achieve their goals, realise their aspirations and maintain their wellbeing. They are also regarded as participatory change agents.

The CDW programme (CDWP) aims to improve service delivery for the people, facilitate community development and work jointly towards sustainable economic and social empowerment. The basis for the CDWP can be found in the preamble of the South African Constitution, namely to *“improve the quality of life of all citizens and free the potential of each person”*. The principles of the CDWP reflect the Batho Pele principles and the spirit of Ubuntu. The CDWP occupies a very special place in the South African Public Service (Republic of South Africa, Community Development Workers Conference Report, 2007).

When the government created the new echelon of public service officials in the form of CDWs, it made it clear that it was important for all spheres of government to work in collaboration to implement the CDWP.

The Departments of Public Service and Administration, Labour, and the National School of Government have been tasked with the development of job descriptions and the training of CDWs (Community Development Workers Progress Report, 2003-2010: On-Line).

4.17 PRINCIPLES OF GOOD GOVERNANCE FOR WARD COMMITTEES

Ward committees have been the focus of considerable attention by government as well as the civil society, with substantial investment already made in an attempt to ensure that these structures have the necessary capacity and resources for them to fulfil their duties. This is further supported by Nyalunga (2006:18) who argues that in order for ward committees to be effective and efficient in dealing with community needs, they should comply with the following guiding principles:

Ward Committees as Links between the Community and the Council: Ward Committees should provide communities with a space to lodge or express their views and complaints.

Ward Committees and Community Resources: Ward Committees should have a good understanding of what is available in their communities in terms of finance, expertise, skills, new materials, community facilities – volunteers/labour and resources.

Ward Committees and Support for Community Structures: Ward Committees should play a role of providing support for the people/groups involved in community structures and activities. This involves affirming people, recognising and acknowledging the value of their contribution, giving encouragement, being available for people when they want to talk or ask questions.

Ward Committees as Strategising Mobilising Agents: Ward Committees should be strategising mobilising agents for both the municipality and the community in the planning and implementation of programmes. They can also play an important role in mobilising partnerships for the development of local projects.

Ward Committees and External Role Players: Ward committees have the role of interacting with external role players on behalf of or for the benefit of their local communities of constituencies. They should also establish relationships with a variety of people or organisations and be in a position to use them to effect and facilitate developments in their local communities.

4.16 CONCLUSION

This chapter has provided a broad perspective on service delivery and public participation at iLembe District Municipality. It has also explored the iLembe District Municipality's compliance with the legislative framework of providing democratic and accountable government, ensuring the provision of services to communities in a sustainable manner, promoting social and economic development, promoting a safe and healthy environment, and encouraging the involvement of communities and community organisations in local government. However, one of the challenges facing local government at present is that of translating the essence of the White Paper on Local Government from mere commitment to service delivery. Nonetheless, it is clear from evidence accumulated from this chapter that greater attention needs to be given to the obstacles preventing the district municipality from fulfilling its core functions of facilitating local democracy and service delivery.

CHAPTER FIVE

RESEARCH DESIGN AND METHODOLOGY

5.1 INTRODUCTION

This chapter presents the methodology and the instruments used to accomplish the study objectives.

The empirical investigation focuses on public participation and service delivery strategies in ILembe District Municipality. The study aims to formulate strategies to enhance service delivery and public participation and, through this, to enhance local democracy. The South African legislation on local government emphasizes that municipalities have a pivotal role in democratizing society and fulfilling a developmental role within the new dispensation. This implies that municipalities must have policies and institutional frameworks that support and sustain the development of local people. Such plans must be geared towards achieving progressive realization of the Millennium Development Goals (MDGs) and fundamental rights of the people. Moreover, local government must promote good governance.

According to Leedy (2010:4-8), research is essentially a thought process, surrounding accumulated facts and data, which seeks to determine what the facts “say” and what the data “means”. Put differently, research is a method of action by means of which people solve problems in an endeavour to extend the boundaries of knowledge. Hence, research encompasses the interpretation of data which is used to draw conclusions. This idea is also supported by Bailey (1987:32-33) who states that, for research to be undertaken, the correct research methodology must be used, which is best suited to the type of research being done. It is also important to note that the research methodology needs to be based on a philosophical research approach that enables the researcher to formulate key research questions or hypothesis that need to be answered. This study makes use of key research questions to be answered by the study.

As indicated in the previous chapters, the study seeks to understand the role of public participation in enhancing service delivery at a municipal level. It uses ILembe District Municipality as a case study. The theoretical conception of the study is grounded in the field of public administration, using a social science approach. The study is exploratory and

descriptive in design, i.e. it provides a context for constructing the research instruments (Bailey 1987:32). The rationale for the research methodology provided a basis for the data collection to collect the requisite data to enable the research objectives and key questions to be responded to.

The research is aware of ensuring that preconceptions and bias are not used to influence the objectivity of the research process (Babbie and Mouton 2001:5) in this regard, the researcher made a conscious effort to ensure professionalism and adherence to ethical research principles.

5.2 RATIONALE FOR THE STUDY

Poverty and underdevelopment in many rural communities in South Africa presents a serious challenge to the government and in the attainment on MDGs. It was therefore necessary to conduct this study for the following reasons:

- The right of citizens to participate in governance and governmental processes is enshrined in the Constitution and furthermore protected through legislation and various policy frameworks;
- The concept of community transformation and the roles that can be played by communities and local government structures in enhancing service delivery is at the core of local government transformation in South Africa; and
- The study attempts to contribute to the policies for the implementation of municipal plans and allocation of resources in a manner that encourages human, social and economic development in local communities.

5.3 OBJECTIVES OF THE STUDY

The study was explored through the following objectives:

- To critically review the local government restructuring and transformation processes with particular reference to the iLembe District Municipality;
- To evaluate the provision of municipal services in the ILembe District Municipality in the context of participatory developmental local government and the mandate enshrined in the Constitution;
- To critically examine public participation processes and strategies with the view to enhance local governance in the ILembe Municipal Area; and
- To draw conclusions and submit proposals and recommendations that may contribute towards improved levels of expertise for local government functionaries in meeting the requirements of the new local government dispensation and public participation policies.

5.4 KEY RESEARCH QUESTIONS

The study identified the following key questions:

- Has the local government restructuring and transformation process been a success in the ILembe District and what are the challenges?
- What are the current public participation strategies and processes in place in iLembe District Municipality, and how effective are they?
- What is the level of compliance by the iLembe District Municipality and local municipalities with legislation and regulations pertaining to community participation, transparency and most importantly access to services?; and
- What systems are in place for the public to register complaints on the pace of service delivery (e.g. is there a complaints telephone line) and how effectively do these systems operate?

5.5 LITERATURE REVIEW

To this end, the researcher has conducted an extensive literature review of contemporary literature that contributed to the field of study, and provided a synthesis of focused reading and a systemic approach to the research topic. The researcher then proceeded to analyse specific aspects relating to municipal service delivery, in particular the significance of public participation, compliance to the legislative framework for service delivery. The literature was carefully considered in the study and formed the basis of a structured argument. Blanche, Durrheim and Painter (2006:21) state that the following types of literature review are significant in the research of this nature.

Historical reviews, which considered the chronological development of the literature, and a constructive analysis of the phases or stages of local government in South Africa. This is reflected in chapter two.

Thematic reviews, which are structured around different perspectives in the literature, and a focus on debates between different 'schools of thought'. This perspective helped the researcher to look at the dynamism of the field of study (public administration) and contextualise local government within a post modernism era (New Public Management), as reflected in chapter three.

Theoretical reviews, which trace theoretical developments in a particular era, often showing how each theory is supported by empirical evidence. This is reflected in chapter 6, which presents the analysis and discussion of the empirical study, and

Empirical reviews, which summarizes the empirical findings, often focuses on different methodologies used. The researcher used a variety of different, yet appropriate methodologies and research tools to ensure that the result have reliability and validity in the study.

5.6 RESEARCH DESIGN

Babbie and Mouton (2002:647) define research design as a plan or structured framework of how you intend conducting the research process in order to solve the research problem. Mouton (2009:107) reiterates that a research design is defined as a set of guidelines and instructions to be followed in addressing the research problem.

The main objective of the study is to gain more detailed knowledge and insight on public participation and service delivery systems at iLembe District Municipality. More specifically, it seeks to develop an understanding of how the Municipality and other role-players, such as municipal functionaries and other stakeholders, attempt to involve the community in development planning, management, monitoring and implementation of policies for efficient and effective service delivery. The preceding chapter has outlined public participation and service delivery systems at iLembe District Municipality. Both primary and secondary sources have been used in the study. Secondary data were obtained through surveys and existing studies in the field of local government, public participation and service delivery and from government legislation and policies. The literature in the form of books, academic journals, periodicals, news media and any other relevant literature was also reviewed. The primary data was collected through questionnaires distributed to 100 participants. 12 questionnaires were spoilt or never returned to the researcher – which contributed to 88 valid questionnaires for the study.

5.7 RESEARCH PARADIGMS

This section discusses research paradigms that best fit the focus of this study. According to Taylor, Kermode and Roberts (2007:5) a paradigm is “a broad view or perspective of something”. In addition, Weaver and Olson’s (2006:460) definition of paradigm reveals how research could be affected and guided by a certain paradigms. They state that paradigms are patterns of beliefs and practices that regulate inquiry within a discipline by providing lenses, frames and processes through which investigation is accomplished. It is also imperative to note that paradigms are social constructs, which are changing constantly. The realm of local governance has also been subjected to structural changes. The demise of the apartheid regime in 1994 marked a significant paradigm shift in the structure of South African local government. Therefore, to clarify the design of inquiry for this study, the

theoretical framework and methodological choices, an exploration of the paradigm adopted for this study will be discussed in detail.

This study used positivist and interpretivist approaches to explore and guide issues of public participation and municipal service delivery. The two approaches make provision for qualitative and quantitative data. Roth and Mehta (2002:132) noted that positivist and interpretivist approaches are not fundamentally at odds with one another but simply require different analytical lenses for the same data. The use of both the qualitative and quantitative methodologies was necessary to encompass the nature and philosophies of service delivery at local government level. According to Thai (2012:27) quantitative and qualitative research methodologies are promoted in the Public Administration discipline, and researchers in the discipline often use these methodologies. Combining qualitative and quantitative methods in this study was necessary because of the complexity of the phenomenon being investigated and it has been noted that each of these methods is based on a particular paradigm. For example, Lohfeld et al (2002) in their article, *Revisiting the Quantitative-Qualitative Debate*, state that the quantitative paradigm is based on positivism. Science is characterized by empirical research; all phenomena can be reduced to empirical indicators which represent the truth. The ontological position of the quantitative paradigm is that there is only one truth, an objective reality that exists independent of human perception. Epistemologically, the investigator and investigated are independent entities. Therefore, the investigator is capable of studying a phenomenon without influencing it or being influenced by it. In addition, the two paradigms are compatible because they share the tenets of understanding and improving human conditions and a common goal of disseminating knowledge for practical use. Creswell, (2009) noted the following duties of a researcher in the mixed method:

- Collects and analyzes persuasively and rigorously both qualitative and quantitative data (based on research questions);
- Mixes (or integrates or links) the two forms of data concurrently by combining them (or merging them), or sequentially by having one build on the other, and in a way that gives priority to one or to both;
- Uses these procedures in a single study or in multiple phases of a program of study;
- Frames these procedures within philosophical worldviews and a theoretical lens; and

- Combines the procedures into specific research designs that direct the plan for conducting the study.

Using the mixed methods approach was considered appropriate to avoid being misled by single inaccurate or biased sources of data.

Positivism, as defined by Bryman (2008:697) is “an epistemological position that advocates the application of the methods of natural science to the study of social reality and beyond.” In addition, Flick (2014:75) denotes that positivism as an epistemological programme goes back to Auguste Comte, who emphasized that science should avoid speculative metaphysical approaches- rather, they concentrate on studying the observable facts”. This background of the positivist approach makes the current study of public participation and municipal service delivery – which is both a *social reality* and an *observable fact* an ideal fit for the positivist paradigm. Positivist implies value-free and objective science free of personal, religious or political values and assume that social and cultural forces influencing human activity are independent of human cognitive thinking (Awais, et al:2005). To maintain philosophical propositions of positivism and ensures trustworthiness of the research findings, the researcher remained objective and avoided biases, prejudice and other external influences. White (1999) pointed out that positivism was established in the context of the Enlightenment era when the faith in rationally rigorous knowledge as a means to reach truth replaced the belief in mysticism, spiritualism and traditionalism. Hence, the study explores new methods to improve municipal service delivery. It was for this purpose that New Public Management was deemed necessary to guide research objectives. It was premised on the desire to create new knowledge through neutral observations and thorough interrogation of the issues of local government, public participation and service delivery systems.

In order to collect credible and reliable data from a positivist perspective, the researcher has to work hard in designing stages of the research and need to make all attempts to design research tools (questionnaires). This stance of positivism resulted in the comprehensive compilation of the study and objective and unprejudiced research findings.

Positivist research has the advantage of large amounts of data because of its clear concise and simple tools. Ryan (2011:14), also inferred that “positivist research leads people to

assume that if social research is done properly it will follow the model of the natural science and provides a clear, unambiguous road to the causes of certain social or psychological phenomena. Some assume that it can predict social trends and can even be used to control events". Ryan (2011:14) further outlines the philosophical propositions of positivism as follows:

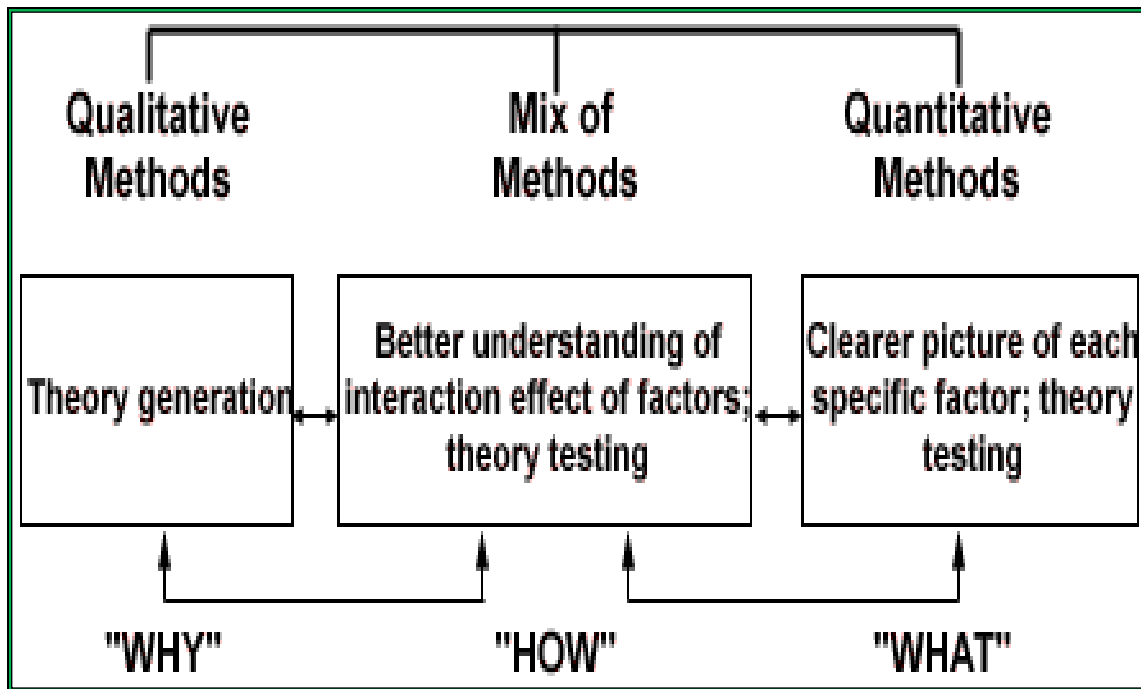
- Research is broad rather than specialized – lot of different things qualify as research;
- What counts is the means (methodology) by which knowledge is arrived at. These means must be objective, empirical and scientific;
- Theory and practice cannot be kept separate. We cannot afford to ignore theory for the sake of 'just the facts';
- Only certain topics are worthy of enquiry, namely those that exist in the public world; and
- The researchers' motivation for and commitment to research are central and crucial to the enterprise.

The process of research compilation, data collection and interpretations of findings for the current study was set around the above mentioned framework. Further, the scientific method employed in the study kept the researcher free of values, passion, politics and environmental influences and the study is considered worthy of enquiry, because it represents public issues of service delivery and public participation at local government level.

Phenomenological research, in contrast, is based in a paradigm of personal knowledge and subjectivity, and emphasizes the importance of personal perspective and interpretation. Lester (1999:1) observes that the purpose of phenomenological research is to illuminate the specific, to identify phenomena through how they are perceived by the actors in a situation. In human sphere this translates into gathering 'deep' information and perceptions through inductive, qualitative methods such as interviews, discussions and participant observation, and representing it from the perspective of the research participants(s). The advantages of this interpretative orientation in research are that the findings often have greater validity and less artificiality as the process of observing phenomena in natural, real-life setting often allows researchers to develop a more accurate understanding of those phenomena. This is

further elaborated by Lester (1999:3) who states that phenomenological research enables the researcher to 'intrude' more into the study by making interpretations and linkages, relating the findings to previous research or commentary, to personal experience or even to common-sense opinions and develop tentative theories.

FIGURE 15: THE MIXED METHOD APPROACH



Source: Shaukat (1998).

For this research, a qualitative method was used to assess the extent in which the interconnectedness of concepts, constructs, assumptions and processes shape the understanding of the key issues of local governance, service delivery and public participation in iLembe District Municipality.

5.8 SAMPLE PROCEDURES AND SAMPLE DESCRIPTIONS

The study used both probability and non-probability sampling.

5.8.1 PROBABILITY SAMPLING

Mouton (2009:110) states that the aim of sampling is to get a sample that is as representative as possible for the target population. Probability sampling therefore refers to

methods of selecting individuals to include in a study where each member of the population has an equal chance of being selected (<http://www.alleydog.com/glossary/definition>: accessed, 13 June 2013).

Welman and Kruger (1999:18) assert that sampling has to be done in a manner so that data obtained from the sample size is representative of the total population being studied. Grinnel and Williams (1990:127) suggest 10% of sample size to be sufficient for sample error control, and that at least 30 cases are needed for the purpose of qualitative research. In their view, the larger the research population size, the smaller the sample size can be, and the smaller the research population, a larger sample size is needed for consistency. Identification of the target population and the sample group of participants for this research study was done through purposive sampling.

The target population for this study was drawn from iLembe District Municipality and its four local municipalities. The sample comprised of the general public, councilors, ward committees, traditional leaders and members of the NGO's, all from iLembe District Municipality. The key factor in choosing a good sample is to ensure that the sample is representative of the target population.

5.8.2 NON PROBABILITY SAMPLING

Van der Waldt et al (2002:292) state that non-probability sampling is not random as members do not have an equal opportunity of being selected; some have no chance at all since the selection of respondents is based on a researcher's judgment of characteristics of the population and the need of the study.

Purposive or judgmental sampling was necessary to select key informants from iLembe District Municipality. Welman and Kruger (1999:18) note that on account of their position and experience, key informants have more information than regular group members and are better able to articulate such information. For the purpose of this study, traditional leaders, ward committees, councilors and NGO officials and senior officials of the iLembe District Municipality who are directly involved with the implementation of public participation and local governance affairs were selected as key informants. This made up a total of 46 participants.

5.8.3 ACCESS TO THE SAMPLE OR RESPONDENTS

According to Cohen et al. (2000:98) researchers need to ensure not only that access is permitted, but is, in fact practicable. A researcher needs to establish the best means of accessing the respondents, thus enabling a high completion and return rate of questionnaires. For this study, questionnaires for key informants (traditional leaders, ward committees, councilors and NGO officials and senior officials of the iLembe District Municipality) were distributed, administered and collected on the same day to ensure full completion and comprehensive understanding of the contents.

5.9 INSTRUMENTS OF DATA COLLECTION

Reid and Smith (cited in De Vos et al, 2002:80) observe that the researcher's role is a passive one, mainly as an objective observer who is able to control certain elements of the participant's behaviour. Khan (2011:136) noted that the researcher is in a sense an outsider to the participant's experience and avoids being involved in sharing impressions or giving interpretations. The researcher in this study took extra precautions to ensure that participants were not influenced in any manner. The data collection techniques and procedures for this study were designed in advance and were applied universally as a standard approach. Specific variables were identified in advance, and measuring tools developed in advance to measure the variables using frequency counts, rating scales and other forms of measurements.

5.9.1 QUESTIONNAIRES AS RESEARCH INSTRUMENT

Welman and Kruger (2003) indicate that a questionnaire is defined as a data collection technique in which each person is asked to respond to the same set of questions in a pre-determined order. According to Lee (2006:760) questionnaires are an indirect method of collecting data; they are substitutes for face-to-face interaction with respondents. Questionnaires provide time for respondents to think about their answers and, if properly administered, can offer confidentiality or anonymity for the respondents.

For the purpose of this study, questionnaires were used to collect data in order to minimize bias and to allow for independent responses. Structured questionnaires were utilised for the general public because, as Brynard and Hanekom (1997:38) note, they can be used at the site of the interviews. It is important to give respondents clear instructions on how to complete the questionnaire. This allows respondents to apply their minds to the questions. In addition, to 88 participants from the general public, Interviews were conducted with the following stakeholders:

- Municipal managers;
- Senior executive councilors;
- Senior executive ward committee members;
- Senior members of the NGOs; and
- Traditional authorities.

Questionnaires can be administered easily and inexpensively, and can return a wealth of information in a relatively short period of time (Babbie, 1990; Smith 1990; and Altschund, 1995). The questionnaire for the general public was interpreted in IsiZulu to accommodate the respondent's language preference. Where necessary questions were clarified during the administration process to ensure clear understanding and accommodate participants' level of education, as the study was mainly conducted in rural areas where many inhabitants are semi-literate or illiterate.

The questionnaires were administered to the respondents, after which a signed consent form was obtained from each respondent prior to the commencing with the questionnaire process. They were provided with a contextual and conceptual briefing of the research study. The questionnaire was structured as follows:

Section A: Biographical details;

Section B: This section examined respondent's understanding of public participation in local governance affairs in ILembe District Municipality;

Section C: The respondents provided information regarding their knowledge and experience of service delivery in ILembe District Municipality;

Section D: Respondents provided information regarding their understanding of LED strategy of the ILembe District Municipality; and

Section E: The respondents provided their understanding of the IDP of the iLembe District Municipality

The researcher used a pre-coded questionnaire which was carefully constructed to facilitate maximum responses and at the same time to elicit detailed responses on the research topic. Paterson (2000:11) warns that in order to achieve needed results with the questionnaire, the researchers should:

- Review the information requirements necessitating a questionnaire;
- Develop and prioritise a list of potential questions that will satisfy the information requirements;
- Assess each potential question carefully;
- Determine the types of questions to be asked;
- Decide on the specific wording of each question to be asked;
- Determine the structure of the questionnaire; and
- Evaluate the questionnaire.

In designing the questionnaire for this study, the researcher took cognisance of the above mentioned requirements to enhance the response rate of the participants.

The questionnaires were coded for ease of data identification, data input, collation and analysis. The questionnaires were based on the criteria for the responses to ensure consistency, reliability and validity in comparing trends, themes, similarities and contrasts.

Open-ended and close-ended questions were used. For close-ended questions, “yes” or “no” answers were requested. This was done to cover a range of pertinent issues that needed to be tested in addressing the research objectives and questions.

Responses were rated by choice, using the Likert rating scale to assess respondent's level of agreement or disagreement on issues of public participation and services. The Likert scale is a composite measure developed by Rensis Likert in an attempt to improve the levels of measurement in social research through the use of standardised response categories in survey questionnaires (Babbie and Mouton, 2002:644) in this study, these categories included:

- Strongly agree;
- Disagree;
- Neutral;
- Agree; and
- Strongly agree

These scaling measures were used to establish the understanding and satisfaction of respondents with public participation strategies and the level in which the municipality deliver services to the communities of iLembe District Municipality.

5.10 REALIBILITY AND VALIDITY

Stainback and Stainback (cited in Welman, Kruger and Mitchell, 2007:9) notes that qualitative and quantitative researchers aspire to realise outcomes that are reliable and valid. According to Babbie and Mouton (2002:119), Reliability is a matter of whether particular techniques, applied repeatedly to the same object, would yield the same results each time. On the other hand, validity of results is deemed preferred by qualitative researchers because the outcomes of the study must signify what the study is seeking to investigate. For the purpose of this study, the statistician did reliability test before and after the survey was completed. It was concluded that the data collection instrument selected for the study were reliable and were able to produce similar results if tested again with the same or similar sample groups, in the same or similar circumstances.

The following statistical approaches informed the study:

5.11 STATISTICAL APPROACH

Newman (2000:313) states that statistics is a tool to collect, organise and analyse numerical facts or observations. During data analysis, it is imperative that the researcher applies an appropriate statistical approach which is relevant to the nature of the survey conducted. Both descriptive and inferential statistical analyses were used in this research. They are reflected in the following discussions.

5.11.1 DESCRIPTIVE STATISTICS

Descriptive statistics refers to statistical techniques and methods designed to reduce sets of data and make interpretations easier. Reference is made to a number of methods and techniques where numerical data is collected, displayed and analysed scientifically, and from which logical decisions, conclusions and recommendations may be made (Fox and Bayat 2007:111). Newman (2000:313) notes that descriptive statistics presents information in a convenient, usable and understandable form, for the purpose of this study; information is presented in the form of graphs, bar charts and pie charts.

5.11.2 MEASURE OF CENTRAL TENDENCY

Measure of central tendency describes the average position of the frequency distribution for a group of data, which is measured through the mode, the median and the mean.

5.11.3 MEAN

The mean is an arithmetical average, is most commonly used and provides the central tendency. The mean refers to the sum of the values obtained in a sample and is divided by the number of observations (Cooper and Emory cited in Pillay, 2000:345).

5.11.4 MEDIAN

The median is a mid-point in a distribution after data has been ordered or ranked and is described as the 50th percentile (Saunders et al, 2000:352).

5.11.5 MODE

The mode refers to the value of a variable that occurs most frequently (Saunders et al, 2000:352-352).

5.11.6 CROSS-TABULATION

Descriptive data can be analysed by using a table with a combination of two or more frequency tables arranged in individual cells, each with its own value (Saunders et al 2000:338). Cross tabulation assists in making observation on specific categories on two or more variables. In examining the frequencies of data, patterns and linkages can be identified between cross-tabulated variables.

5.11.7 BAR GRAPHS AND BAR CHARTS

Graphs and bar charts provide visual depictions of information that can be considered at a glance. Bar charts are used to compare two or more values and show trends between the bars. Bar graphs allow for comparison between two or more values and allow for data presented in categories to be summarised by showing the key features of distribution of data in visual, simple and convenient way. Bar charts display data through the use of rectangles. Each is representing an independent variable. (<http://en.wikipedia.org/org/wiki/Pie> chart: Accessed, 13May 2014).

5.11.8 PIE CHARTS

Pie charts provide circular visual images, divided into segments, with each segment representing a particular category. The segments each have their own proportional value related to the number of cases per segment. All the segments in the pie chart create the full pie chart (<http://en.wikipedia.org/org/wiki/Pie> chart: accessed, 13May 2014).

5.12 STATISTICAL ANALYSIS

Data from questionnaires was exported into Excel. Excel summarizes data with previews of various pivot-table options, in order to compare them and select the option that tells the story best. (<http://office.microsoft.com/en-za/excel/>: accessed, 13 May 2014).

5.13 ETHICAL CONSIDERATIONS

According to Welman & Kruger (2001:189), the researcher must ensure that participants' spontaneity is not inhibited regarding concerns about confidentiality and logistical constraints in conducting the data collection processes.

Ethical considerations for this study were taken into account by the researcher. Ethical clearance was obtained from iLembe District Municipality prior to this research being undertaken. In particular, ethical consideration was given to ensuring that informed consent was obtained by the research from the respondents. The right to privacy, anonymity and confidentiality was assured by the researcher by ensuring that data obtained from the survey would not be individually traceable. The respondents were also assured of their personal safety and that no harm to their person would be rendered vulnerable and unsafe through the survey. The researcher conducted all interviews directly, and administered all questionnaires directly, using an objective and consistent approach.

Babbie & Mouton (2001:5) state the need for researchers to observe strict ethical conduct to ensure objectivity of the research process. In conducting this research, the researcher made a conscious effort to ensure professionalism and adherence to ethical research conduct and protocols.

5.14 CONCLUSION

This chapter focused on the research design and methodology in rendering a succinct research procedure to investigate and respond to the key research objectives and questions using the survey method. The target population was described, as well as how the sample was drawn. The sampling procedure and the data collection methods used were highlighted and a description of how the questionnaire was to be administered was described. The analysis of the data made use of descriptive statistics, which was deemed to be sufficient for the purpose of this study. The next chapter presents and explains the research data in addition to providing an analysis of the findings of the research.

CHAPTER SIX

RESEARCH FINDINGS AND INTERPRETATION OF DATA

6.1 INTRODUCTION

In chapter five, an elaboration regarding the research design and methodology was undertaken to justify the manner in which data collection was handled in this study. This was intended to ensure that Chapter six provides the necessary details regarding how research findings will be analysed and interpreted through various steps as outlined in the preceding sections, hence this chapter presents the results and discusses the findings obtained from the questionnaires. The questionnaire was the primary tool that was used to collect data and was distributed to the general public and municipal officials in the iLembe District Municipality to evaluate the provision of municipal services in the context of participatory developmental local government.

Through tables and graphic illustrations, this chapter discusses the nature and relevance of the data collected in order to paint a clear picture about issues of service delivery and public participation at a municipal level. All research findings reflect the aims and objectives of this study, which is to review local government restructuring and transformation at iLembe District Municipality, and the ability of the municipality to provide services effectively and efficiently as mandated by the legislation. These findings are discussed in more detail in the preceding sections.

Finally, the findings will be evaluated against the main question addressed by the study, namely – has local government restructuring and transformation at iLembe District Municipality resulted in the desired expertise of service delivery and compliance with public participation and legislative framework governing local government.

The findings will be presented in the following sequence. The responses of the members of the public will be presented first. This was the group of respondents reached in the district and local municipalities. This will then be followed by responses of the officials in these municipalities.

6.2 RELIABILITY STATISTICS

A reliability test was conducted using Cronbach's theory, theoretical propositions of which are presented in the previous chapter.

The statistician conducted a reliability test on the survey to gauge the level of reliability of scores. Table 1 below reflects the Cronbach's alpha score for all the items that constituted the questionnaire of the members of the public.

TABLE 1: OVERALL RELIABILITY OF DIFFERENT RESPONDENTS

Section B: Public Participation	
Reliability Statistics	
Cronbach's Alpha	N of Items
.607	4

Section C : Service Delivery	
Reliability Statistics	
Cronbach's Alpha	N of Items
.499	5

Section E : Integrated Development Planning	
Reliability Statistics	
Cronbach's Alpha	N of Items
.879	5

The reliability scores of section E exceed the recommended value of 0.70. This indicates a high (overall) degree of acceptable, consistent scoring for the research for this section. The remaining sections have values that are below the standard values. This reflects that the public have different views among themselves and between groupings as well. In addition, municipal service delivery and public participation is a very complex dimension which evokes different ideas and understandings among members of the public.

6.3 DESCRIPTIVE STATISTICS

Descriptive statistics are concerned with the scientific method by which information is collected, organised, scientifically analysed and interpreted for the purpose of drawing

conclusions and making recommendations. Fox and Bayat (2007:111) refer to descriptive statistics as statistical techniques and methods designed to reduce sets of data and make interpretations easier. The sample survey was drawn from different communities under iLembe District Municipality. The chosen communities were representative of social status, cultural backgrounds and race compositions. The results are presented below.

6.4 SECTION A: ANALYSIS OF BIOGRAPHICAL INFORMATION OF THE RESPONDENTS

The biographical information of the residents under iLembe District Municipality is presented below:

6.4.1: AREA COMPOSITION OF THE RESPONDENTS

The graph below is a representation of community members who participated in the study. The low rate of participation symbolises that local government in South Africa faces many challenges, and one of these is the encouragement of local citizens in local government matters.

FIGURE 6.4.1.1 AREA COMPOSITION OF THE RESPONDENTS

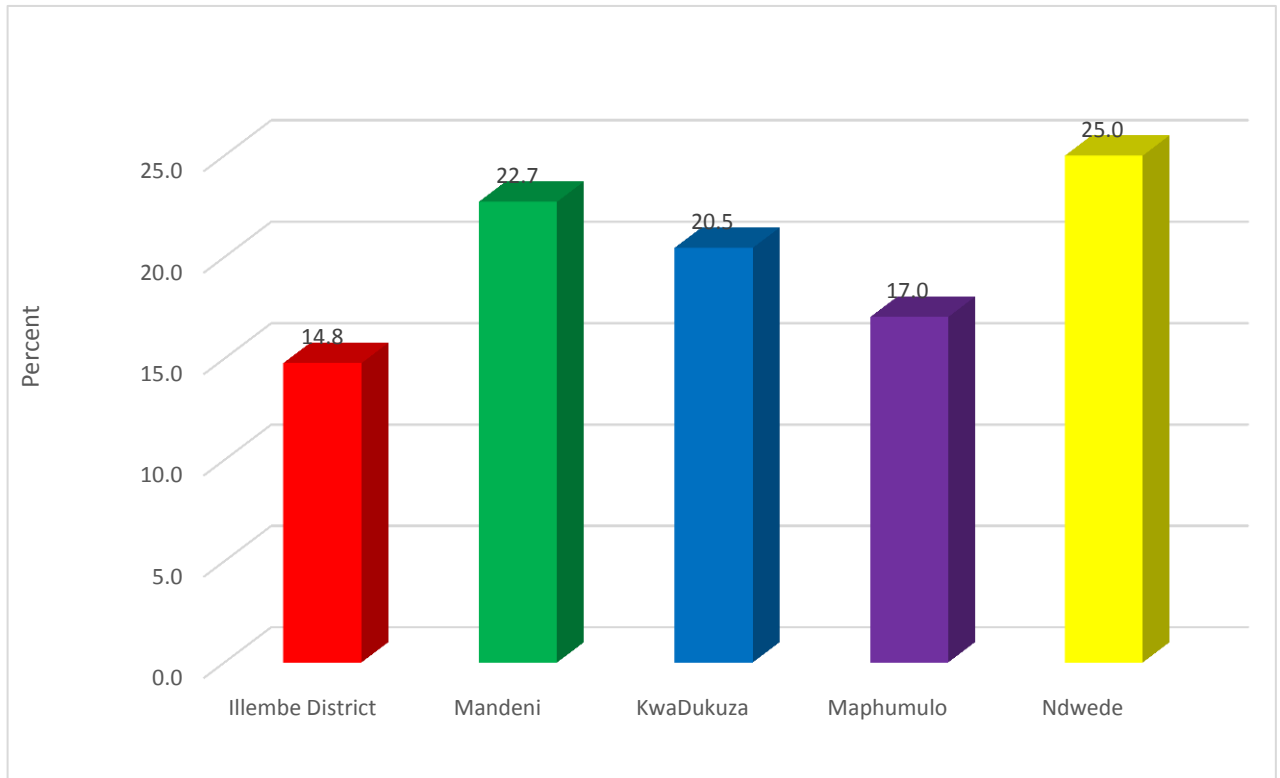


TABLE 2: AREA COMPOSITION OF THE RESPONDENTS

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Illembe District	13	14.8	14.8	14.8
	Mandeni	20	22.7	22.7	37.5
	KwaDukuza	18	20.5	20.5	58.0
	Maphumulo	15	17.0	17.0	75.0
	Ndwede	22	25.0	25.0	100.0
	Total	88	100.0	100.0	

6.4.2 GENDER COMPOSITION OF THE RESPONDENTS

Table 3 below shows that 54.5% of respondents in iLembe District Municipality who participated were men while 45.5 % were women. This indicates that women continue to participate unequally in influencing policy decision of their communities. This finding is an indicator towards calls for equitable gender representation in local government.

TABLE 3: GENDER COMPOSITION OF THE RESPONDENTS

Gender		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	48	54.5	54.5	54.5
	Female	40	45.5	45.5	100.0
	Total	88	100.0	100.0	

6.4.3 RACIAL COMPOSITION OF RESPONDENTS

The table below reflects the distribution of research participants by race. The sample contains a greater representation of Black Africans as they constitute 76% of the participants. This reflects that the study was conducted in predominantly African communities.

TABLE 4: RACIAL COMPOSITION OF THE RESPONDENTS

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	African	76	86.4	86.4	86.4
	Coloured	8	9.1	9.1	95.5
	Indian	2	2.3	2.3	97.7
	White	2	2.3	2.3	100.0
	Total	88	100.0	100.0	

6.4.4 AGE DISTRIBUTION OF RESPONDENTS

The table 5 below represent the age distribution of the communities under iLembe District Municipality. Of significance is that age was evenly spread for all participants who participated in the study.

TABLE 5: AGE DISTRIBUTION OF RESPONDENTS

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	21 – 25 yrs	6	6.8	6.8	6.8
	26 – 30 yrs	8	9.1	9.1	15.9
	31 – 35 yrs	18	20.5	20.5	36.4
	36 – 40 yrs	15	17.0	17.0	53.4
	41 – 45 yrs	16	18.2	18.2	71.6
	46 – 50 yrs	10	11.4	11.4	83.0
	51 – 55 yrs	11	12.5	12.5	95.5
	56 – 60 yrs	4	4.5	4.5	100.0
	Total	88	100.0	100.0	

6.4.5 OCCUPATION OF THE RESPONDENTS

Nearly one-third of the respondents (34.1%) are unemployed.14.8% of the respondents is employed in the public service. Other participants are self-employed (25%), retired (5.7%) and 14.8% work in the private sector.

FIGURE 6.4.5: OCCUPATION OF THE RESPONDENTS

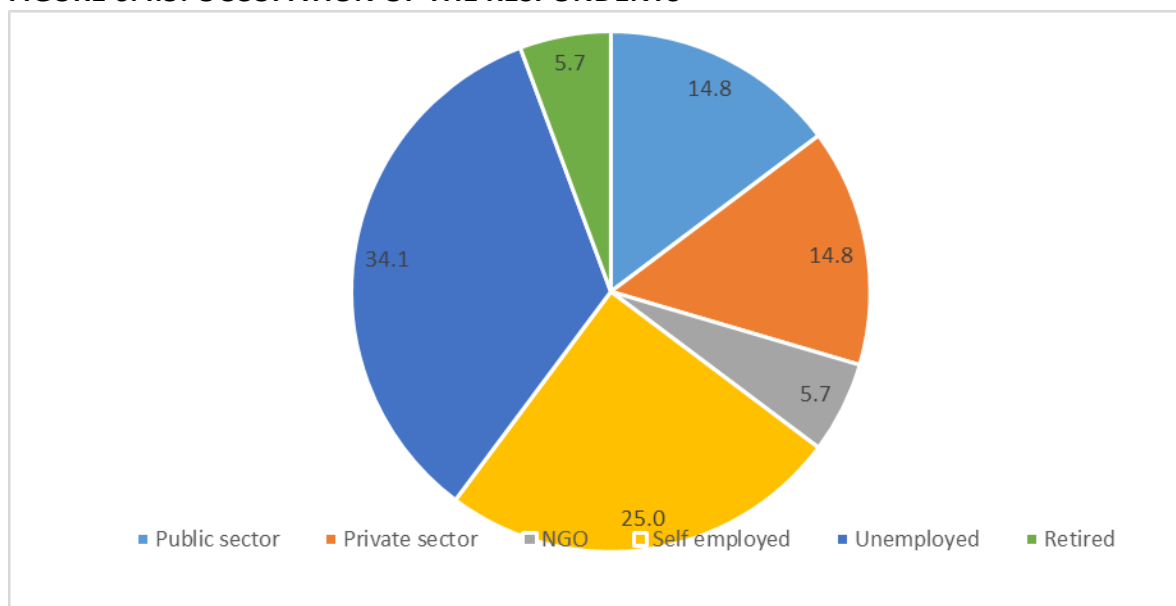


TABLE 6: OCCUPATION OF THE RESPONDENTS

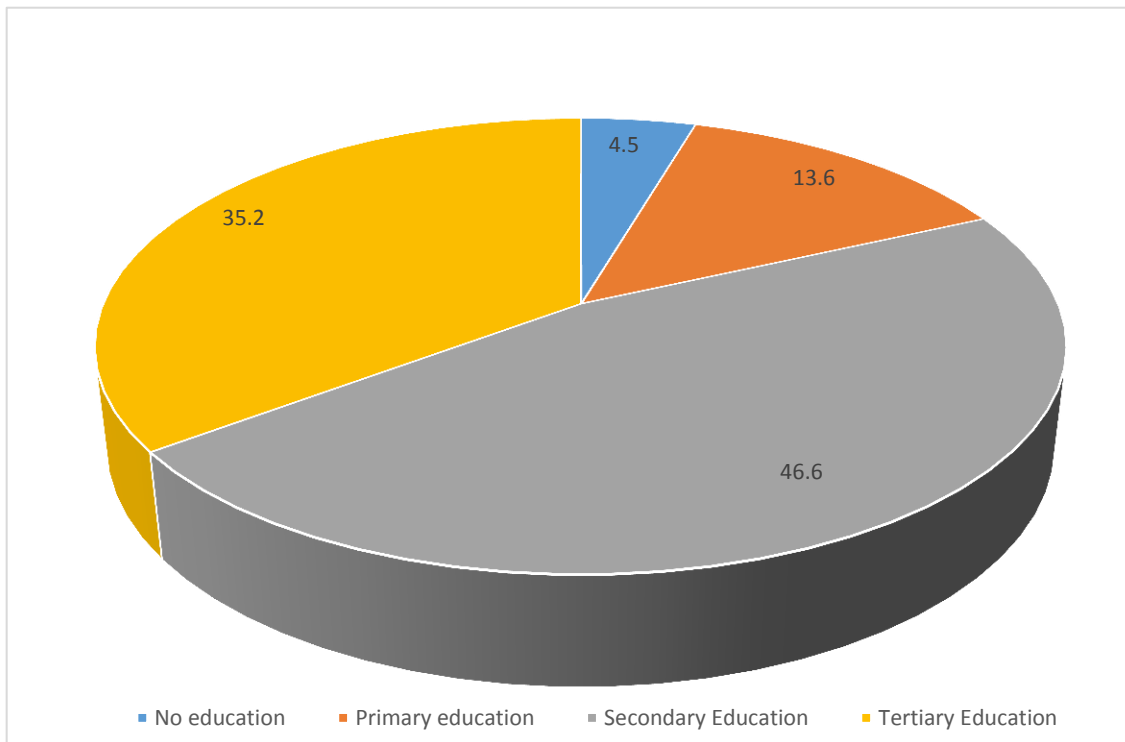
	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Public sector	13	14.8	14.8	14.8
Private sector	13	14.8	14.8	29.5
NGO	5	5.7	5.7	35.2
Self employed	22	25.0	25.0	60.2
Unemployed	30	34.1	34.1	94.3
Retired	5	5.7	5.7	100.0
Total	88	100.0	100.0	

6.4.6 EDUCATIONAL QUALIFICATIONS OF THE RESIDENTS

Slightly less than half of the residents (46.6%) are matriculated, and 35.2% respondents have post matric qualifications while 4.6% had no formal education. The insufficient or lack of education is a serious concern for local government as communities fail to understand local government legislation thus hindering their positive participation in local government matters.

The high level of unemployment among residents in this municipality – as indicated in graph 6.4.6.1 in the next page, can be linked to their insufficient education and lack of skills which in turn perpetuates high levels of poverty.

FIGURE 6.4.6.1 EDUCATIONAL QUALIFICATIONS OF THE RESPONDENTS



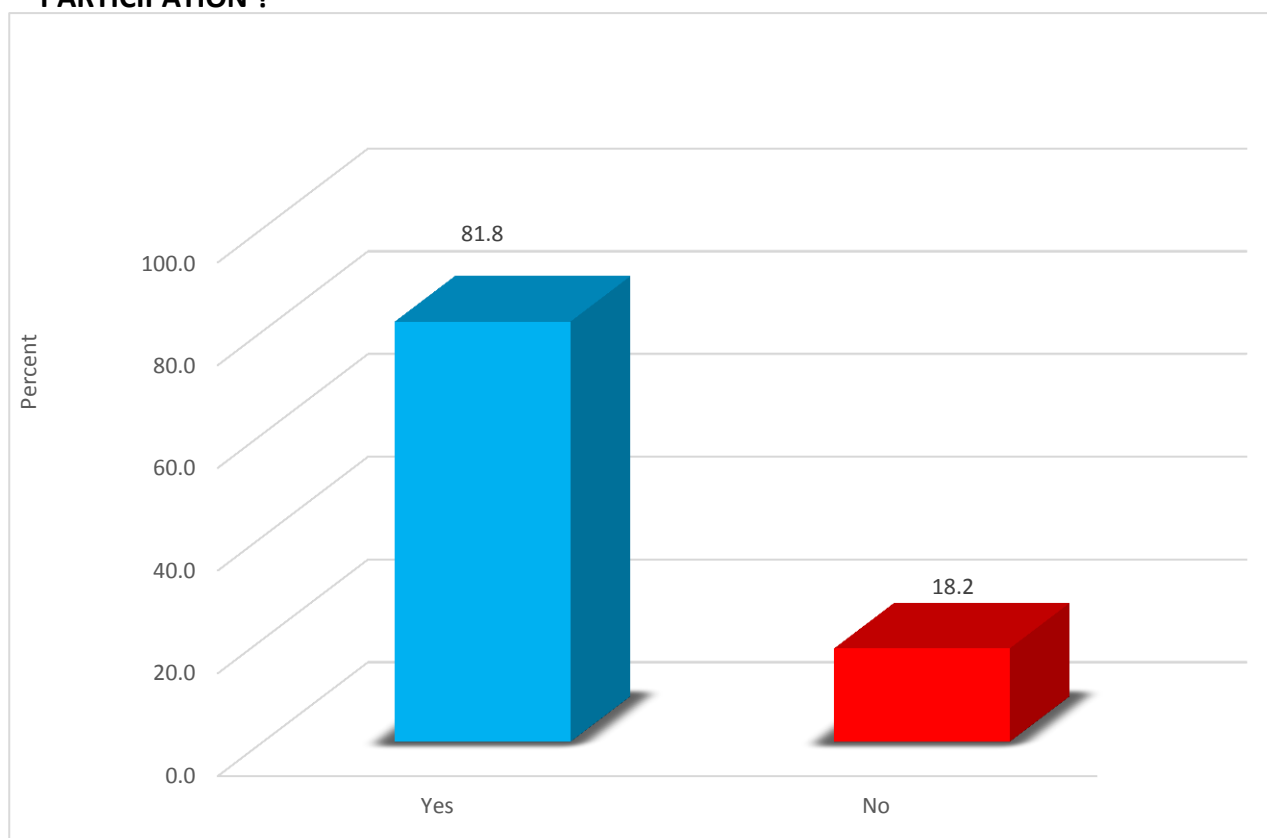
6.5 SECTION B: ANALYSIS OF PUBLIC PARTICIPATION PROCESSES IN ILEMBE DISTRICT MUNICIPALITY

Public understanding of the concept of public participation in iLembe District Municipality is presented in the preceding sub sections.

6.5.1 RESPONDENTS UNDERSTANDING OF THE CONCEPT OF PUBLIC PARTICIPATION

Figure 6.5.1.1 below shows the extent of the public’s awareness of the concept of public participation. The findings shows that the overwhelmingly majority, 81.1% of all residents who participated in the study have been apprised of public participation processes. A proportion of 2.7% of the residents were not apprised of public participation processes. This finding is important for the officials of iLembe District Municipality to note that there is still a need to apprise communities about public participation.

FIGURE 6.5.1.1: DO YOU UNDERSTAND THE MEANING OF THE CONCEPT ‘PUBLIC PARTICIPATION’?



Respondents’ understanding of the concept of public participation is reflected in table 6 below.

TABLE 7: RESPONDENT’S COMMENTS ABOUT THEIR UNDERSTANDING OF PUBLIC PARTICIPATION

	Frequency	Percent
Encourages interaction between government and officials and communities who votes them into power	1	1.1
In which local people are encouraged by the government to play a role in developing the community	10	11.4
Process in which people are updated on a regular basis about issues which affect their community and managed by government	5	5.7
Political term for people to practice their democratic rights of questioning issues that affect their lives	3	3.4
Relationship between communities and their representatives in ensuring that services are delivered timeously	13	14.8
Open dialogue and engagements between local citizens and their local authorities to express their views about development in community	9	10.2
System to encourage people to work hand-in-hand with the local authorities in solving community problems eg. Diseases and unemployment	5	5.7
Concept that allows full participation of people in local affairs and decision making process	5	5.7

A plan by government to encourage local people to report their problems to their councillor rather than embarking on public service delivery protests	5	5.7
Democratic process which encourages the inclusion of local residents in matters affect their lives	5	5.7
CSR Social responsibility	1	1.1
Members of the local community work and participate in all developments and issues of government in their communities via their local municipalities	8	9.1
No idea	2	2.3
Empower local people so that they can play a meaningful role in developing their communities	2	2.3
Total	88	100

6.5.2 DOES ILEMBE DISTRICT ENCOURAGES PUBLIC PARTICIPATION?

Figure 6.5.2 below indicates responses of community members to whether the local community encourages public participation in decision making processes. A little more than 60% indicated that the municipality did encourage public participation. A quarter of the respondents (25.3%) remained neutral, whilst the remaining respondents (13%) disagreed. These findings are imperative to gauge one of the objectives of this study which is to examine public participation strategies utilised by the iLembe district municipality to engage with citizens on development issues. These findings therefore call for the municipality to further strengthen its participatory mechanisms thus to enhance local democracy.

FIGURE 6.5.2.1 DOES ILEMBE DISTRICT ENCOURAGES PUBLIC PARTICIPATION?

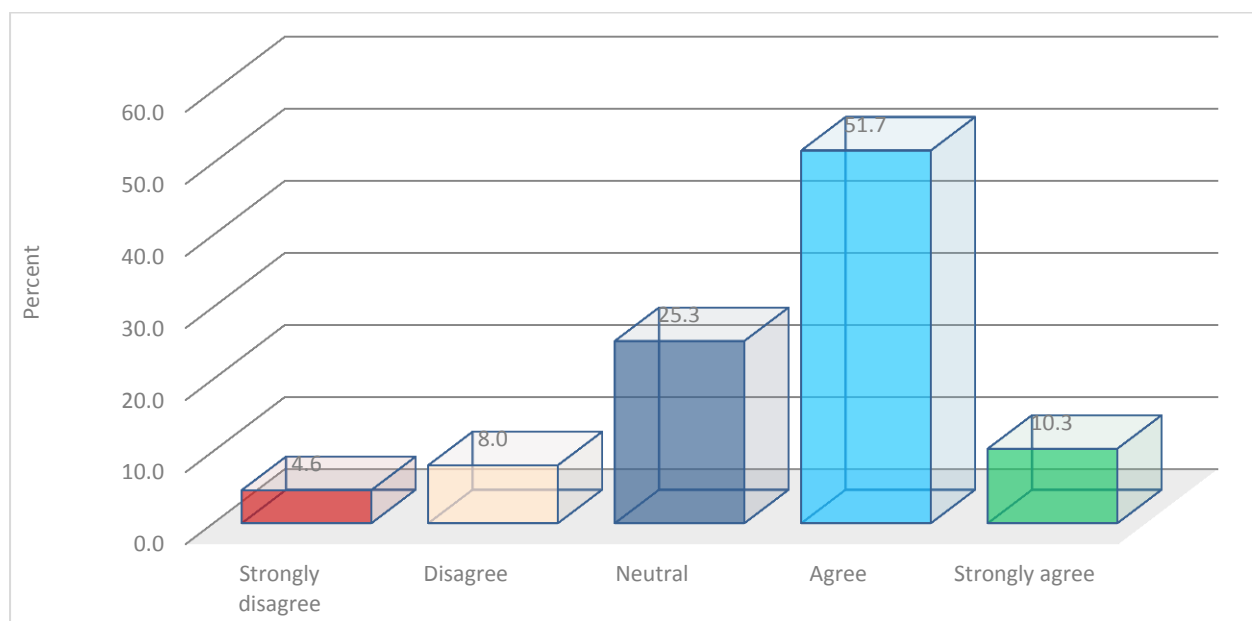


Table 8 below shows the breakdown of respondent’s comments on whether the district municipality encourages public participation.

TABLE 8: RESPONDENT’S COMMENTS ABOUT THEIR UNDERSTANDING OF PUBLIC PARTICIPATION

Leaders who are elected neglect the people who gave them power thus remain poor	5	5.7
People participate in community activities and there has been an improvement	9	10.2
Not active in community affairs	3	3.4
Public meetings are held on a regular basis to discuss community issues attended by municipal officials and ward councillors	7	8.0
Public meetings are held on a regular basis to report crimes and question leaders about service delivery	3	3.4
No clear understanding	5	5.7
People are encouraged to make their views known and to question and challenge issues relating to service delivery	8	9.1
Road shows, public meetings and izimbizo - insufficient as unemployment is still high	2	2.3
Transparency in community affairs where people can attend public meetings irrespective of political affiliations and question issues that relate to them	1	1.1
People have freedom to voice their concerns without fear of victimisation	3	3.4
They announce community meetings and people are encouraged to attend	1	1.1
They do not involve the people because they are afraid their corruption will be exposed	2	2.3
Allocation of budget is unknown	1	1.1
All residents are afforded an opportunity to meet their leaders through public meeting and they are encouraged to make their views known	3	3.4
Depends on how important things are	1	1.1
People of other parties benefit from service delivery than others in the community	1	1.1
Community members has been participating in all developmental aspect and that offered them employment opportunities	7	8.0
Local municipal members are always visible working with community members in all developments	5	5.7
Ward councillors do not involve the community in matters affecting their lives and Budget is not disclosed to the community	1	1.1
Not all community members participate and should be strong consultation with community members	2	2.3
Never heard anything about municipal officers visiting this community	2	2.3
Young community members who are not employed are encouraged to take part in the project	1	1.1
Since 1994 different councillors have been elected and different strategies were used some have been encouraging while others are not	1	1.1
The municipality does not play a role and the area is underdeveloped, few resources and poor infrastructure	1	1.1
There is an element of success in service delivery but it is insufficient	2	2.3
Municipal councillors only come when they are pressurised by people who voted them	1	1.1
They have an interest in community issues but due to limited budget they are unable to reach the needs of the population	1	1.1
Missing System	9	10.2
Total	88	100.0

6.5.3 THE EFFECTIVENESS AND EFFICIENCY OF PUBLIC PARTICIPATION STRATEGIES IN ILEMBE DISTRICT MUNICIPALITY

Figure 6.5.3.1 below shows the level of effectiveness and efficiency of public participation strategies of iLembe District Municipality. About 58% of the respondents stated that the district municipality has developed participatory systems of reasonable quality, while approximately 36% of the residents stated that the municipality still needs to improve in this respect.

FIGURE 6.5.3.1 ARE PUBLIC PARTICIPATION STRATEGIES OF YOUR LOCAL MUNICIPALITY EFFECTIVE AND EFFICIENT TO ENHANCE LOCAL DEMOCRACY AND SERVICE DELIVERY?

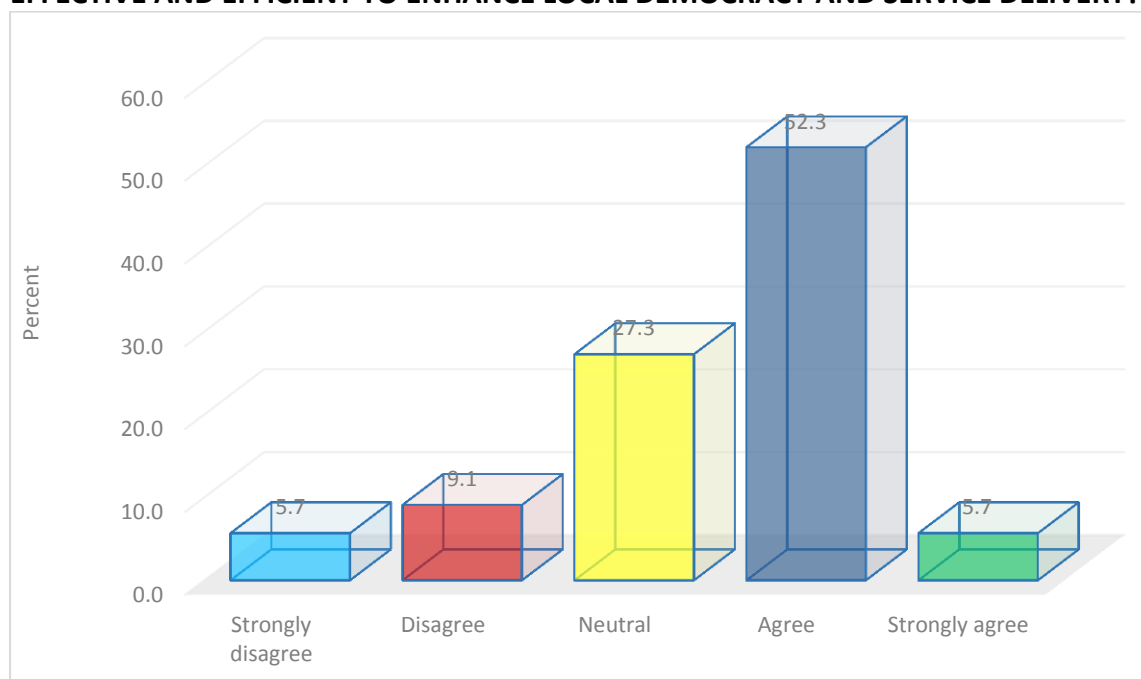


Table 9 in the next page shows comments of the community members regarding effectiveness and efficiency of public participation strategies in iLembe District Municipality

TABLE 9: COMMENTS OF THE RESPONDENTS REGARDING EFFECTIVENESS AND EFFICIENCY OF PUBLIC PARTICIPATION STRATEGIES OF ILEMBE DISTRICT MUNICIPALITY

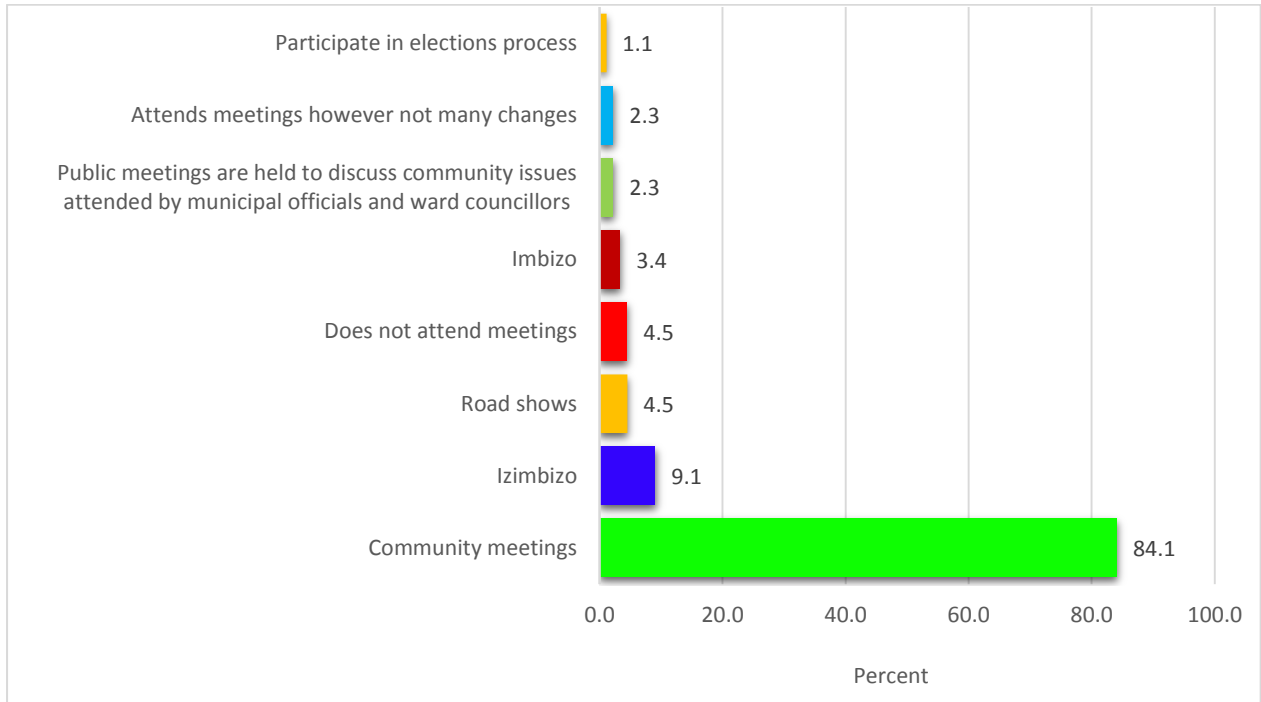
The efficiency and effectiveness of Public Participation Strategies of iLembe District Municipality	Frequency	Percent
Total dissatisfaction as a lot still needs to be corrected with regard to government operations and corruption	4	4.5
Communities have achieved clinics, schools and jobs through public participation	4	4.5
Does not participate in local government affairs as it does not have any benefits	3	3.4
Community problems are given priority by the municipality	1	1.1
Community leaders are not transparent and support particular individuals not everyone that put them into power	2	2.3
No co-operation between public and government	2	2.3
Community has benefitted as infrastructure is gradually improving	4	4.5
Most facilities are well maintained and encourage open communication about issues that affect the community	2	2.3
The area has developed to such an extent that it is now attracting tourists	1	1.1
Not very efficient as transparency and openness is lacking in issues such as job opportunities	2	2.3
An agenda of a meeting is circulated and residents are encouraged to attend and are allowed to question and challenge leaders	1	1.1
Effective as it encourages participation for all through meetings conducted on a regular basis	6	6.8
Community has benefitted with some facilities however still insufficient	3	3.4
The municipality has a public participation unit which encouraged councillors to interact with residents on a regular basis	6	6.8
Unaware of any plans as they the community is not involved	2	2.3
Effective as they need support from public in terms of evaluation and monitoring	1	1.1
Effective as people in the community work closely with the councillor to ensure service is delivered to the people	10	11.4
People are being informed about issues affecting the pace of service delivery	1	1.1
The municipality does not do anything to empower the community	1	1.1
Close connection between municipal structures and the community members in all the development projects	7	8.0
Community is in a good stage of development as infrastructure has been upgraded eg roads, electricity	3	3.4
All do not participate actively and should not go according to political affiliations	1	1.1
Councillors only come to the community when they need to be voted after that they disappear	2	2.3
Due to ill health, community participation is not possible	1	1.1
System Missing	18	20.5
Total	88	100.0

6.5.4 METHODS OF PUBLIC PARTICIPATION IN ILEMBE DISTRICT MUNICIPALITY

Figure 6.5.4 below shows that community meetings are the most common method of public participation in the district municipality. 84.1% of the respondents attend community meetings. Other methods of public participation in this municipality include izimbizo (9.1%)

and roadshows (4.5%) another 4.5% of the respondents do not attend community meetings, izimbizo or participate in roadshows.

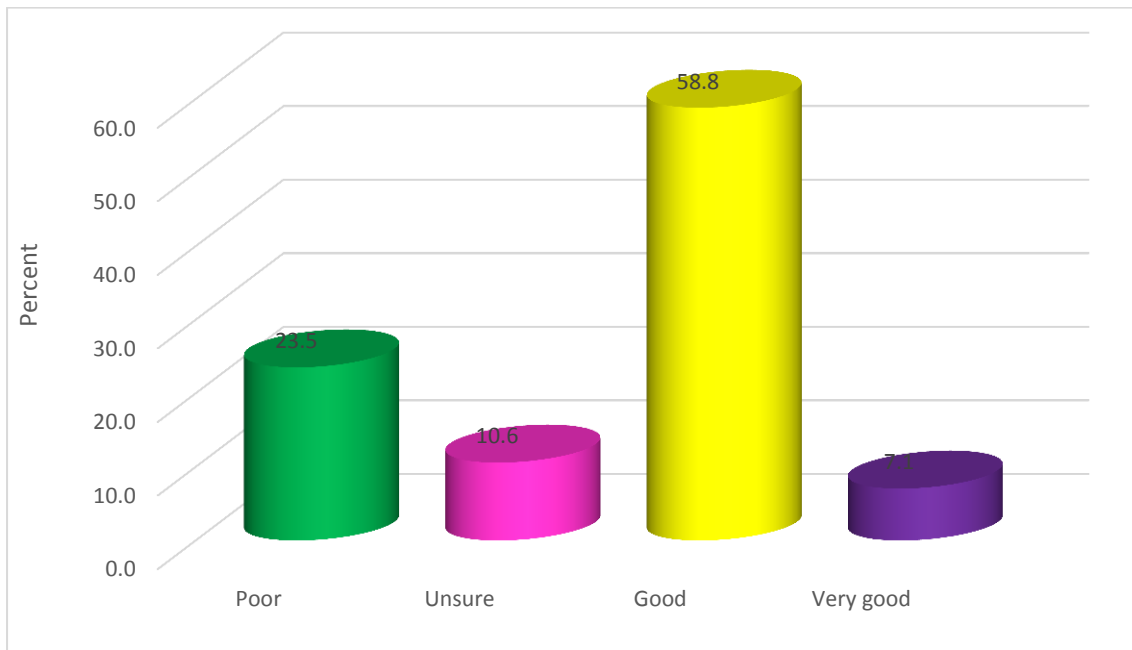
FIGURE 6.5.4.1 METHODS OF PUBLIC PARTICIPATION IN ILEMBE DISTRICT MUNICIPALITY



6.5.5 THE PRIORITY ACCORDED BY THE MUNICIPALITY IN PROMOTING PUBLIC PARTICIPATION

Figure 6.5.6.1 below shows the municipal priority in promoting public participation. Nearly 65.9% of the respondents rated the priority attached to public participation as being good while 23.5% believe that the municipality does not promote public participation. Public participation is a crucial factor for the enhancement of local democracy. It requires both municipal functionaries and citizenry to work collectively and progressively in strengthening channels of accountability for service delivery.

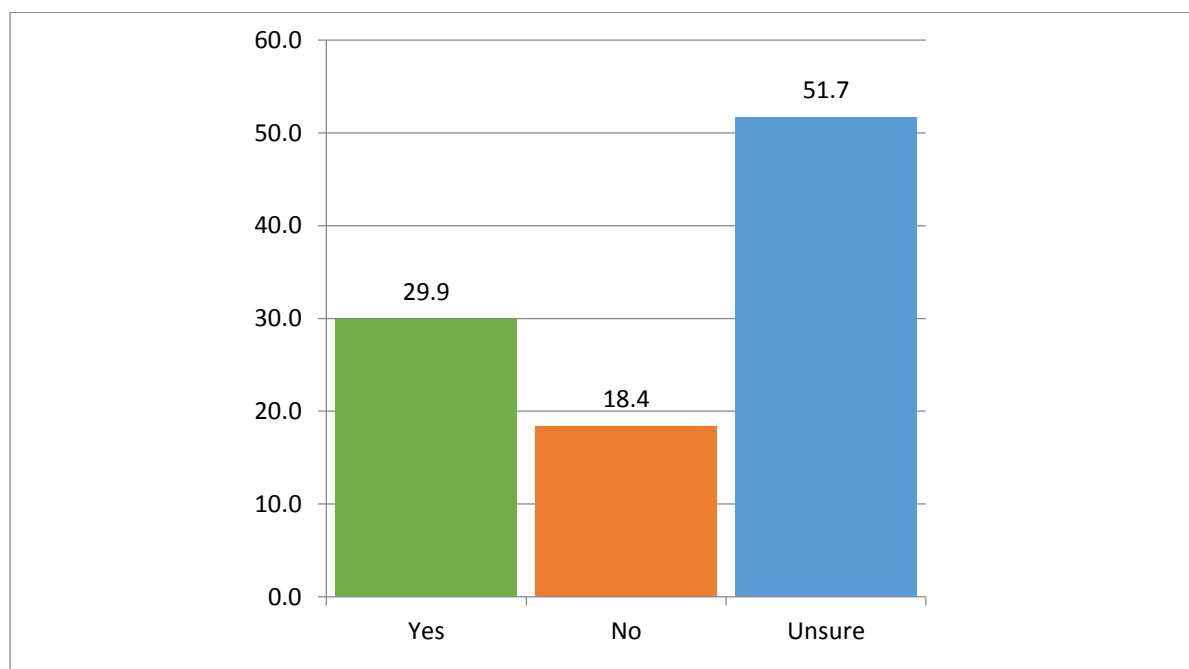
FIGURE 6.5.6.1 THE PRIORITY ACCORDED BY THE DISTRICT MUNICIPALITY IN PROMOTING PUBLIC PARTICIPATION



6.5.6 THE MONITORING AND EVALUATION PROCESS OF PUBLIC PARTICIPATION STRATEGIES IN ILEMBE DISTRICT MUNICIPALITY.

The concept of monitoring and evaluation of government process is imperative in measuring the extent in which government activities impacts on the lives of the citizens. With regard to iLembe District Municipality as indicated in figure 6.5.6.1 below, more than half of the respondents (51.7%) who participated in the survey were unsure of the processes utilised by the municipality to evaluate its public participation strategies.

FIGURE 6.5.6.1 IS THERE A SYSTEM TO MONITOR AND EVALUATE PUBLIC PARTICIPATION STRATEGIES IN ILEMBE DISTRICT MUNICIPALITY?



6.5.7 STRUCTURES RESPONSIBLE FOR PUBLIC PARTICIPATION IN ILEMBE DISTRICT MUNICIPALITY

Table 10 below reflects that all respondents believed that the municipal council was responsible for the monitoring and evaluation of the public participation strategies while a little less than half indicated that it was the responsibility of the IDP/LED manager. In essence, public participation is the collective responsibility of the public participation units in municipalities and the community at large.

TABLE 10: STRUCTURES RESPONSIBLE FOR PUBLIC PARTICIPATION IN ILEMBE DISTRICT MUNICIPALITY

Structure	Count	Percent
Civil society	5	19.2
Municipal council	26	100.0
Ward Committees	10	38.5
NGO & CBO's	0	0.0
Traditional leaders	3	11.5
IDP/LED Manager	12	46.2

6.5.8 VIEWS OF THE RESPONDENTS REGARDING THE EFFICIENCY AND EFFECTIVENESS OF PUBLIC PARTICIPATION IN ILEMBE DISTRICT MUNICIPALITY

As indicated in the preceding chapter, public participation as a concept encourages the citizens to contribute meaningfully in decision-making process thus providing open dialogues between authorities and citizens on matters of community development. This communication can be regarded as early warnings for public concern and issues that may affect social stability. Table 11 below shows the views of the respondents regarding the role of public participation in improving the well-being of communities in iLembe District Municipality.

TABLE 11: VIEWS OF THE RESPONDENTS REGARDING THE EFFICIENCY AND EFFECTIVENESS OF PUBLIC PARTICIPATION IN ILEMBE DISTRICT MUNICIPALITY

	Count	Percent
Improvement of service delivery	11	12.5
Be more transparency, consultation and openness	11	12.5
Community members must attend meetings	7	8.0
There must be feedback from the municipality about issues discussed at the meetings	7	8.0
Should encourage the community to participate in all developments	7	8.0
Create more jobs	6	6.8
Community leaders must be trustworthy and keep their promises	6	6.8
Meetings on a monthly basis - regularly	6	6.8
They must disclose to the people how they use funds and budget	6	6.8
It is important for knowing how and when issues affecting community are addressed	5	5.7
Created jobs	5	5.7
There has been improvements	5	5.7
Corruption in government should be dealt with	4	4.5
Community members must ask questions in the meeting	4	4.5
Youth participation due to them being future leaders and must contribute to the building of the community	4	4.5
It should be developed more further to benefit the majority of people and deep rural areas	4	4.5
Produce outcome	3	3.4
So far public participation seems to be fine	3	3.4
Everyone should attend meeting even those who do not support the ruling party	2	2.3
More public participation from residents	2	2.3
Should encourage more participation especially from other political affiliations	2	2.3
Community members should attend meetings and not feel intimidated to	2	2.3

complain to their leaders		
Public participation should be more accessible particularly in rural areas	2	2.3
Used to empower everyone	1	1.1
Consider public input	1	1.1
People who are elected to power by the people must come back and deliver service	1	1.1
Working well however it should be strengthened so that it match with big municipalities	1	1.1
Women participation	1	1.1
More transparency on tender allocations	1	1.1
More emphasis should be made to people to familiarise themselves with public participation policies	1	1.1
People should be informed with any developments for the community	1	1.1
Brings municipalities close	1	1.1
Development is slow since not all members are involved	1	1.1
Permanent office in the community to deal with such activities and community members will be informed	1	1.1
Need clean water, electricity	1	1.1
Councillors and ward committees should be empowered with leadership skills in dealing with communities	1	1.1
Total	88	100.0

6.6 SECTION C: THE ANALYSIS OF SERVICE DELIVERY IN ILEMBE DISTRICT MUNICIPALITY

This section presents the analysis of various aspects of service delivery – such as water, sanitation, electricity, housing, and waste removal in iLembe District Municipality.

6.6.1 WATER SUPPLY IN ILEMBE DISTRICT MUNICIPALITY

Table 11 below shows the availability of clean piped water in the communities of the district municipality. Almost all of the respondents (96.6%) indicated that they had clean piped water. This achievement can be attributed to the project consolidate which was a two year programme to assist municipalities, particularly in the rural area in improving their service delivery backlogs.

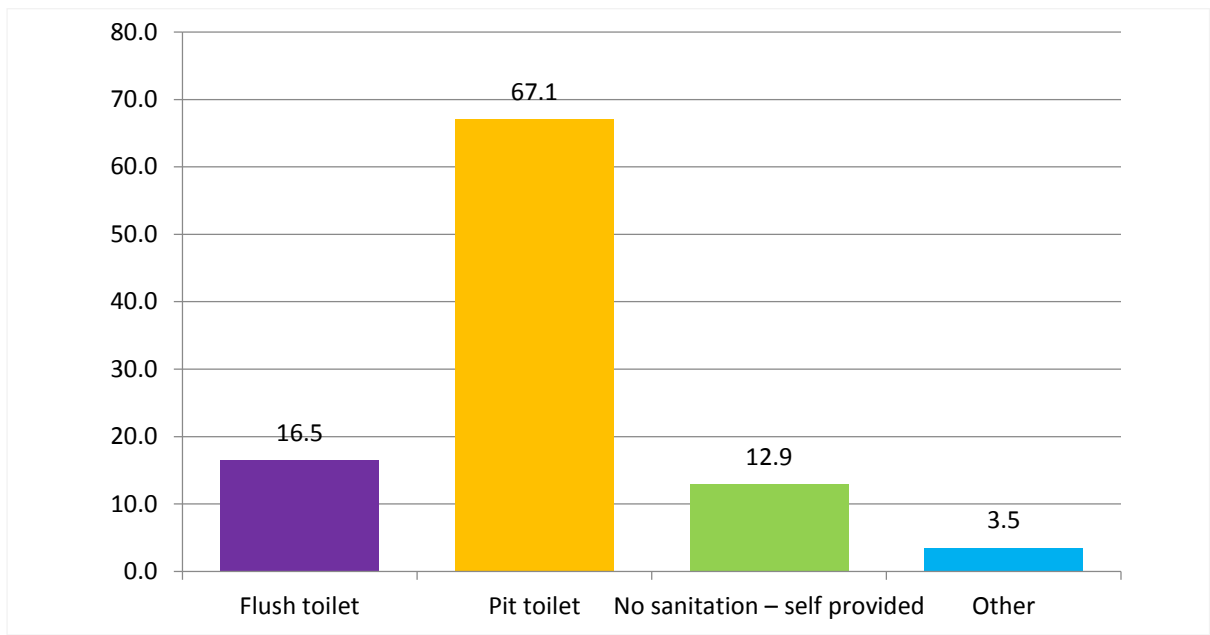
TABLE 12: DO YOU HAVE PIPED WATER SUPPLIED BY THE MUNICIPALITY TO YOUR HOUSEHOLD?

	Frequency	Percent
Yes	85	96.6
Missing System	3	3.4
Total	88	100.0

6.6.2 SANITATION

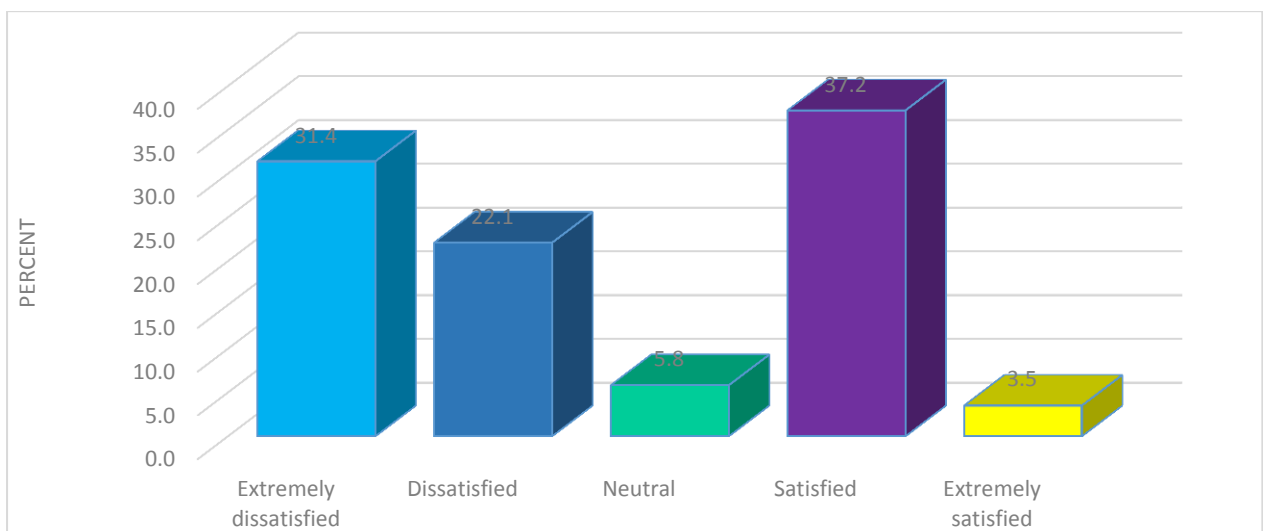
The dawn of democracy in South Africa in 1994 created a new dispensation which regards access to basic services such as sanitation as a fundamental human right. There has been improvement in this regard. However there are still gaps which need immediate attention as far as sanitation is concerned. Figure 6.6.2.1 in the next page indicates the types of sanitation (toilets) available in iLembe District Municipality. Two third of the respondents (67.1%) indicated that they had a pit toilet. Only 16.5% of the respondents had a decent sanitation system (flush toilets). About 13% of the respondents had no sanitation at all.

FIGURE 6.6.2.1: WHAT TYPE OF SANITATION (TOILET) DOES YOUR HOUSEHOLD HAVE ACCESS TO?



The lack of proper sanitation in the district municipality as indicated by the high levels (53.5%) of dissatisfaction amongst the research participants in figure 6.6.2.2 below. This poses a challenge as the lack of sanitation present a violation of human rights, particularly after twenty years of democracy.

FIGURE 6.6.2.2 THE LEVEL OF SATISFACTION/DISSATISFACTION WITH THE PROVISION OF SANITATION BY THE DISTRICT MUNICIPALITY



6.6.3 ELECTRICITY

Figure 6.6.3.1 below shows that a large number of respondents (90.7%) had electricity supplied by the municipality at their homes.

FIGURE 6.6.3.1: DO YOU HAVE ELECTRICITY SUPPLIED TO YOUR HOUSEHOLD?

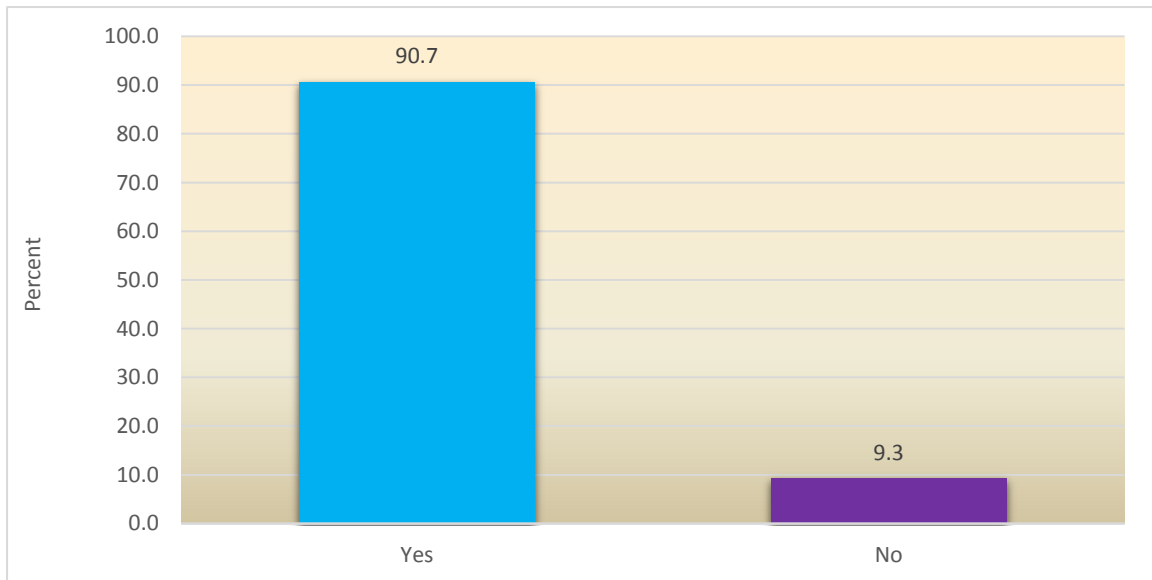


Figure 6.6.3.2 on the next page indicates the level of satisfaction of the respondents with the provision of electricity in their communities. Approximately 72.6% of the respondents were satisfied with the provision of electricity as opposed to 22.6% who were not satisfied. Their dissatisfaction is informed by regular disruptions of electricity due to load-shedding or municipal maintenances. Respondents also indicated that they have raised their dissatisfaction with the supply of electricity with their ward councillors or ward committees.

FIGURE 6.6.3.2 IN YOUR OPINION, HOW SATISFIED ARE YOU WITH THE PROVISION OF ELECTRICITY IN YOUR COMMUNITY?

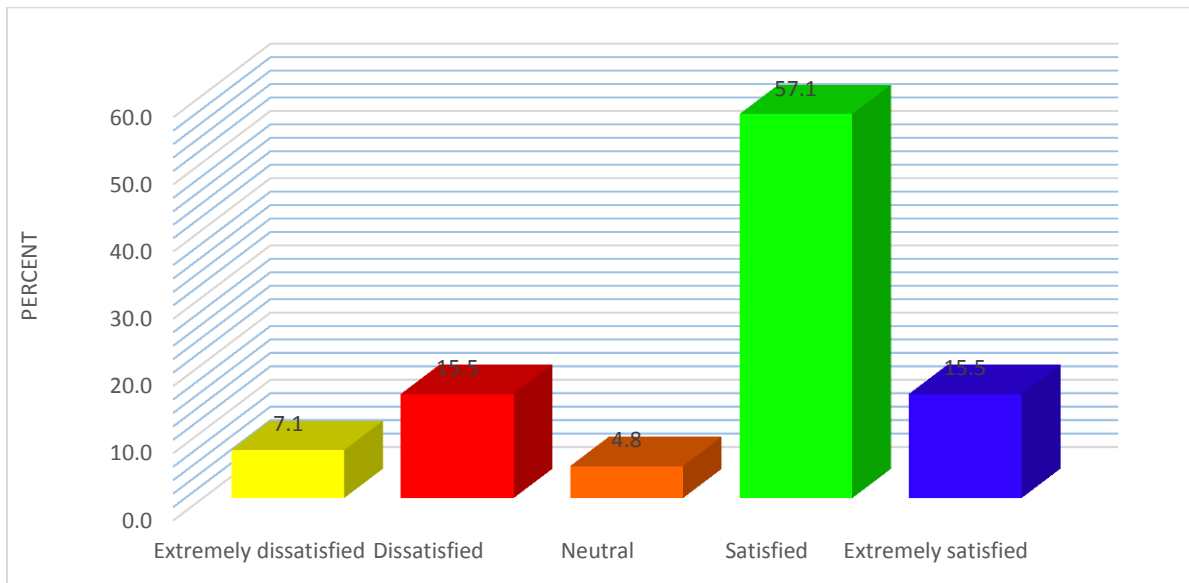
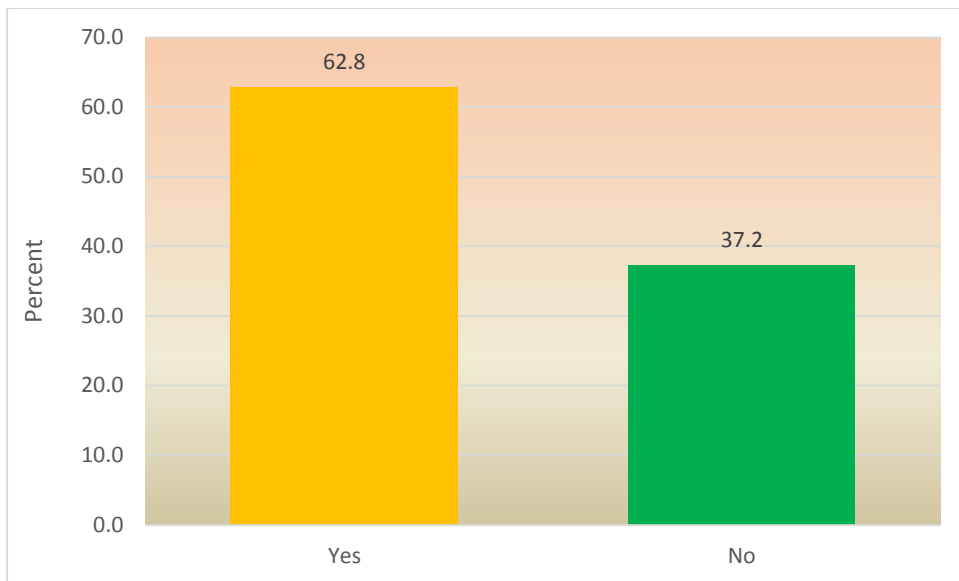


Figure 6.6.3.3 below shows the rate of complaints submitted by residents to the district municipality regarding the provision of electricity. 62.8 of the respondents indicated that they have had complaints in the last 2 or 3 years regarding the electricity supplied by the municipality in their communities.

Figure 6.6.3.2 in the next page indicates the ratio of their complaints regarding the supply of electricity.

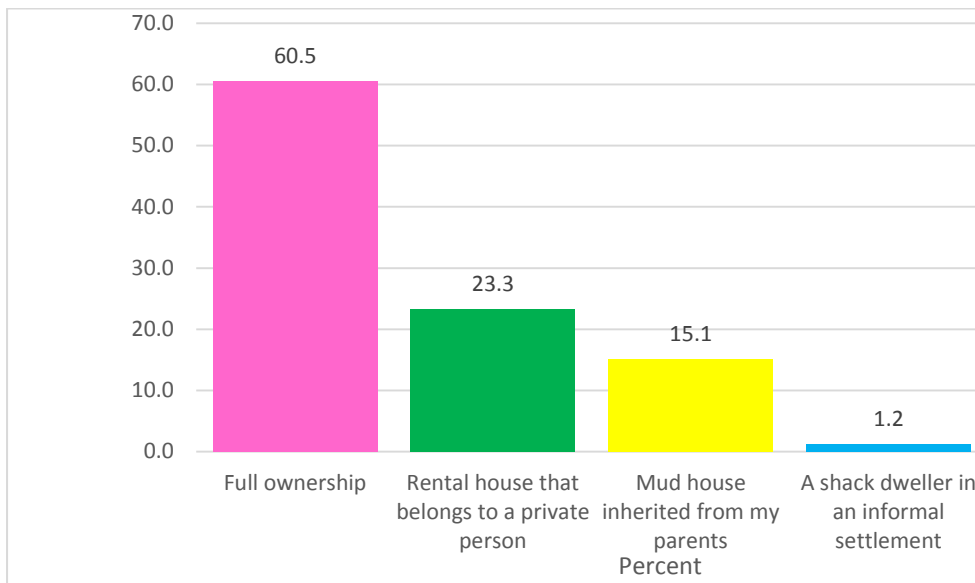
FIGURE 6.6.3.3 HAVE YOU HAD A COMPLAINT IN THE LAST 2 OR 3 YEARS REGARDING ELECTRICITY SUPPLY IN YOUR COMMUNITY?



6.6.4 HOUSING

The South African government has delivered the highest number of houses to the poor through different delivery mechanisms as compared to other countries in Africa. For the South African government, this objective is important to fulfil the vision of adequate housing as reflected in the National Housing Framework (Olaosebikan, 2008:3). This has also been the case with iLembe District Municipality in which significant progress has been achieved with regard to housing delivery. Figure 6.7.1.1 in the next page shows that 60.5% of respondents owned houses, while approximately 40% either lived in a rental house, mud house or shack house in an informal settlement. The issues of housing is a critical one in this district as it has been singled out as a main cause which perpetuated service delivery protests in the recent past.

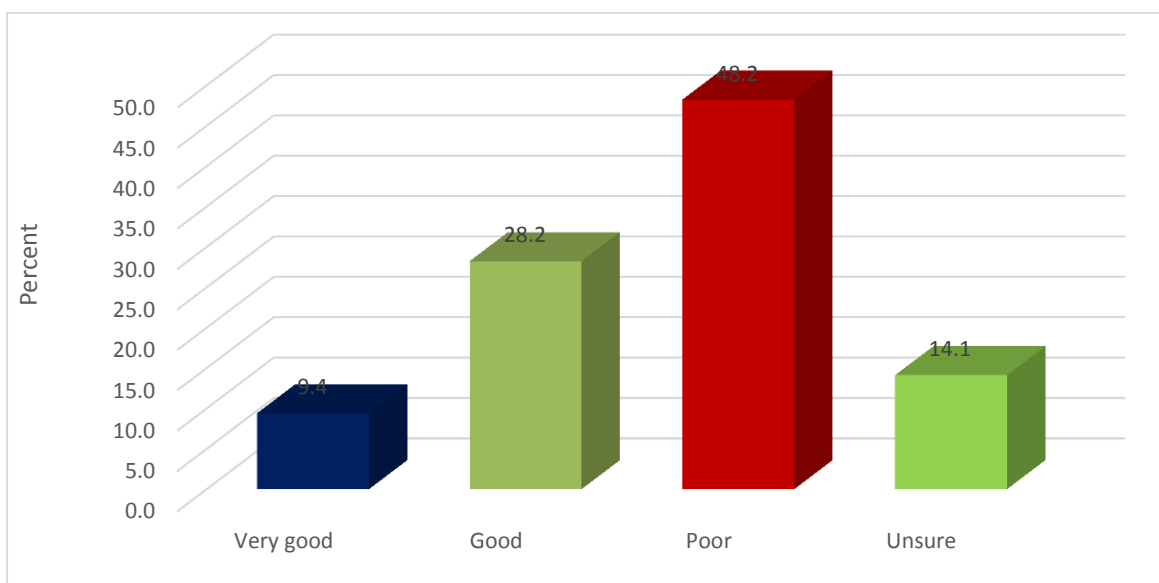
FIGURE: 6.6.4.1 TYPE OF HOUSING USED BY RESPONDENTS



6.6.4.2 THE COMMITMENT AFFORDED BY THE DISTRICT MUNICIPALITY WITH REGARD TO THE PROVISION OF LOW COST HOUSING

As indicated in figure 6.4.2.2 below, a little more than a third (38.6%) of the respondents gave favourable ratings regarding the municipality’s efforts regarding the provision of low cost homes. Nearly half (48.2%) of the respondents rated the municipality’s effort as poor.

FIGURE 6.6.4.2 IN YOUR OPINION HOW DO YOU RATE THE MUNICIPALITY ON THE PRIORITY THEY ACCORD WITH REGARD TO THE PROVISION OF LOW COST HOUSING



6.6.5 WASTE REMOVAL

Waste collection in most municipalities, especially those who are financially struggling, has become a serious challenge. In addition, the ever increasing population increases demands that these municipalities have with regard to effective and efficient waste management systems. Furthermore, figure 6.6.5.1 below shows that the majority of respondents (approximately 72%) were dissatisfied with the municipal's commitment towards waste collection.

FIGURE 6.6.5.1 IN YOUR OPINION, HOW SATISFIED ARE YOU WITH THE REFUSE REMOVAL SERVICES PROVIDED BY THE MUNICIPALITY?

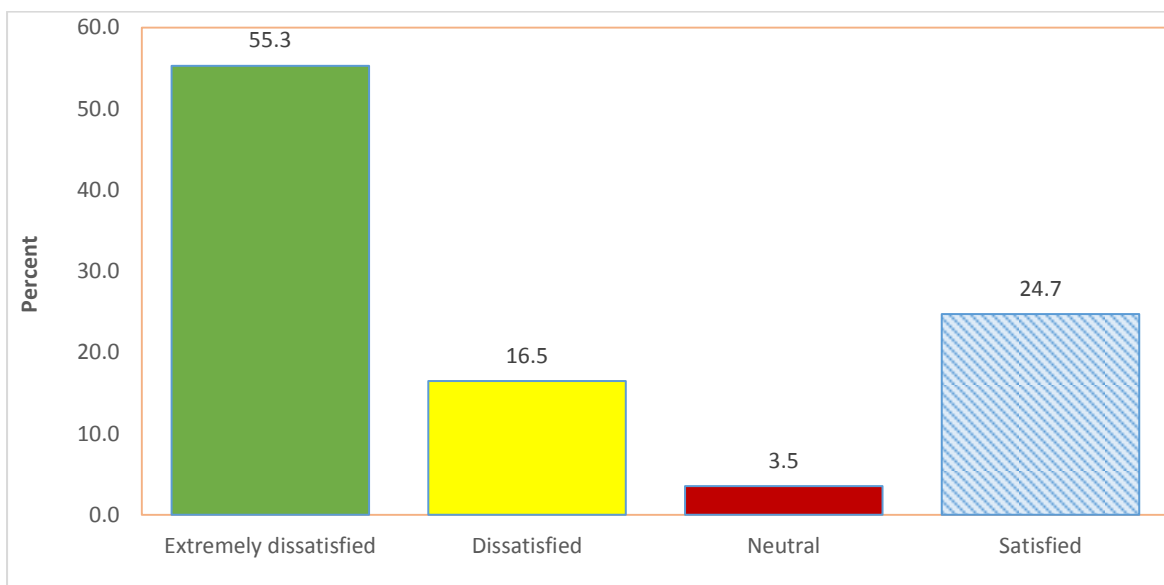
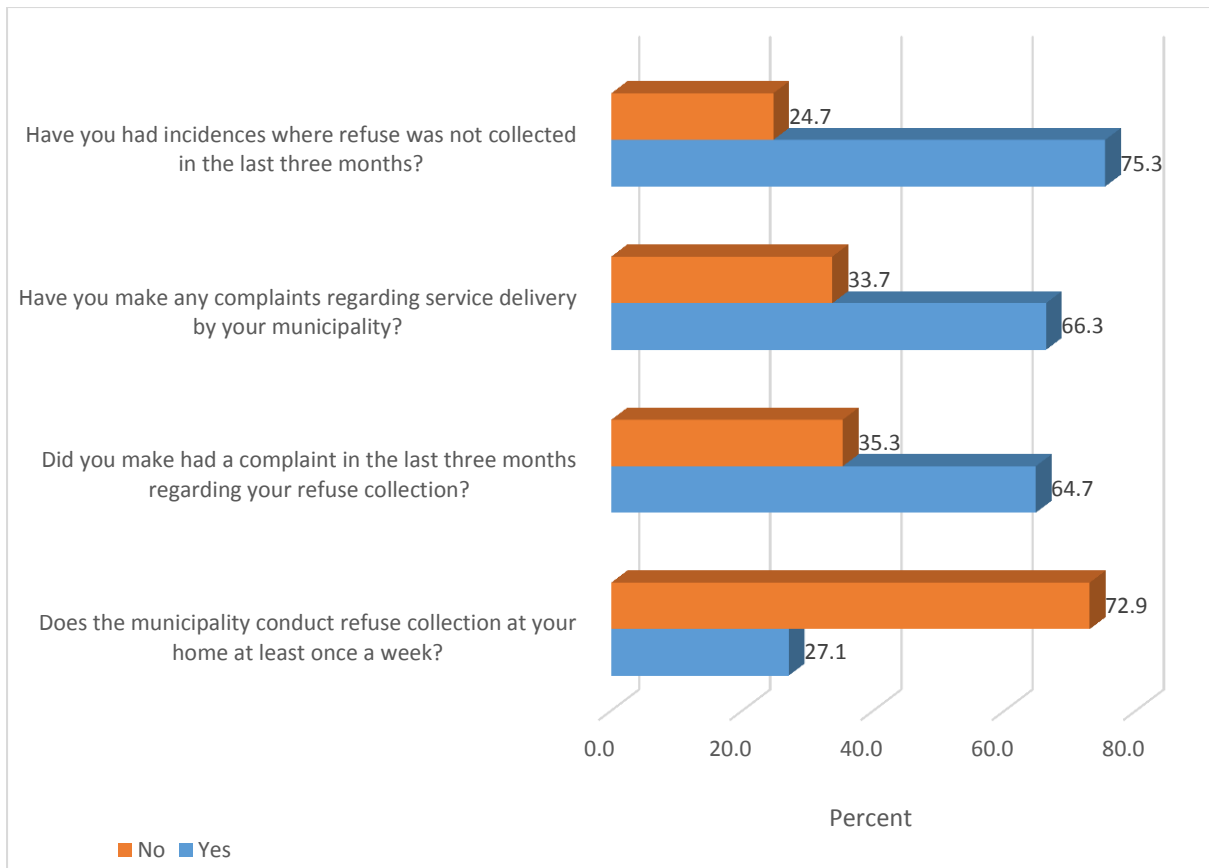


FIGURE 6.6.5.2 SUMMARY OF RESPONSES BY RESPONDENTS REGARDING THE COMMITMENT OF THE DISTRICT MUNICIPALITY TOWARDS WASTE COLLECTION

Figure 6.6.5.2 in the next page shows that the majority of respondents were not satisfied with the manner in which the municipality performs a waste collection responsibility. 72.9% of the respondents were not satisfied about the waste collection by the municipality.



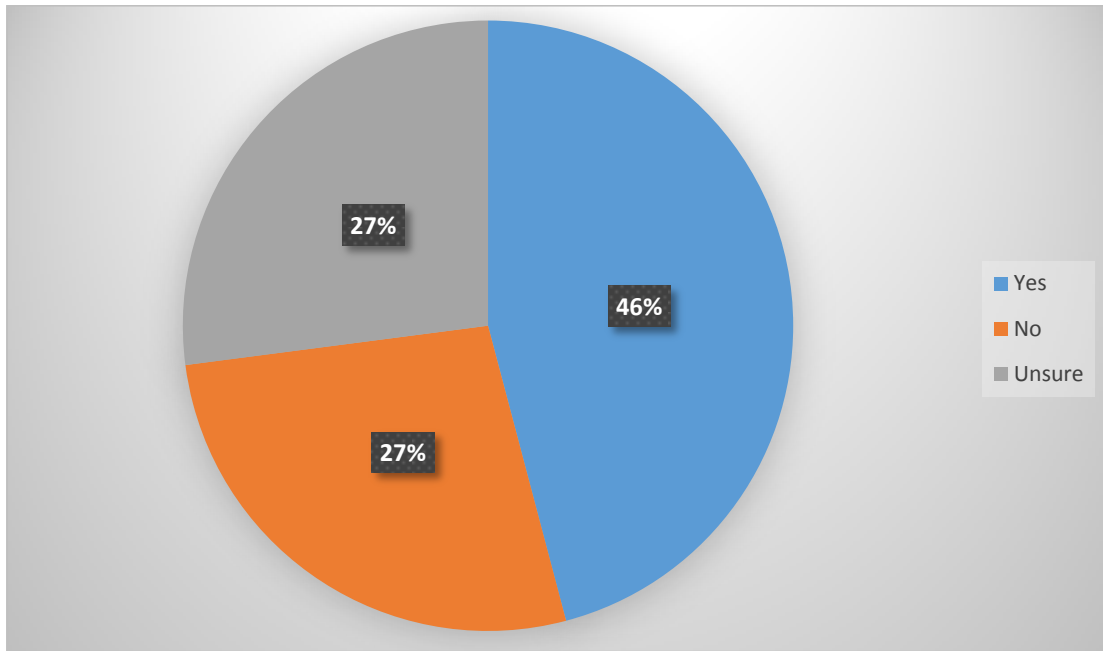
6.7 SECTION D: THE ANALYSIS OF LED STRATEGY IN ILEMBE DISTRICT MUNICIPALITY

This section presents the analysis of the knowledge of respondents regarding Local Economic Development.

6.7.1 THE ROLE OF THE DISTRICT MUNICIPALITY IN SUPPORTING AND PROMOTING LED

Figure 6.7.1.1 in the next page shows that nearly half of the respondents believed that the municipality had effective strategies to enhance Local Economic Development. One of the objectives for local government is to promote economic development for local communities thus to improve socio-economic conditions; therefore the LED strategies of the municipalities should become more visible and have a more inclusive stance.

FIGURE 6.7.1.1 IN YOUR OPINION; IS YOUR MUNICIPALITY SUFFICIENTLY SUPPORTING AND PROMOTING LED?



Local Economic Development is also given legal standing through the White Paper on Local Government (1998) which introduced the concept of 'Developmental Local Government' – referring to local government that is committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs. It is in this regard that Local Economic Development is one of the five key performance areas of local government.

Table 12 below shows the perceptions and knowledge of the respondents about the operational issues regarding Local Economic Development in iLembe District Municipality.

TABLE 13 KNOWLEDGE OF THE RESPONDENTS REGARDING MUNICIPAL LED STRATEGY

	Count	Percent
Local community members had been participating in all the workshops provided by the municipality and some of them already benefitted	10	11.4
Plan to empower communities with job opportunities	9	10.2
No clear understanding	7	8.0
People are encouraged to develop skills which will attract employers and trained on business related courses	7	8.0
It had been assisting in many developmental issues, SMME's and agricultural businesses	6	6.8
Although economic opportunities are available, it is insufficient and there are not clear criteria about access to the opportunities	4	4.5
Local residents do not benefit through economic opportunities offered by the municipality - job opportunities	4	4.5
Often attended by older people and not the younger generation	4	4.5
Business opportunities are not available	3	3.4
No economic development strategies for the community	3	3.4
People are encouraged to submit proposals about their intentions to start small businesses	3	3.4
High rate of unemployment	2	2.3
Unclear about municipal budget plans	2	2.3
The municipality has plans in progress to boost economic development in the area	2	2.3
Tenders have been allocated to local people	2	2.3
The local councillor is not transparent	1	1.1
Most people are making their own means to generate income	1	1.1
Business owners are given funding by the municipality to extend their business	1	1.1
Municipal officials and community leaders are hardly seen in the community and they do not call meetings	1	1.1
No job opportunities available	1	1.1
They always complain about budget constraints	1	1.1
Insufficient tenders	1	1.1
There is no transparency about municipal operations in the community	1	1.1
Old people hardly take part in the new developments	1	1.1
Municipalities are sometimes unable to deliver due to financial constraints	1	1.1
Too old to follow these things	1	1.1
There is a feeling that the community is neglected due to it being in a rural area	1	1.1
The municipality is not capacitated enough for LED	1	1.1
There has been few job opportunities but the allocation of these jobs is not clear	1	1.1
Total	88	100.0

Figure 6.7.1.2 below reflects the commitment of iLembe District Municipality in promoting LED. Less than half of the respondents (43.9%) gave satisfactory rating (good or better). The remaining respondents were not satisfied. This symbolises that there is still a lack of common understanding of the role of LED and how it should benefit communities.

FIGURE 6.7.1.2 IN YOUR OPINION, HOW DO YOU RATE THE MUNICIPALITY ON THE PRIORITY THEY ACCORD WITH REGARD TO THE PROMOTION OF LED

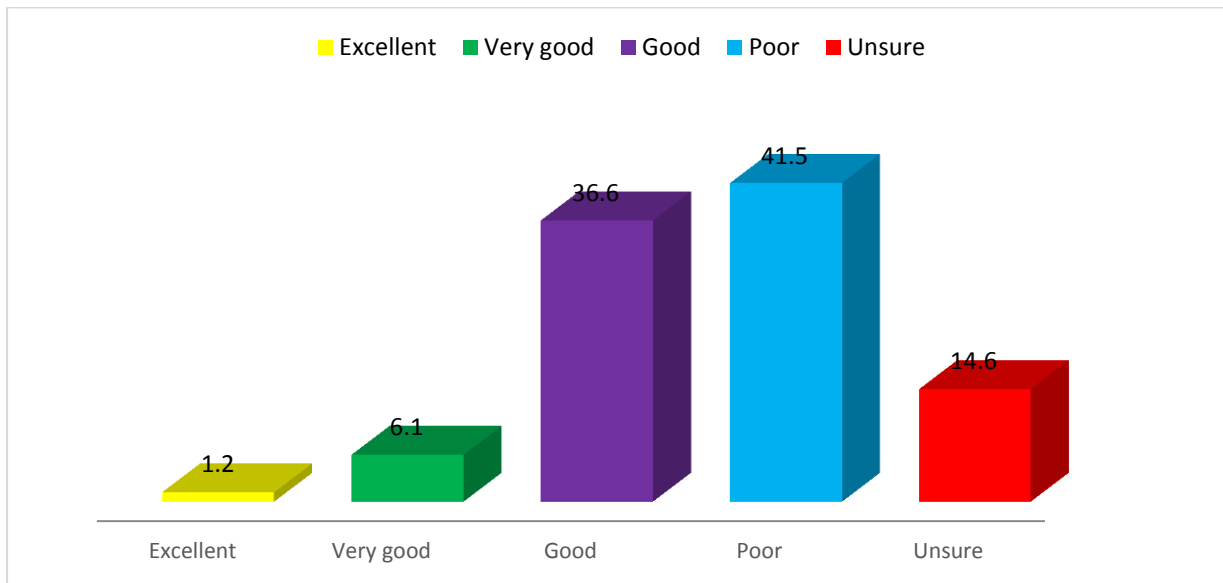


Figure 6.7.1.2 shows that less than half of the respondents (43.9%) indicated that LED strategy of the municipality was good and that it had met its objectives. The remaining respondents (41.5) were not satisfied with this strategy since it has failed to yield good results with regard to job creation.

6.8 SECTION E: THE ANALYSIS OF THE INTEGRATED DEVELOPMENT PLANNING (IDP) IN ILEMBE DISTRICT MUNICIPALITY

This section presents the understanding of the respondents' knowledge regarding IDP process of the District Municipality.

6.8.1 THE UNDERSTANDING OF THE RESPONDENTS REGARDING MUNICIPAL IDP PROCESS

The integrated Development Plan is a five-year plan strategy which municipalities must adopt to determine their developmental priorities. In doing so, they are required to work closely with their respective communities. Results of the empirical survey as shown in the next page indicate different understandings of respondents about this concept.

TABLE 14: The Understanding of the Respondents Regarding Municipal IDP Process

	Frequency	Percent
No idea	11	12.5
Plans for community development	7	8.0
No understanding	15	17.0
Municipal plan for the development of areas surrounding the district	10	11.4
Service delivery plan	8	9.1
Municipal framework which guides its plans for budget allocation funding for services and helps municipalities its strengths and weaknesses	7	8.0
Guidelines for service delivery	4	4.5
Municipal framework which guides municipal plans	3	3.4
Strategy to improve economic, social and environmental conditions in the community	1	1.1
Plans for socio-economic development	2	2.3
Political decisions that aims to improve local communities	1	1.1
It is a document prepared by the Municipality on how goals will be achieved	2	2.3
How to perform duties in its communities	1	1.1
Missing System	16	18.2
Total	88	100.0

6.9 PRESENTATION OF DATA GATHERED FROM THE MUNICIPAL OFFICIALS OF THE DISTRICT AND LOCAL MUNICIPALITIES

6.9.1 SECTION A: BIOGRAPHICAL DETAILS

This section presents the empirical findings gathered from the municipal functionaries, namely municipal managers, councillors, traditional leaders, NGOs and CBOs.

6.9.2 AGE DISTRIBUTION OF THE PUBLIC OFFICIALS

The ratio of males to females was approximately 3: 1 (72.7%: 27.3%). These findings indicate low numbers of women participation in local government. Despite their significant roles in community development, women continue to lack access to political leadership and this represents a critical issue which needs to be addressed by municipalities to comply with constitutional imperative of equity and affirmative action.

TABLE 15: AGE DISTRIBUTION OF THE MUNICIPAL FUNCTIONARIES IN ILEMBE DISTRICT

			Gender		Total
			Male	Female	
Age (in years)	30 - < 40	Count	1	0	1
		% within Age (in years)	100.0%	0.0%	100.0%
		% within Gender	12.5%	0.0%	9.1%
		% of Total	9.1%	0.0%	9.1%
	40 - < 50	Count	2	2	4
		% within Age (in years)	50.0%	50.0%	100.0%
		% within Gender	25.0%	66.7%	36.4%
		% of Total	18.2%	18.2%	36.4%
	50 - < 60	Count	5	1	6
		% within Age (in years)	83.3%	16.7%	100.0%
		% within Gender	62.5%	33.3%	54.5%
		% of Total	45.5%	9.1%	54.5%
Total		Count	8	3	11
		% within Age (in years)	72.7%	27.3%	100.0%
		% within Gender	100.0%	100.0%	100.0%
		% of Total	72.7%	27.3%	100.0%

6.9.2.1 RACIAL COMPOSITION OF MUNICIPAL FUNCTIONARIES IN ILEMBE DISTRICT

The below table indicates that nearly 9 out of every 10 respondent was African.

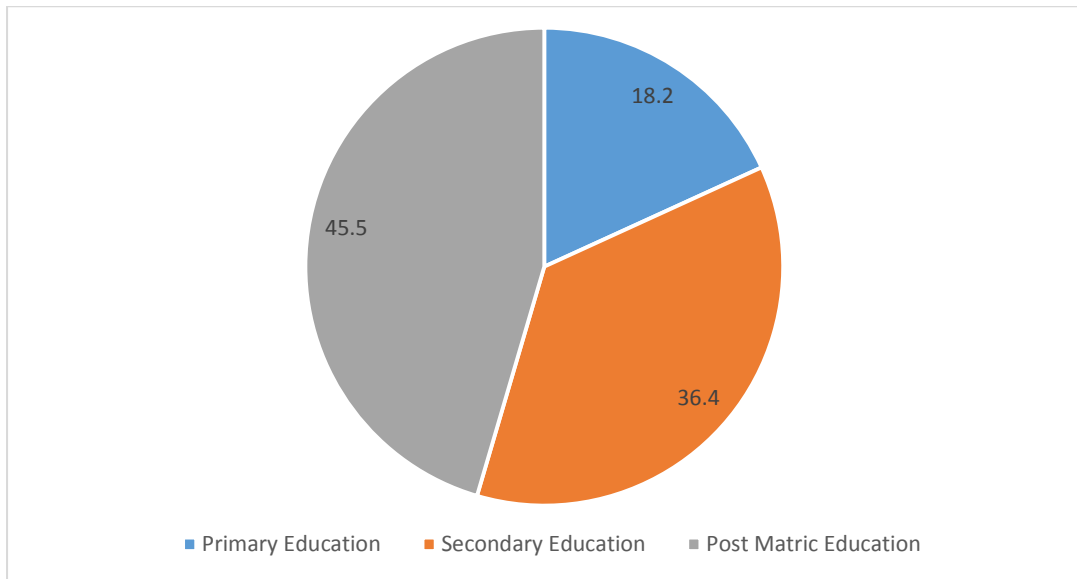
TABLE 16: RACIAL COMPOSITION OF MUNICIPAL FUNCTIONARIES IN ILEMBE DISTRICT

	Frequency	Percent
African	10	90.9
White	1	9.1
Total	11	100.0

6.9.3 EDUCATIONAL QUALIFICATIONS OF MUNICIPAL FUNCTIONARIES

According to the above graph, little less than half of the respondents (45.5%) had a post school qualification. Improved educational qualifications such as post matric educations represent a crucial element for expertise and competence in local government. In the following chapter, the study noted that the municipality still suffers from a growing quantitative and qualitative deficiency in terms of skills. It therefore recommends the enhancement of human capital to ensure the effective functioning of the municipality.

FIGURE 6.9.3.1 EDUCATIONAL QUALIFICATIONS OF MUNICIPAL FUNCTIONARIES



6.9.4 EMPLOYMENT STATUS OF MUNICIPAL FUNCTIONARIES

All of the employed respondents indicated that they were employed in the Public Sector.

TABLE 17: EMPLOYMENT STATUS OF MUNICIPAL FUNCTIONARIES

			Employer	Total
			Public Sector	
Employment status	Employed	Count	8	8
		% of Total	100.0%	100.0%
Total		Count	8	8
		% of Total	100.0%	100.0%

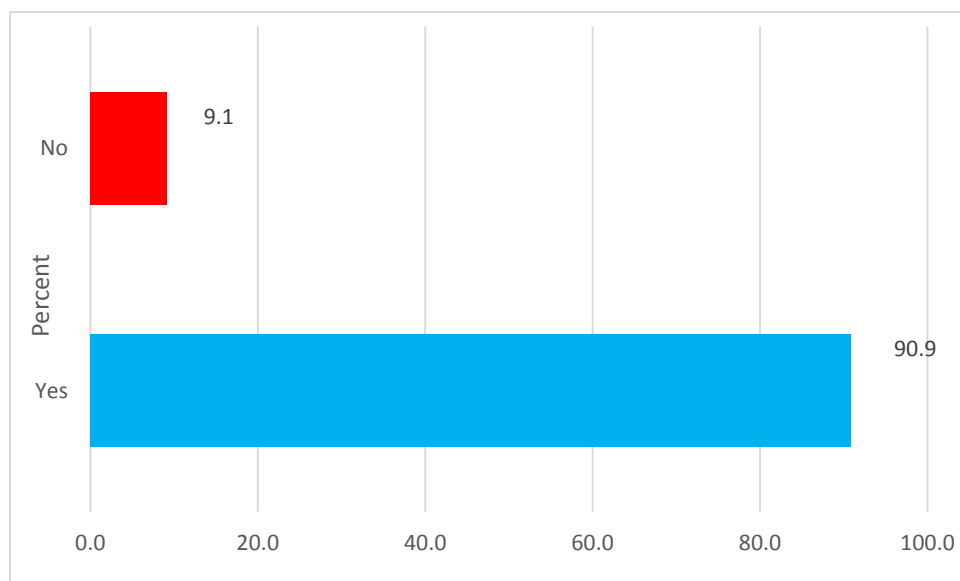
6.10 SECTION B: THE ROLE OF PUBLIC OFFICIALS IN PROMOTING PUBLIC PARTICIPATION

This section presents the understanding of public participation strategies in iLembe District Municipality by municipal functionaries. This is done by the analysis of various questions posed to the officials.

6.10.1 DOES THE DISTRICT MUNICIPALITY ENCOURAGE PUBLIC PARTICIPATION?

Figure 6.12.1.1 below shows that most respondents, that is 90.9%, believed that participation was encouraged by their municipalities. Furthermore they indicated various mechanisms which are properly instituted to support public participation for the enhancement of local democracy and service delivery. A small proportion of respondents (9.1) indicated that public participation strategies of their local municipalities are not yet ready to mobilise community participation to its fullest potential.

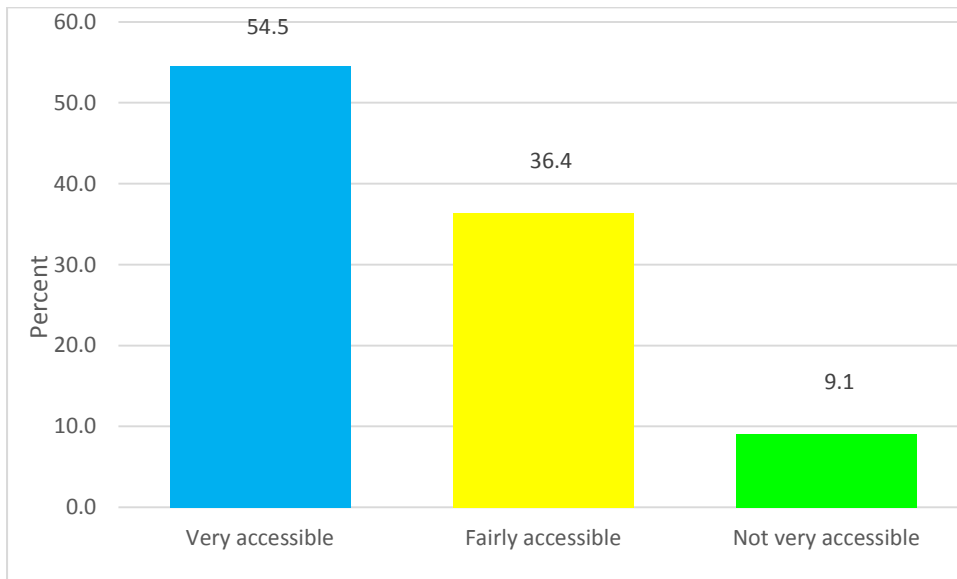
FIGURE 6.10.1.1: DOES THE DISTRICT MUNICIPALITY ENCOURAGES PUBLIC PARTICIPATION?



6.10.1.2 THE ACCESSIBILITY OF PUBLIC PARTICIPATION OFFICE TO THE ORDINARY CITIZENS.

Figure 6.12.1.2 below shows that less than 10% of the respondents had problems with strategic positioning of the public participation offices in their municipalities. Approximately 90% of the respondents had no challenges in accessing the public participation offices of their municipalities.

FIGURE 6.10.2.1 THE ACCESIBILITY OF PUBLIC PARTICIPATION OFFICE TO THE CITIZENS



6.10.1.3 THE AVAILABILITY OF DESIGNATED PERSONNEL DEALING WITH PUBLIC PARTICIPATION

Figure 6.10.3 indicates that only four of the respondents indicated that their offices had dedicated staff for public participation. The numbers ranged from a minimum of 1 to a maximum of 10. Four others did not indicate numbers.

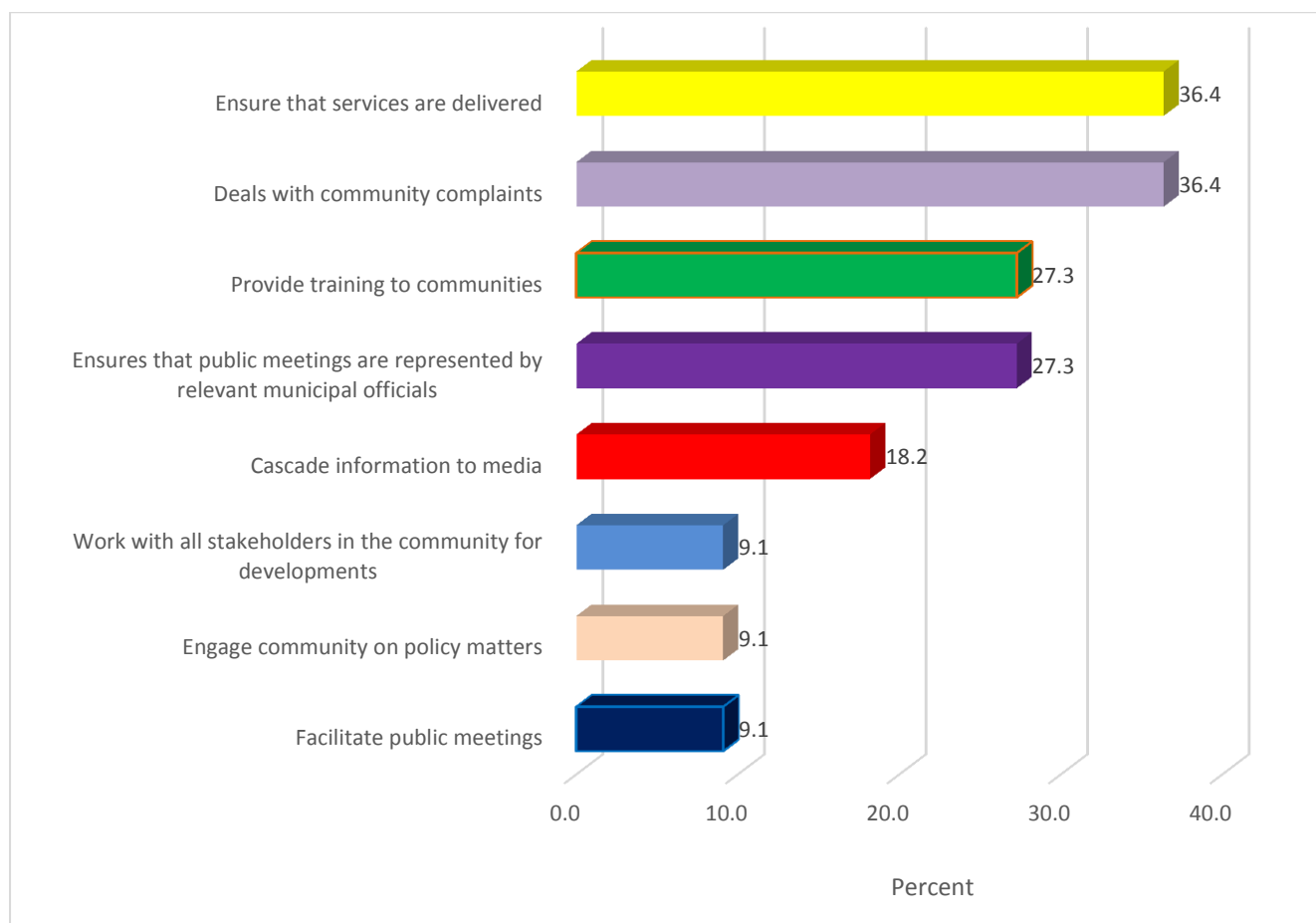
TABLE 17: IS THERE A DESIGNATED PERSONNEL FOR PUBLIC PARTICIPATION? IF YES, HOW MANY?

		Is there a designated staff for public participation?		Total
		Yes		
If Yes, how many?	1	Count	1	1
		% of Total	25.0%	25.0%
	3	Count	1	1
		% of Total	25.0%	25.0%
	5	Count	1	1
		% of Total	25.0%	25.0%
	10	Count	1	1
		% of Total	25.0%	25.0%
Total		Count	4	4
		% of Total	100.0%	100.0%

6.10.1.4 THE OVERVIEW OF THE RESPONSIBILITIES OF THE PERSONNEL DEALING WITH PUBLIC PARTICIPATION

For figure 6.10.4, multiple responses were allowed per statement. Hence the percentage is per statement therefore it ranks the order of the tasks associated with the public participation personnel. This analysis also indicates that the primary objective of public participation personnel is to facilitate service delivery in communities and to attend to their concerns regarding the quality of services provided by the municipality.

FIGURE 6.10.1.4. THE OVERVIEW OF THE RESPONSIBILITIES OF THE PERSONNEL DEALING WITH PUBLIC PARTICIPATION



6.10.1.5 THE CAPACITATION OF PUBLIC PARTICIPATION OFFICIALS

Table 18 below indicates that they had dedicated staff with special training in areas of public relations, media liaison, and civic education.

TABLE 19: TRAINING FOR PUBLIC PARTICIPATION PERSONNEL

	Frequency	Percent
Yes	8	72.7
No	3	27.3
Total	11	100.0

6.10.1.6 THE LEVEL OF COMPETENCE BY PUBLIC PARTICIPATION PERSONNEL IN ILEMBE DISTRICT MUNICIPALITY

Table 19 below presents a summary of the public officials with regard to the level of competence by personnel dealing with public participation. It is evident from this summary

that while Public Participation personnel strive for excellence in executing their duties, they experience some challenge due to the volume of work and the lack of resources.

TABLE 20: LEVEL OF COMPETENCE BY PUBLIC PARTICIPATION PERSONNEL IN ILEMBE DISTRICT MUNICIPALITY

	Count	Percent
There is an increased volume of work in communities which requires the attention of the public participation unit of the district municipality	3	27.3
Deals with community complaints	2	18.2
Too many meetings with different stakeholders	1	9.1
Provided with resources and training to deal with public participation matters	1	9.1
Public participation personnel are efficient in their operation	1	9.1
There hasn't been many complaints from the community about the work of the public participation personnel	1	9.1
There is a high level of youth unemployment	1	9.1
Insufficient time and resources to deal with all issues raised by communities	1	9.1
Too many challenges to be dealt with by one person	1	9.1
Shortage of resources	1	9.1
Total	88	100.0

6.10.1.7 FEEDBACK FROM COMMUNITIES REGARDING PUBLIC PARTICIPATION STRATEGIES OF THE DISTRICT MUNICIPALITY

Table 20 below indicates perceptions of the communities about public participation strategies of the district municipality. This feedback is essential in gauging the stance of the municipality in terms of its relations with the public.

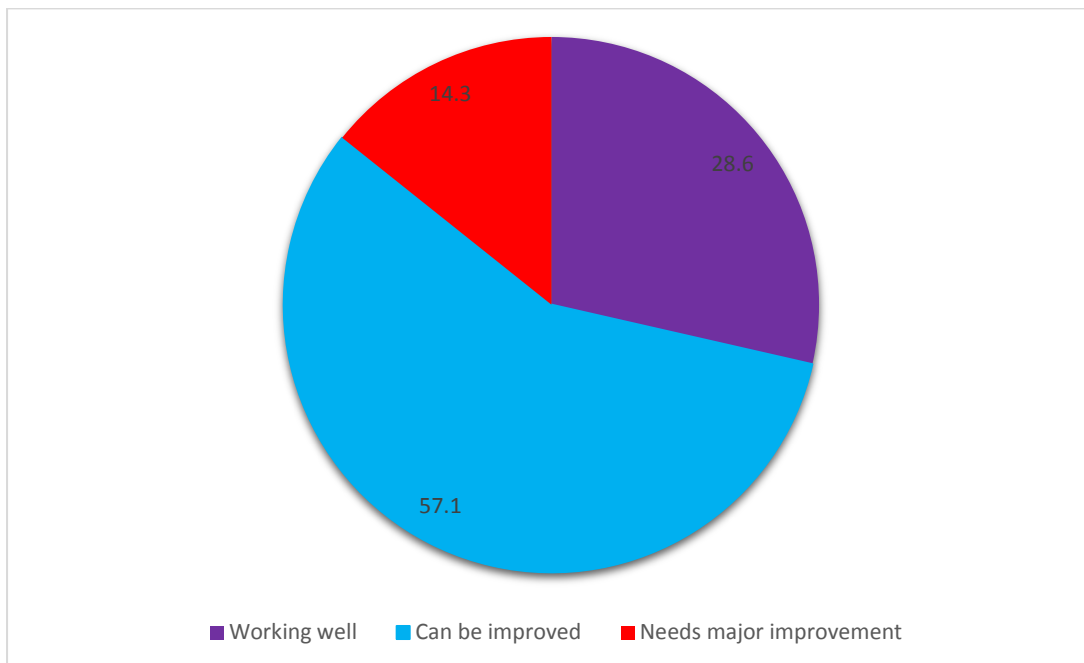
TABLE 21 COMMUNITY FEEDBACKS ABOUT PUBLIC PARTICIPATION

	Frequency	Percent
Good	2	18.2
Positive response from the community about municipality roles in engaging communities	1	9.1
The NGO has an important role in community development	1	9.1
Additional time and some improvements	1	9.1
Additional time and be more in their home language	1	9.1
Since it is new many do not understand the content	1	9.1
Majority of the community members are very grateful	1	9.1
The public participation processes have not yet reached a level of satisfactory	1	9.1
None	1	9.1
Missing System	1	9.1
Total	11	100.0

6.10.1.8 THE IMPLICATIONS OF THE COMMUNITY FEEDBACK ABOUT PUBLIC PARTICIPATION STRATEGIES OF THE DISTRICT MUNICIPALITY

Nearly 58% of the public officials indicated that there was a room for improvement with regard to public participation strategies of the municipality. 14.3% of the public officials were not being satisfied with the standards of public participation in the district municipality.

FIGURE 6.10.8.1 IMPLICATIONS OF THE COMMUNITY FEEDBACK ABOUT PUBLIC PARTICIPATION STRATEGIES OF THE DISTRICT MUNICIPALITY



6.11 CONCLUSION

The chapter intended to analyse empirical data focusing on the main questions of the study which seek to understand whether local government restructuring and transformation at iLembe District Municipality resulted in the desired expertise for service delivery and compliance with the public participation and legislative framework governing local government. The findings clearly reveal that local government restructuring and transformation in iLembe District have succeeded in enhancing local democracy and service delivery; and that the quest for improved service delivery has cemented a coherent working relationship between municipal functionaries and the citizens – basically they have

advocated a parallel democratic system which can draw maximum benefit for local democracy. However, the empirical survey study has documented a few areas which need immediate intervention, such as housing delivery, progressive alignment of the municipal operations with the legislative imperatives governing local government in South Africa and to shape community understanding about IDP and LED matters. These findings point towards the need for more coherent understanding of local government operations by all stakeholders in the district municipality – including the general public.

CHAPTER SEVEN

GENERAL CONCLUSIONS AND RECOMMENDATIONS

7.1 INTRODUCTION

The main objective of this chapter is to present the conclusions and recommendations of the study. It first presents the key thematic issues arising from both the literature and empirical study and proposes recommendations for future studies in the field of local government, service delivery and public participation. The main aim of the study was to contribute towards identifying mechanisms that can assist local government in achieving its service delivery mandates and the facilitation of local democracy. The previous chapter paints a picture that while the District Municipality has created enough structural support and mechanisms for service delivery, it is somewhat struggling to operate and maintain its infrastructure in a cost effective and sustainable manner. Furthermore, the municipality still needs to enhance more understanding of the citizens about municipal operations.

7.2 GENERAL CONCLUSIONS

In line with the objectives and rationale of the study and key themes of public participation and service delivery in iLembe District Municipality, the conclusions from the study are presented under two distinct categories, namely, conclusions arising from the literature and conclusions arising from the empirical study.

7.3 KEY THEMATIC ISSUES ARISING FROM THE STUDY: LITERATURE AND EMPIRICAL STUDY

The structure of the thesis was based on the following chapter delineations and headings: Chapter one: Introduction and overview of the study; Chapter two: Review of local government restructuring and transformation in South Africa, with particular reference to iLembe District Municipality; Chapter three: Service delivery and public participation in South Africa, legislative and policy context; Chapter four: A review of public participation and service delivery at iLembe District Municipality; Chapter five: Research design and methodology; Chapter six: Analysis and interpretation of data; and Chapter seven: General conclusions and recommendations.

Chapter two has demonstrated that South Africa has undergone major socio-economic and political changes since the demise of apartheid. The transformation of local government has probably been the largest undertaking within the entire democratic governance transformation process since 1994 (COGTA, 2009:70). The enactment of the 1996 Constitution and the subsequent legislative framework have dramatically redefined and restructured the local government sector, mandating the equitable and fair distribution of services to communities to ensure that the general welfare and quality of life takes place. The local government system was further tasked with encouraging the involvement of communities in local government. The Local governance system is built upon an effective interface between political office-bearers, political structures, councillors and officials, the delegation of appropriate powers to achieve maximum operational and administrative efficiency. In this regard, the chapter has identified the functions, roles and responsibilities of the political office bearers, political structures, councillors and municipal manager. This chapter further provided an overview of the typical organisational structures of South African local government. The chapter concluded by highlighting that the definition and implementation of local government functions, democratic-decisions and the speedy delivery of services are emerging more slowly than expected. It is evident from the public service protests that the dynamics brought about by transformation will probably still take years to stabilise. The challenge facing local government is to deepen and strengthen the local democratic culture, thus enhancing accountability and ensuring that pro-poor developmental outcomes become a reality.

Chapter three addressed the trends and issues in local government service delivery and public participation in South Africa as well as the legislative framework which enables the provision of services. The current policy and legislative framework supporting local governance are contained in the Constitution, the Local Government White Paper, the Local Government Municipal Structures Act, the Local Government Municipal Systems Act, the Disaster Management Act, the Municipal Finance Management Act and the Local Government Municipal Property Rates Act. All these pieces of legislation were discussed in detail in the study. The chapter located service delivery within the New Public Management paradigm. According to Hood (1996) NPM is a paradigm shift from Public Administration to Public Management. As highlighted in the chapter, NPM has been subject to ongoing and

intense debates in the academic literature because it challenged conventional thinking about governmental operations and brought together a range of practices which enable the functioning of the public sector. The chapter also explored the role of the Batho Pele principles in enhancing service delivery. The rationale for the Open-Systems approach which is also explored in chapter three is to provide a useful analytic instrument for obtaining a broader understanding of local government systems and the environmental factors which affect the effective and efficient delivery of services in South Africa.

Chapter four evaluated public participation and service delivery processes at iLembe District Municipality. It highlighted the municipality's compliance with service delivery and public participation policies. The municipality has created a climate and conditions that are favourable to investment and economic growth. Partnerships have been established with other stakeholders, such as iLembe Enterprise to promote socio-economic growth in the area. The ultimate goal is to provide a better quality infrastructure and services on a sustainable basis for the residents. To meet this challenge, the municipality is looking for alternative and creative ways such as establishing private-public partnerships. Public participation has also been enhanced to deliver high quality services to all their residents over a short period. It is imperative to mention that municipal service delivery is an on-going process rather than a one-off or isolated event and it requires continual improvement for the benefit on the community.

Chapter five presents the methodology and the instruments used to accomplish the study objectives. The study was designed to be a mixed method approach – using qualitative and quantitative approaches to gain a deeper understanding of public participation and service delivery discourse in South Africa. The critical review was undertaken to evaluate the role of different stakeholders in rendering quality services at iLembe District Municipality. The role of public participation as an 'enabler' of good governance has been discussed in detail. The research design, approach and the data collection methods were discussed in detail. The research was guided by the research objectives and the key research questions posed in Chapter one of this study. The data collection and presentation methodology was discussed, and the researcher made use of frequency tables for the demographic data and visual graphs and pie charts to present research findings. The research study was extensive; it

included a district municipality and its four local municipalities, and required careful and critical thought and preparation. This chapter describes the sample population and how this was drawn from the four local municipalities, the data collection, and the statistical analysis methodology was discussed.

Chapter six focused on the data presentation, analysis and the interpretation of the results gained from the questionnaires and the interviews. The data was measured using statistical tools and subsequently analysed with the assistance of a registered statistician. The analysed data was assembled with graphs, tables and diagrams; the data was supported by concise summaries of the empirical study. Triangulation of the results was gained through application of statistical tests. The statistical values of the data were calculated, including the data that was tested for reliability and significance, all of which are presented in this chapter.

This chapter draws conclusions from the themes that emerged from the literature study as well the key findings of the study. Appropriate and relevant recommendations are provided. The statistical results that were presented in the preceding chapter are interpreted and presented as recommendations in relation to the research problem as presented in chapter one of this study. The focal point of this chapter is to draw conclusions that are justified by this study. The findings of this study raise new questions and problems for future research in public participation, service delivery, local democracy and local governance.

The objectives undertaken by the study have contributed somewhat significantly to the understanding of local government service delivery and public participation processes specifically in iLembe District Municipality and more broadly in KwaZulu-Natal. In this regard, several conclusions can be drawn from the empirical study in line with the objectives of the study. These conclusions are presented under five themes:

7.3.1 LOCAL GOVERNMENT RESTRUCTURING AND TRANSFORMATION IN SOUTH AFRICA WITH PARTICULAR REFERENCE TO ILEMBE DEISTRICT MUNICIPALITY

The study has indicated that local government in South Africa has, since the transition to democracy in 1994, undergone a series of changes to meet the needs of a consolidating

democracy and the development of the country's citizens. Current challenges include: addressing apartheid-legacy underdevelopment of the regions and municipalities, fostering participatory governance at the local level, consolidating local government to facilitate sustainable development and improving service delivery. The study highlighted the key policy changes in local government over the past twenty years as a background against which to explore the challenges faced by South African municipalities in general. The empirical study has indicated that there is still a disjuncture between local communities and municipal officials. This is viewed in a negative light as it affects local democracy. A strong synergy between citizens and community representatives is key for local democracy, and this relationship should be nurtured for successful delivery of services.

7.3.2 THE EVALUATION OF THE PROVISION OF MUNICIPAL SERVICES IN ILEMBE DISTRICT MUNICIPALITY

The provision of basic services is an important aspect of alleviating poverty and promoting a better quality of life for local communities. The failure of the municipality to implement proper LED strategies – as demonstrated by the empirical survey is a great concern. The purpose of LED is to enhance the economic prosperity of local communities in order to benefit the residents. The importance of the supply of water, electricity infrastructure, sanitation and proper human settlement cannot be overemphasized. A poor implementation of service delivery mechanisms finds expression in widespread service delivery protests. iLembe District Municipality has been affected by this scenario. This is an indication of a breakdown between municipal service delivery policies and the practice. It is therefore essential that the municipality strengthens its service delivery mandate.

7.3.3 EXAMINATION OF PUBLIC PARTICIPATION STRATEGIES WITH THE VIEW TO ENHANCE LOCAL DEMOCRACY IN ILEMBE DISTRICT MUNICIPALITY

The primary data which was obtained through one-on-one interviews with the general public, councillors, municipal officials and community based organisations demonstrates that, while the public is not entirely satisfied with municipal services, the municipality has made slight progress with public participation. The municipality encourages the culture of public participation, which is largely viewed as a democratic process for engaging residents in decision-making, planning and generally allowing them to play an active role in their

development and service delivery. Data obtained from the large-scale communities also demonstrated that effective public participation depends upon full and rigorous community involvement in local government affairs. In this case, it has been noted that there are practically no effective engagement systems between communities and municipal officials.

7.3.4 MUNICIPAL COMPLIANCE WITH LOCAL GOVERNMENT LEGISLATION OF SERVICE DELIVERY

As indicated in chapter two of this study, transformation at local government level have been accompanied by a range of appropriate legislative requirements to facilitate service delivery and local democracy. These pieces of legislations include the 1998 White Paper on local government, which advocated for a policy of developmental local government as a mean to enhance participatory planning and development. The White Paper required local representatives to work with the institutions of civil society to nurture public participation and consensus around issues of development and design local solutions to the problems. This objective was seen as complementary to the data obtained, in that the study has revealed that, although there are still challenges facing the local government sector, the arrival of the new democratic order has resulted in significant transformation in the lives of the local people.

7.3.5 PROPOSALS FOR IMPROVED LEVEL OF EXPERTISE FOR LOCAL GOVERNMENT FUNCTIONARIES IN COMPYING WITH PUBLIC PARTICIPATION POLICIES

Improved service delivery has been singled out as important ingredients for successful local government processes. Several initiatives to improve local government systems in iLembe District Municipality, as highlighted in chapter four, have impacted on the municipality and in the lives of community members. Proposals and recommendations to further strengthen expertise in local government are discussed in the following sections. An Inclusive Service Delivery and Participatory Development Model (ISD&PDM) is discussed in section 7.4.2.3 of this thesis. It proposes that in order to develop effective and efficient service delivery processes, the municipal council must encourage the collaboration of various and diverse segments of the civil society to participate in identifying needs of service delivery in the

community. These conclusions form the basis for the following recommendations, which have either practical applications or provide an overview for future studies in the field of local government, service delivery and public participation

7.4 RECOMMENDATIONS OF THE STUDY

In the preceding chapters, the discussion of service delivery and public participation at local government level was reviewed, and It has been discovered that despite numerous endeavours to improve municipal service delivery through various initiatives such as such as Local Government Turn Around Strategy, Project Consolidate and Operation Clean Audit, lack of, or mediocre, delivery continues to plague the majority of South African communities. This has contributed to the unprecedented wave of service delivery protests. The iLembe District municipality has been subject to this crisis with violent service delivery protests in 2012 and 2013 respectively. Many service delivery protests is caused by local government's poor implementation of service delivery policies, lack of monitoring and evaluation of municipal planning frameworks and the adoption of inappropriate leadership approaches, with little or no consideration for the needs of local communities.

Ward committees should play a constructive role in the quest for community development. It has also been discovered that ward committees are not functioning as required; instead they are a highly partisan unit aligned to serve interests of political affiliations.

The following section presents recommendations emanating from both the empirical study and literature review.

7.4.1 RECOMMENDATIONS EMANATING FROM THE LITERATURE AND EMPIRICAL STUDY

The following sub-sections present recommendations emanating from both the study and the literature.

7.4.1.1 RECOMMENDATIONS EMANATING FROM THE LITERATURE

The recommendations emanating from the literature can serve to advance research and policy planning in the effort to deepen and encompass democratic practices in local government and to strengthen public participation and municipal service delivery

mechanisms. Van der Waldt (2007:161) outlines the following recommendations for improved service delivery at local government level:

7.4.1.1.1 RECOMMENDATION ONE: THE NEED FOR THE MUNICIPAL SWOT ANALYSIS AND SKILL RESOURCE AUDIT

With reference to internal aspects of its operations that a municipality should address, it is firstly recommended that a thorough strengths, weaknesses, opportunities and threats (SWOT) analysis, as well as a skill and resource audit, be carried out. This would assist a municipality to come up with a more effective and viable long-term planning aligned with an overall vision and mission, and its IDP.

7.4.1.1.2 RECOMMENDATION TWO: THE NEED TO ENHANCE CO-ORDINATION BETWEEN LOCAL GOVERNMENT AND CITIZENS

To improve the co-ordination among key role-players, the political office bearers, public officials, community organisations and residents should liaise more freely with each other in order to learn more from each other and strengthen their co-ordinated attempts to bring about more effective and efficient public service delivery. This could, among other things, be brought about by deploying employees among the municipality's residents specifically to help improve communication with local government authorities.

This can also come about through more effective communication by means of, for example, newsletters, brochures, open days/launches and effective assistance from the mass media by focussing on important issues identified by the masses and promoting grassroots democracy and popular participation.

7.4.1.1.3 RECOMMENDATION THREE: PROPOSED MODEL OF INCLUSIVE SERVICE DELIVERY AND PARTICIPATORY DEVELOPMENT (ISD&PD)

In discussing the below proposed model, it is imperative to mention that, because local governments respond to unique needs within the areas they serve, there is no tailor-made model or specific step-by-step strategy that can be rolled out across the board for all municipalities.

The proposed model outlines the plan of action to be adopted in fostering best practices in local government for the enhancement of efficient and effective service delivery and public participation strategies.

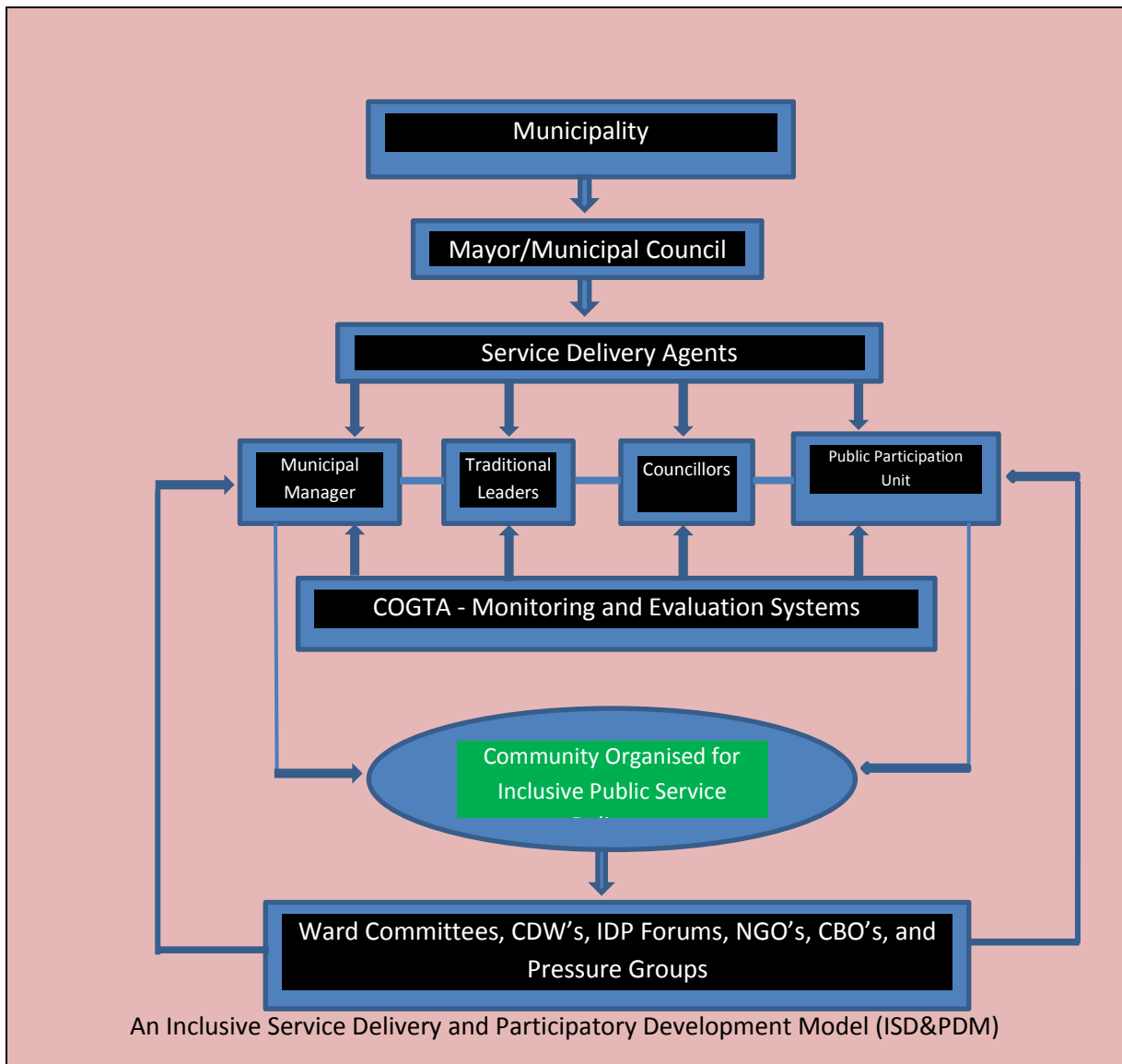
The model proposes the need for close co-operation between municipalities, service delivery agents - Municipal Managers, Traditional Leaders, Municipal Councillors, Public Participation Units, Ward Committees, CDWs, IDP forums, NGOs and CBOs and communities in the quest for successful provision of services. COGTA should play an increased monitoring role over municipalities. It should ensure that municipalities are well capacitated to deal with issues of service delivery.

It requires all these parties to work collectively and progressively towards achieving a common goal of inclusive service delivery. This is particularly imperative because the definition of participation needs to accommodate the complexity inherent in participation and power relationships that enables or hinder participation (Meldon et al, 2005:5).

In line with participatory democracy, as enshrined in the Local Government Systems Act (2000), communities are entitled to involvement in decision making, where they propose, debate, decide, plan and implement the decisions that affect their lives. This requires communities to be more organized in terms of understanding local government processes.

In light of constitutional values for good governance, public participation is more than mere consultation but active involvement that moves to more direct forms of influence and control over decision that affect the lives of local communities.

FIGURE 15: MODEL OF INCLUSIVE SERVICE DELIVERY AND PARTICIPATORY DEVELOPMENT (ISD&PD)



(Source: Own Diagram, 2014)

7.4.1.2 RECOMMENDATIONS EMANATING FROM THE EMPIRICAL STUDY

7.4.1.2.1 RECOMMENDATION ONE: THE NEED FOR THE ACCELERATION OF THE PRINCIPLES OF GOOD GOVERNANCE IN THE DISTRICT MUNICIPALITY

The elements of good governance, namely transparency, consultation and openness are definitely the most crucial aspect for the success of any institution. The evidence is overwhelming that these elements are both inadequate and inefficient in the district municipality. The municipality suffers from a serious and growing quantitative and qualitative deficiency of proper communication with citizens, which in turn hinders the municipal endeavours for improved service delivery systems. This is evident the level of public officials' engagements with the citizens. As indicated in the previous chapter, the empirical findings suggest more transparency, consultation and openness from public officials in dealing with service delivery matters. Therefore communication skills, the ability to progressively engage with communities is recommended. Furthermore, to improve efficiency and effectiveness of the municipal operations, the municipal functionaries should align their operations with the stipulation of the Local Government Municipal Systems Act (2000) which proposes eleven generic managerial competencies for municipalities, namely strategic management and leadership; programme design and project management; public financial management; organisational change management; knowledge management; service delivery innovations; problem solving analysis; people management; customer care; communication technology and ethical conduct.

7.4.1.2.2 RECOMMENDATION TWO: THE NEED FOR STRONG CITIZENSHIP AND PARTICIPATORY GOVERNANCE IN THE QUEST FOR IMPROVED SERVICE DELIVERY.

Empirical findings have demonstrated that there is rather a disjuncture between the communities of iLembe District Municipality and municipal functionaries—which is contrary to the objectives of local government by which communities should be encouraged to play a pivotal role in local government affairs by influencing decisions pertaining to service delivery, Research findings reveal that communities of iLembe District Municipality are not entirely happy with the provision of municipal services. More specifically, this is in relation to delivery of housing, where approximately 50% of the respondents gave a negative rating to the commitment accorded by the district municipality in the provision of proper human

settlement. This relates to inadequate supply of clean piped water, sanitation systems, electricity, housing and infrastructure development. Enlightening civic engagement in matters of service delivery will definitely promote inclusive participation and actively incorporate public inputs on critical issues pertaining to local democracy. Citizen engagement is critical in attempts to develop a sense of ownership and effective service delivery systems. This stems from the observation that citizens are at the forefront of receiving municipal services and this makes them more aware of the quality and impact of these services.

The values of good governance such as consultation and openness are required in facilitating the systems in which services can be provided in a more effective and efficient method. This would help to promote a cohesive and compliant planning with all stakeholders of the local community. In this regard, an inclusive citizenship and hands-on governance would be achieved, thus improving the quality of service delivery. Furthermore, citizenship and participatory governance help to foster public values which require that people's needs are responded to and the public is encouraged to participate in policy-making (Section 152, RSA Constitution).

7.4.1.2.3 RECOMMENDATION THREE: THE NEED FOR A TOTAL TRANSFORMATIONAL AGENDA AND STRONG POLITICAL LEADERSHIP

Strong political leadership which is guided by a clear and coherent vision is required in enabling municipal officials to make policy decisions and steer transformational agendas to achieve sustainable development. This will require effective administrative support services whose objectives are in line with the quest for community development. This recommendation stems from 13% of respondents' view that the municipal leadership does not promote public participation. The study therefore recommends the municipality to further strengthen its participatory mechanisms thus to enhance local democracy. This view is further supported by Koma's (2010:117) observation that "municipal leaders should have a clear vision of what they envisage their cities, towns and localities to develop." Furthermore, effective and strategic leadership is needed to take bold and decisive actions against poor performance and lack of accountability.

7.4.1.2.4 RECOMMENDATION FOUR: THE NEED FOR THE PROVINCIAL COGTA TO EXTEND THE MONITORING ROLE OVER MUNICIPALITIES

Municipalities are established to render quality services in a sustainable manner, thus to benefit local communities. The legislation also emphasizes that the municipal manager, as a head of municipal administration he/she is responsible for managing the provision of services to the local community (local Government: Municipal Systems Act, 32 of 2000 Section 155). Therefore to increase municipal service delivery responsibilities, the study recommends that the provincial COGTA and Provincial Treasury department should play a more strategic and focussed role with the objective to provide support for municipalities in the province of KwaZulu-Natal. This should entail amongst other things, monitoring and evaluation of their service delivery commitments, provision of training in areas such as financial management, strategic management, people management, and customer care and quality assurance. A hands-on support by COGTA and other provincial departments will have a direct benefit for the municipalities and it will also help as an enabler for service delivery mechanisms.

7.4.1.2.5 RECOMMENDATION FIVE: THE NEED FOR THE PROMOTION OF OPERATION CLEAN AUDIT

During the 2010/2011 financial year only 13 of the 278 South African attained a clean audit. The reasons for financial mismanagement in municipalities are complex, but the one critical causal factor is the failure to comply with the regulations of the Municipal Finance Management Act (2003) as enshrined in the Constitution. This often results in mismanagement of public funds and leaves the door open to fraud and corruption activities. Municipalities should develop continue to strive for a sound record keeping and adherence with legislation regulating financial management. Policies and procedures should be implemented which reflect expectations clearly and hold individuals accountable.

7.4.1.2.6 RECOMMENDATION SIX: THE NEED TO DEVELOP e-GOVERNANCE STRATEGIES TO ENHANCE SERVICE DELIVERY

Currently there are no e-government strategies for local government in South Africa. E-government is now a *sine qua non* element in the management of local affairs, yet no

attempts have been made in this regard. In other countries, such as India E-governance has steadily developed from computerisation of state departments to strategies that condense the finer points of governance, such as citizen engagement, service orientation, openness and transparency. It is assumed that this system can improve performance management systems for municipalities and enhance efficient and effective service delivery. Furthermore, being part of the twenty first century, Information Communication and Technology is at the core of all operations within municipalities.

7.5 CONCLUSION

The final chapter took both a meta-view and micro-view on the subject of public participation and service delivery in iLembe District Municipality. In addition, it is evident with the discussions covered in this study that in twenty years of democracy in South Africa, the majority of the poor disadvantaged communities still face a daunting challenge in accessing optimal and professional services from their local municipalities. This poses a threat toward the realisation of their human dignity as enshrined in chapter two of the Constitution (1996) and the advancement of the vision for the National Development Plan to curb poverty, unemployment and underdevelopment by 2030.

Despite these challenges, the study points to some positive views in terms of the strides brought about by the democratic dispensation in terms of regarding communities as equal partners in development planning and the zeal of these communities to partner local government in transforming their communities.

Finally, the practical recommendations of the study can serve to advance research on policy and planning in the effort to deepen democratic practice in the local government sphere in South Africa.

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