Ward Committees as a Mechanism for Promoting Community Participation and Service Delivery: A Case Study of Ubuhlebezwe Local Municipality.

Name: Fisokuhle Mdletshe

Student Number: 214527839

Submitted in partial fulfilment of the requirements of the Master's Degree of Social Science (Community Development) in the School of Built Environment and Development Studies

Faculty of Humanities

University of KwaZulu-Natal

Howard College Campus

2020

Supervisor: Dr Muzi Patrick Matse

Co-Supervisor: Mr. Ndwakhulu Tshishonga

Date Submitted: 4 December 2020

I, Fisokuhle Mdletshe, declare that this research project is submitted for the Master's degree of Social Sciences (Community Development) in the School of Built Environment and Development Studies, University of KwaZulu-Natal. It has not been submitted previously for a degree anywhere else. All reference materials contained therein have been duly acknowledged.

……………………………….   …………………………….

Fisokuhle Mdletshe   Date

DEDICATION

This research study is dedicated to my loving mother, Miss N.J Ngobese, for her love and dedication in making me who I am today. And to my daughter, Anothile Asimbonge Mdletshe, thank you for making me find purpose in life. Also, to my siblings for encouraging me and making me always feel special.

LIST OF ACRONYMS

CDWs   - Community Development Workers

COGTA   - Cooperative Governance and Traditional Affairs

DPLG   - Department of Provincial and Local Government

HGDM   -Harry Gwala District Municipality

IDP   - Integrated Development Planning

KZN   -KwaZulu-Natal

LG   - Local Government

LM   -Local Municipality

MSA   -Municipality Systems Act

MSA   -Municipality Systems Act

NGO   - Non-Governmental Organizations

NPFPP   -National Policy Framework on Public Participation

PP   -Public Participation

RDP   - Reconstruction and Development Programme

RSA   -Republic of South Africa

SD   - Service Delivery

ULM   -Ubuhlebezwe Local Municipality

WPLG   - White Paper on Local Government

WC   - Ward Committee

ABSTRACT

The transformation of local government in a post-apartheid South Africa was seen as ensuring citizens' inclusion in the policy and decision-making process, especially the marginalized communities and groups, in previously excluded societies in a country (RA 1998). The study set out to obtain information on the ward committees as the mechanisms in promoting community participation and service delivery with a case study of Ubuhlebezwe Local Municipality. The study aimed to assess ward committees' effectiveness as a mechanism for promoting community participation and service delivery in Ubuhlebezwe Local Municipality. The study demonstrated that ward committees' effective operation is paramount for active community participation and strengthening communication between municipalities and local citizens.

In assessing the understating and conceptualizations of public participation in Ubuhlebezwe Local Municipality. The focus of the study was on the province of KwaZulu-Natal in South Africa. The researcher collected primary data through observation and semi-structured interviews. The researcher observed the conduct of ward committee members in the meeting with Municipal officials in Ubuhlebezwe Local Municipality. The secondary data were collected from published research studies on ward committees, public participation and service delivery, and government publications and journal articles.

From the findings gathered, it was evident that Ubuhlebezwe Local Municipality was not doing enough to strengthen the ward committee as a vehicle to advance participatory democracy and service delivery in local governance. The study was informed by the participants' responses and opinions (the ward committee members, ward councillors, and municipal officials, namely, the office of the Speaker, the Deputy Mayor). The study concluded with recommendations for strengthening ward committees and enhancing public participation.

Keywords: Developmental Local Government, Local Government, Participatory democracy, Public Participation, Service Delivery, Ward Committee, and Integrated Development Plan.

TABLE OF CONTENTS

List of Tables

List of figures

x

<div align="center">**Chapter One**</div>

<div align="center">**Introductory Background**</div>

1.1 Introduction

This study examines the effectiveness of ward committees as a mechanism in Ubuhlebezwe Local Municipality for fostering community engagement and service delivery. The study demonstrates that ward committees' effective operation is paramount for active community participation and strengthening communication between the municipality and local citizens. Community participation is the most critical means of securing the sustainability of development in all spheres of government. The dynamics and relationships of community participation in all government spheres are not the same because different communities face different challenges and provide unique solutions. The local government plays a significant role in ensuring community participation concerning sustainable development. After the South African democratic breakthrough in 1994, all society's spheres democratized. Smith (2008) argues that, as of 1994, there have been generally observed commitments to participatory governance in South Africa, within both government and civil society, endorsed by the constitution of the Republic of South Africa Act (No. 1008 of 1996) and other legislations. Nyangula (2006) stipulated that participatory democracy across a wide range of institutional channels requires a high degree of the public in the democratic process. The rights of groups to be active in local government are outlined in Section 152 of the Constitution. Not only is it important to get the government closer to the people, but it is crucial to include local communities in decision-making to influence their progress.

This chapter introduces the motive behind this study. It does that by providing the background and significance of the study. It also includes the study's aim, objectives, research questions, problem statement, and the study's location.

1.2 Background of the study

Prior to 1994, the localities in South Africa were governed by the apartheid administration using racial policies that were adopted from 1948. Although the history of racial and segregatory local government could be traced since South Africa's Opinion formation in 1910, it was the apartheid governments that consolidated it (Picard and Mogale, 2015). The Local Government White Paper (1998) states that segregation was a policy already established in 1948 by the time apartheid was introduced. During apartheid, the local government was marked by political oppression, and the participation processes were racially

1

exclusive. The apartheid administration was an exclusive, unequal, and racially biased government model based on the white minority rule (Koma, 2012). The apartheid local authority was designed to cater to the white minority at the black majority's expense (Madumo, 211). The local government were racially divided into White, Indians, Coloureds, and Africans.

The majority of South Africans have been excluded from participating in democratic decision-making processes (Mathebula, 2015). The apartheid government was based on a divide and rule strategy. The Apartheid regime was highly bureaucratic, deeply authoritarian, and secretive (Bizana, 2013) and used divisive top-down approaches to marginalize and exclude black communities from participation in the decision-making process (Majola, 2010). Mulaudzi and Liebenberg (2013) pointed out that the non-coloured community could not participate in the decision-making processes that affected their locality. Mbhele (2017) states that during the apartheid era, community participation in local municipalities was not protected by the country's constitution. Mbhele (2017) argued that there was no room for citizen participation, particularly for the majority of the black population. Only a minority few were privileged to participate in decision making about development on behalf of the majority (Bizana, 2013). To reserve this situation, the democratic government post-apartheid took it upon itself to transform local government along democratic principles of transparency and accountability (Msokweni, 2012). Currently, local government is institutionalized as a sphere of government that is closest to the people. It guarantees the accessibility and responsiveness in managing local matters and encouraging community participation in their affairs (Koma, 2010). Macwele (2012) defines local government as the third sphere of government that derives its authority from the national government and operate at the local level. Koma (2012) defines local government as the low sphere of government championing the people's interest at the local level. The author further described the local government as the sphere of government committed to advancing developmental service delivery within the local developmental model. This implies engaging local people in the decision-making process through mechanisms such as the IDP and ward committee system. At the centre of the developmental local framework is mobilizing people and community organizations to provide essential services and infrastructure through the local people's active involvement. Thus, developmental local government (DLG) is obliged to work in partnership with individuals and groups to address social and economic challenges (White Paper on Local Government, 1998). The White Paper empowers the local sphere to collectively work with

2

the local citizens and the community-based organizations to find a sustainable means to champion the social, economic, and material needs as well as improve their living standards. In that context, the local government is acknowledged as the most participatory sphere of government (Draai and Tayler, 2009). This qualifies the local government to be the government of the people, and by the people. In the post-apartheid South Africa, community participation has become a central feature of governance. For Williams (2008), community participation has become an integral part of democracy, especially in planning, governance, and overall development programs at the local level. By this, local people have constitutional rights to participate in their development. The Republic of South Africa's constitution mandates the municipalities to put measures in place to promote community participation (Williams, 2008). There are structures and strategies in place to enhance local democracy. The local people are encouraged to participate in service delivery at the local level. However, the structures in place to enhance participatory democracy at the local level fail to fulfil their mandate. The democratic South African government promotes the developmental local government, emphasizing the need to increase community participation in decision-making to enhance accountability (Msokweni, 2012). Chapter 7, Section 152 of the South African constitution calls for establishing and developing public participation. Section B of the White Paper on Local Government (1998) also focuses on the developmental local government, and Section 3.3 emphasizes that the local municipalities must work with the local citizens as partners. In line with the developmental model of local government, the Municipal Systems Act (2000) warrant municipalities to create democratic mechanisms for public participation and service delivery. This mandate could be fulfilled by creating a local government system capable of providing a democratic and accountable government for local communities to ensure service provision to communities in a sustainable manner (Macwele, 2014).

In South Africa, the quest to promote local democracy led to establishing the ward committee system through the Municipal Structural Act (MSA, 1998). Madumo (2017) argues that ward committees aim to advance community participation and improve service delivery. The South African Local Government Association (SALGA, 2013) acknowledges the ward committees as the only significant method to advance community participation in the local government. Ward committees have been established in most municipalities in South Africa. Most local municipalities have shown the willingness to encourage public participation, and community participation has been ensured through active ward committees. SALGA (2013) highlighted a need to focus on the effective operation of ward committees. Different organizations and

3

scholars have investigated ward committees' effectiveness as a strategy for inclusive participation in municipalities and viewed that ward committees are not as active as they could be (Freedom house SA, 2017).

Community participation is critical to enhancing development and service delivery, as well as in making local governance more effective, and making government officials accountable to their constituency. International experience has shown that community participation is crucial to ensure effective and accountable governance at the local sphere of government. These structures serve to bridge the gap between the local municipality and communities and serve as an effective mechanism in promoting public participation in the local government (Seitlholo, 2016).

This study evaluates ward committees' functioning at Ubuhlebezwe Local Municipality, focusing on how such structure promotes public participation and service delivery. The case study of Ubuhlebezwe Local Municipality has been used to elucidate the issues and debate on the ward committee system and its potential to promote community participation and service delivery.

1.3 Significance of the study.

The research study's significance entails the importance of the research with respect to its aim and objectives (Muya, 2014). The study on the ward committees in Ubuhlebezwe Local Municipality is significant for various reasons. This study's findings would contribute to the body of knowledge on ward committees' effectiveness as the mechanisms for promoting community participation and service delivery in local municipalities. The study will also help the municipality with strategies on how community participation could be encouraged through a ward committee system within Ubuhlebezwe Local Municipality. The study findings would provide recommendations on how ward committees could be strengthened to promote active community participation by highlighting the ward committees' challenges. Even though this research study paid attention to Ubuhlebezwe Local Municipality, the findings would be useful not only to Ubuhlebezwe Local Municipality but also to other local municipalities across South Africa.

The findings of this research study sought to assist Ubuhlebezwe Local Municipality, ward councillors, and other development agencies at Ubuhlebezwe, in considering the strategies to make ward committees effective as the vehicle to promote community participation in the

local municipalities' decision-making process. This research study is significant since there was hardly any serious academic research undertaken in Ubuhlebezwe Local Municipality based on ward committees, community participation and decision-making process in the local municipality. The community development is in line with the agreement made between community members and government officials. In general, this research may assist other researchers, government officials, and policymakers in understanding the effectiveness of ward committees in promoting community participation.

1.4 Statement of the research problem

According to Putu (2006), since 2001, ward committees have emerged as an essential mechanism for people-centred, participatory, and democratic local governments. Hicks (2006) adds that the ward committees were introduced in municipalities as community structures to play a significant role in linking and informing the municipalities. The ward committees play a crucial role in governance to ensure that elected representative such ward councillors and Mayors, and other municipal officials adhere to the principles of good governance, and accountability thus, enhancing better delivery of social services in the local communities. From its existence, the ward committees in South Africa have been recognized as a critical institutional mechanism intended to ensure public participation and advance local democracy in municipalities (Smith, 2008). Ubuhlebezwe Local Municipality (ULM) is one of the four Local Municipalities in the Harry Gwala District in KwaZulu-Natal. Most local municipalities across the country face the challenges of having ineffective ward committees as mechanisms to improve community participation. Ubuhlebezwe Local Municipality is one of the local government entities faced with the challenge of strengthening ward committees to advance community participation in the local government.

The government and policymakers recognize the importance of community participation in the decision-making process and development programs. Various strategies and mechanisms have been put in place to promote and advance community participation in the decision-making process and development process in communities (Sibiya, 2010). The political and democratic dispensation in South Africa brought about community participation opportunities for all South Africans (Sibiya, 2010). However, despite government and policymakers' efforts to ensure community participation in decision-making and development processes, there is still a lack of community participation in many local municipalities in South Africa. Therefore, this study's research problem is that ward committees fail to discharge their

5

developmental mandate to enhance participatory democracy and service delivery in Ubuhlebezwe Local Municipality. Friedman (2005) argues that, even though ward committees are a key component of community participation, most municipalities still do not have functional ward committees in place.

Ward committees have become the platform of unnecessary and divisive political contestation instead of representing a range of civil society interests. Sections of many communities have lost confidence in their representatives. According to Smith (2008), there are several challenges affecting community participation in local government, especially in ward committees. One of the challenges is the issue of political affiliation. There are conflicts in the community that the elected ward representatives belong to a particular political party. There are concerns in other sections of the community that there will be no service delivery for them. There is also the failure to convene monthly ward committee meetings, which is another delay in the services. The community members will not know about the services that the government delivers to the people unless there are informed.

Due to the issue of weak ward committees, it is difficult for the municipality to communicate with people about the issues that relate to service delivery. Hicks (2006) adds that presently, it is not clear to what level ward committees indeed bring community participation and enhance service delivery in local government. The Ubuhlebezwe Municipality IDP (2017-2018) highlighted a lack of community participation in service delivery, and it should be further strengthened in local municipalities. The majority of local municipalities across the country face the challenges of having ineffective ward committees as mechanisms to improve community participation. Ubuhlebezwe Local Municipality is one of the local government entities faced with the challenge of strengthening ward committees to advance community participation in the local government.

The study is on the view that municipalities must put in place the strategies to engage the community in municipal decision making. The ward committees have been identified as the mechanism to ensure community participation. However, ward committees' effective functioning depends on the meaningful cooperation between local government stakeholders, such as ward councillors, ward committees, and the local municipality. Putu (2006) believes that ward committees are sometimes captured and work towards advancing the material and political ambitions of specific individuals or interest groups, resulting in service delivery being adversely affected.

6

1.5 **The rationale for the study**

The study is motivated by the researcher's interest in matters concerning local government, particularly community participation. This is due to the researcher's involvement in community activities and community organizations. The researcher noticed from the ward committee meetings he attended that the community members were not involved in ward committees' matters and that the ward councillors were failing to convene ward committee meetings. Nevertheless, ward committees are said to be community representatives. The question the researcher had in mind is whether the ward committees as the participatory structure are still serving their constitutional mandate as a channel of community participation and service delivery.

This research study occurs in a rural area where the local citizens have no idea about what is happening in society. Ubuhlebezwe area is one of the places where development process has been affected by the communication breakdown between the local government structure and the community members. This communication breakdown occurred due to the ineffectiveness of institutional structures like the ward committees. It is said that development belongs to the people. However, the people at the grassroots level are not allowed to give their views regarding their challenges. Ubuhlebezwe local government brings about development without involving the local citizens who are the beneficiaries of the 'said' development.

1.6 **Location of the study**

The study is in the rural area of Ubuhlebezwe Local Municipality in KwaZulu-Natal ((Ubuhlebezwe Local Municipality IDP, 2017)). Ubuhlebezwe is one of the four local municipalities that constitute the Harry Gwala District Municipality (HGMD) within southern KwaZulu-Natal. It is located between Pietermaritzburg, Kokstad, and the Eastern Cape (Ubuhlebezwe Local Municipality IDP, 2017). The municipality is along the district's eastern boundary, and shares boundaries with the Ingwe, Richmond, Vulamehlo, Umzumbe, and Umzumbe Local Municipalities. Ubuhlebezwe Local Municipality was established in December 2001. It is divided into 12 electoral wards, encompassing nine tribal areas (www.demarcation.org.za). All the municipal wards are governed by the African National Congress (ANC). It covers approximately 1604km² and has a total population of about 118 346 people (Ubuhlebezwe LM IDP, 2019/20). It is predominantly an expansive low-density rural settlement. The area constituted as ward 01 and ward 07 are the focal point of this study. A combination of the rural and semi-rural systems considered when selecting wards for the

research study is not biased towards the community's particular sector. Ubuhlebezwe Local Municipality (ULM) is characterized by large agricultural plantations, natural vegetation, and traditional authority land. The ULM area's significant economic drivers are agriculture, mining, manufacturing, construction, utilities, business services, and tourism. Ubuhlebezwe is a build-up of six Traditional authority areas: Vukani, Vumakwenza, Amakhuze, Nyuswa, and Mjoli-Mawushe, Ikhwezi lokusa, Shiyabanye-Nhlangwini, Dlamini-Vusathina, Mazulu, Amadunge, Amabhaca, and Amazizi (Ubuhlebezwe LM IDP, 2019/20).

Map 1: **Ubuhlebezwe Local Municipality map.**
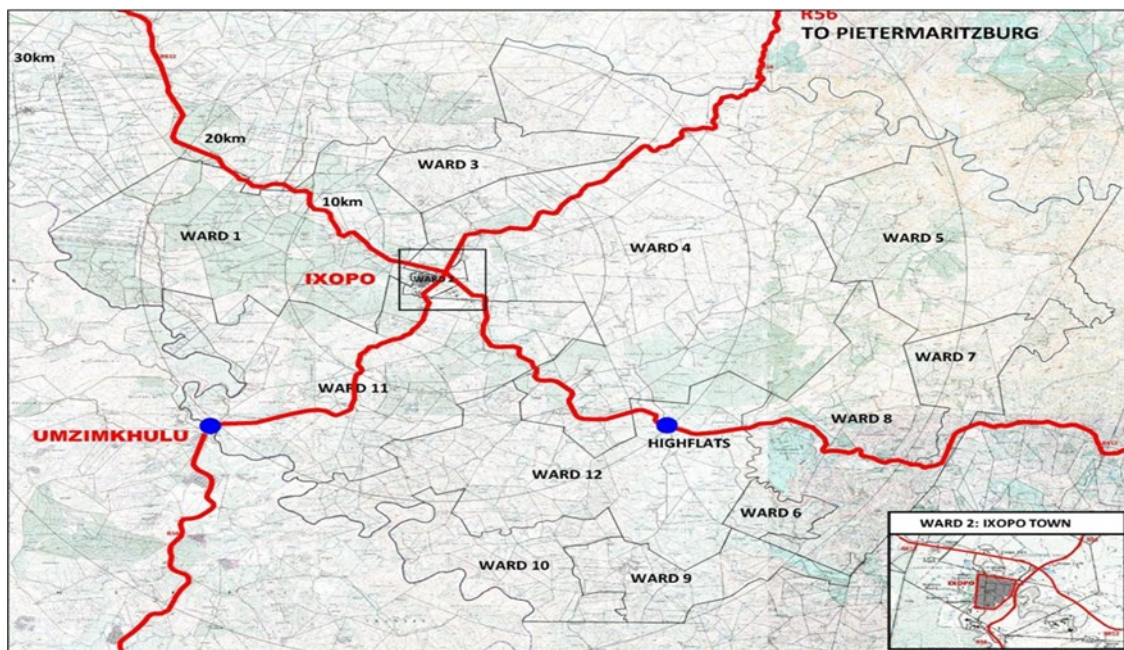
Source: **Ubuhlebezwe Local Municipality Profile**

Ubuhlebezwe Local Municipality, like many other local municipalities in South Africa, experiences a share of socio-economic and political challenges. Most of the challenges can be linked with the legacy of apartheid and the unjust system of the past (Ubuhlebezwe LM IDP, 2019/20). The municipality's communities' problems include the non-delivery of essential services such as water, sanitation, electricity, health-related issues, housing, unemployment, poverty, crime, and the escalating cases of HIV/AIDS. These challenges are further exacerbated by the persistent culture of non-payment of rates and services, ignorance of how local government works, lack of interest, and non-participation in municipal related activities. The two wards were selected based on the accessibility of the researcher.

Ubuhlebezwe Local Municipality has a largely rural population of about 118 346 people spread out throughout the area. The majority of the municipal population representing 23.2 % of the Harry Gwala District population resides in the rural areas which are relatively densely populated traditional authority areas under communal tenure (Ubuhlebezwe LM IDP, 2019/20). The female population is dominant at Ubuhlebezwe, which indicates male absenteeism. Out of a population of 118 346, the total number of females has increased to 62834 (53.1 % of the total population). The male population is 55513 (46.9 % of the total population) (ref with year and page no). Black Africans dominate most of the population in Ubuhlebezwe with a total population of 115 893, which is 93.9 of the total population.

1.7 Aim, Objectives, and Questions.

1.7.1 Aim of this study

This research aims to assess ward committees' effectiveness as mechanisms for promoting community participation and service delivery at Ubuhlebezwe Local Municipality.

1.7.2 Research Objectives

The objectives of the study are the following:

•   To determine the role of ward committees in promoting community participation in relation to service delivery at Ubuhlebezwe Local Municipality.

•   To analyse the capacity of ward committees in promoting community participation in service delivery.

•   To analyse the legislative frameworks for the ward committees in promoting community participation and service delivery at Ubuhlebezwe Local Municipality.

1.7.3. Research questions

•   What is the ward committees' role in promoting community participation in relation to service delivery at Ubuhlebezwe Local Municipality?

•   What is the capacity of ward committees in promoting community participation and service delivery?

•   What are the legislative frameworks for the ward committees in promoting community participation and service delivery at Ubuhlebezwe Local Municipality?

1.8 Definition of Terms

9

The following terms and concepts were used across the whole research:

Developmental Local Government- The White Paper on Local Government (1998) defines developmental local government as a sphere of government committed to working with citizens and groups within communities to find sustainable ways to meet their social, economic, and material needs to improve their quality of life.

Integrated Development Plan- This is the process through which municipalities prepare a prescribed strategic development plan for five years. The Integrated Development Plan is the product of the integrated development planning process. Therefore, the IDP is the central strategic planning, budgeting, management, and decision-making tool in the municipality.

Public Participation- Pring and Noe (2002) define public participation as an all-encompassing label used to describe different mechanisms that individuals or groups may use to communicate their views on a public issue. Public participation is used to build and facilitate capacity and self-reliance among the people. Public participation is the involvement of citizens in initiatives that affect their lives.

Participatory governance- Is defined as one of the many institutional development governance guidelines (United Nations, 2007). It is regarded as an institutional strategy for development and has been rooted in the ideas of government accountability and responsiveness to the people.

Service delivery- This is about the citizens' needs that government institutions have to satisfy or the needs that the government undertook to supply to the citizens in terms of their priorities (Berner, 2006). Service delivery is further defined as a commitment to address the needs of the members of the public so that they can begin to live a dignified life.

Local government- It is defined as a sphere of government close to the people whose interests and needs come first. Local government is an autonomous and people-orientated sphere of government. It is the government sphere that is closest to the people and best addresses their interests and needs. Meyer (1978) defines local government as a local democratic unit within the democratic system consisting of subordinate members of the government vested with prescribed, controlled governmental powers and sources of income to render specific local services and to control and regulate the geographic, social, and economic development of defined local areas.

Municipality- Fourie (2001) defines municipality as a political subdivision that is established in terms of section 151and 152 of the constitution of the Republic of South Africa of 1996 and has control of local affairs A municipality is a local institution comprising councillors and officials, who function within a specific geographical area to provide services to their local community.

Ward- The Oxford Advanced Learners Dictionary (2011: 479) defines a ward as a divided local government area represented by a councillor. The White Paper on Local Government of 1998 defines a ward as a geographic area where a municipality is divided.

Ward Councillor- In South Africa, ward councillors are within the democratic local government. Ward councilor is an elected representative of the local people to the respective municipality. Ward councillors are placed at the ward level as the ridge between the council and communities. The Municipal Structures Act (1998) and the Municipal System Act (2000) advocate for ward councillors as the council members. Van der Walt (2007) defines councillors as elected members of a council.

Ward Committee- The term ward committee refers to a municipal ward committee, established in terms of section 4 of the Local Government: Municipal Structures Act, 117 of 1998. Ward committee refers to a structure set to help the elected public representatives of a ward to carry their mandate. Ward committees constitute one of the mechanisms whereby public participation in local government is made feasible.

1.9 Chapter outline

This study is divided into five chapters:

The first chapter introduced the research study and stipulated what the researcher aimed to achieve. The introduction is where the background and the motivation of the study are clearly outlined. This chapter has highlighted the significance of this study and its rationale on how it will contribute to the body of knowledge. It looked at the problem statement, explicitly focusing on the ward committees as a mechanism for promoting community participation and service delivery. This chapter provided the aim of this study and also stated the objectives of the study. Furthermore, it offered the research question of the study. It also gave a brief background of Ubuhlebezwe Local Municipality as the study area.

The second chapter presented the literature review, provided an overview of the existing knowledge about public participation in the ward committee system as a channel of

11

communication between local government and local communities to enhance service delivery at local communities. This chapter defined community participation as a concept and gives an understanding of the concept from the international, regional and South African contexts. It looked at the importance, benefits, and challenges of public participation in local government. The chapter also dwelt on the ward committee as a public participation mechanism and service delivery in Ubuhlebezwe Local Municipality. It also looked at ward committees as a system for local communities and municipal officials to understand the municipal procedure in service delivery and public participation. This chapter also provided the theoretical framework and conceptual framework of the ward committees as a mechanism in promoting community participation and service delivery.

The Third chapter provided the research design and methodology, which sought to describe the methods and processes used to collect and analyse data. It comprised the research design and methodology. It also provided justifications for the use of qualitative research design. Furthermore, this chapter also justified the use of primary and secondary data collection, and also discussed the limitation of the study.

The fourth chapter presented and analysed the data from the study. The process that the researcher has used includes the following steps: identifying the main themes, assign codes to the main themes, classify responses under the main themes and integrate themes and responses into the text of the report.

The fifth chapter is the last chapter of the study. It provided a conclusion from the research findings and offers recommendations to strengthen the ward committee for community participation.

Chapter Two

Theoretical overview of Public Participation and Link with Local Government.

2.0   Introduction

The literature reviewed in this chapter assesses ward committees as mechanisms for promoting community participation and service delivery in local government. The review in this chapter is aligned with the research problem, and research questions of the study. It looks at the previous and current debates regarding public participation as a concept and the existing policy framework and legislation to ensure public participation at the local government. The chapter reviews the literature on public participation in local municipalities at the international and local levels.

The literature review in this study is categorized into sections to answer the research problem statement. Firstly, the literature review will define the most fundamental concepts that were being used in this study. Secondly, it also focuses on the global perspective and South African context on public participation. It will discuss the policies and legislative framework design for community participation in local government. It will further provide the types of public participation and the importance of public participation. It follows by looking at the role of public participation in the Integrated Development Plan, as well as the challenges and limitations of public participation. Finally, the researcher concludes by looking at the understanding of public participation in Ubuhlebezwe Local Municipality. The researcher will also analyse the policies of community participation in Ubuhlebezwe Local Municipality.

2.1 The Concept of Public Participation

Public participation is a concept central to this research project. The concept of public participation has different meaning relating to a particular context. Madzivhandila and Asha (2012) argue that the conception of public participation in a South African context is more about the planning and management of development activities at the local sphere of government. Public participation is when the community members identify their needs and work hard to find local means to address their needs (Mubangizi, 2010). On the other hand, Nzimakwe (2012) defines community participation as the potential element in developing policies and programs that govern the country. Madumo (2014) understands community participation as the process that brings the section of the marginalized previously excluded society in decision-making. Republic of South Africa (1998) regards the local municipalities

as the sphere of government closer to the people and platform to exercise democracy at the lower level. Local municipalities can play a developmental role, among other things, to ensure that the local people are at the heart of local government initiatives. The local municipalities in South Africa, through a legislative framework, are mandated to encourage the involvement and participation of local people in the decision-making process (Republic of South Africa, 1998). Nsingo & Kuye in Madzivhandila and Moloka (2014) state that community participation is organizing the local people to get involved in their locality's socio-economic and political activities. It consists of making the local communities active and productive participants and beneficiaries of the collective decisions that have been taken and executed.

Ababio (2004) defines community participation as the process in which the local stakeholders, local citizens, non-governmental organizations, government institutions, and private sectors work collectively in decision-making that influences development outcomes in the local municipality. Therefore, community participation is a mechanism where all the local stakeholders get involved in matters that have to do with local governance. Community participation allows community members the voice to speak about the development programs taking place in their community. According to Moseti (2010), community participation serves as the bridge to close the gap between the community members, the private sector, non-governmental organizations, and the local government by founding a common ground about the local situation, priorities, and programs.

2.2 Public Participation in a global context

International experience has shown that public participation is an integral part of effective and accountable governance at the local government. The idea of community participation is not something new within the community development discourse in general (IAP2, 2002). The concept of community participation has always been part of the community development discourse in developing and developed countries (IAP2, 2002). Therefore, it is imperative to assess ward committees' role in promoting community participation and service delivery in the local government in South Africa. In recent times, there had been a global-driven project to increase the population's involvement in policymaking affairs, and community participation has become the dominant concept (Seitlholo, 2016). The concept of community participation has been widely used in the discourse of development. The involvement of local communities in local governance is gaining prominence globally. Internationally, there has

been a growing interest in promoting community participation in governance matters (Mbhele, 2017). Community participation at the different spheres of government on the local people's issues has become the most critical component of democratizing development. In the past few years, community participation has taken centre stage in the discussion on how society should be developed. Community participation is globally viewed as an essential mechanism for promoting local citizens' governance and service delivery involvement. The World Development Report indicates that the governments in all spheres show a good understanding of the importance of inclusive governance (Mudzanani, 2016). Public Participation in Europe (2009) highlighted that the significant task facing all countries worldwide in formulating the mechanism for promoting community participation is to ensure that they have a better understanding of their right to participate.

The governments worldwide enhance community participation to democratize their institutions and give the voice to empower the constituency at the grassroots level (Nzimakwe and Reddy, 2008). International experience has shown that community participation is an essential part of effective and accountable governance at the local level. Several policies have been formulated for public participation in different countries worldwide (Shaidi *et al*., 2011). International experience has shown that the better strategy of achieving successful and lasting models to ensure community participation becomes a reality is by establishing structure and institutionalized framework for participatory local governance (Williams, 2005).

The International Association for Public Participation adopted a set of core values for participation that are meant to serve as the warrant and the touchstone for public participation principles, priorities, and practices (IAP2, 2002). The International Association for Public Participation believes that the public should have a say in decisions about actions that could affect their lives (IAP2, 2002). Public participation includes the promise that the public's contribution will influence the decision. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision. Muriu (2014) stipulated that public participation communicates to participants how their input affected their decision. He further argues that public participation provides participants with the information they need to participate in a meaningful way. Lombard and Tshabalala (2009) argue that public participation promotes sustainable decisions by recognizing and communicating all participants' needs and interests, including decision-makers. Public

15

participation seeks input from the participants in designing how they participate (Madziyhandila and Maloka, 2014).

2.3 **Public Participation in Regional perspective**

To bring about ethical and sustainable governance, most countries in Africa understand community participation as an essential principle that can promote sound and sustainable governance (Mudzanani, 2016). For example, the African nations adopted the African Charter on Democracy, Elections, and Governance in 2007 to create a conducive environment that foster public participation and transparency (African Union's Commitment to Human Rights, 2007). At the regional level, Article 13 of the African Charter on Human and People's Rights (ACHPR) highlighted that every citizen has a right to participate freely in the government of his/her country, either directly or through freely elected representatives by the provisions of the law. It also states that every citizen shall have the right of equal access to public property and services. It also states that every citizen shall have the right of equal access to his country's public services.

2.4 **Public participation in South Africa**.

Community participation is a new concept in South Africa. It was introduced by the new democratically elected government after 1994, with the view of including local citizens in decision-making processes (Seitlholo, 2016). The new birth of democratic South Africa put the government in the position to search for the community's strategies of participation in all spheres of government, more especially in local government (Fortune, 2010). Community participation as the principle of democracy is identified as the most critical element of the South African government's policy on IDP in local municipalities. Mosokwane (2012) argues that the Integrated Development Plan, Local Economic Development, and other public partnerships require effective community participation processes. The author calls for the advancement of community participation and further argues that community participation should be institutionalized so that it will not be viewed as an event but rather a continuous process in local municipalities.

The political and democratic dispensation in South Africa came with new opportunities for the previously excluded majority for all citizens' community participation (Masango, 2009). In a democratic South Africa, community participation, in general, play an integral role in ensuring that the developmental role of local government becomes a reality. Mubangizi and Dassah (2014) state that community participation in the local government was introduced as a

16

democratic principle to bridge the inequality and injustice brought by the apartheid regime to ensure that every section of the society is integrated and are receiving equitable services. Draai and Taylor (2009) argue that community participation is the most potent mechanism in democratic South Africa, mainly in local municipalities as a government sphere mandated with the developmental role at the grassroots level. However, Theron and Ceasar (2008) argue that the community participation approach tends to be hijacked, and misused.

2.5 Types of public participation

White in Mbhele (2017) provided four types of public participation: nominal participation, instrumental participation, representative participation, and transformation. These types will be thoroughly explained below:

2.5.1 Nominal participation

A nominal form of participation is more legitimacy for those with dominant power and serve participants by offering an experience of inclusion (Mbhele, 2017). The nominal participation is the participation for legitimization reasons. It does not empower the people. This participation comes in the form of a top-down approach in the interests of those who have power domination. In contrast, the bottom-up approach seeks to serve the dominant people's interests in the power relationship. In Mbhele (2017), Cornwall states that the nominal participation is where the local citizens are encouraged to form groups to make them feel involved. In this form of participation, the interests of community development practitioners here are not authentic participation. Mbhele (2017) believes that this form of participation is for legitimating the already taken decision.

2.5.2 Instrumental participation

This form of participation could be motivated by ideology, values, or morals (Matosse, 2013). For effective participation, Matosse (2013) note that this type of participation implies that one needs to participate in the best outcomes in terms of individual utility, given the likelihood of significant influence in processes. Thus, the citizens participate in challenging the status quo. In local municipalities in South Africa, such opportunities to influence decision making in municipal affairs occur in IDP in which members of the community envisage better service delivery as the outcome (Matosse, 2013). This form of participation is where the development practitioners and government officials use people to achieve their interests. Instrumental participation is when people participate if there is something to gain along the process (Mbhele, 2017).

17

2.5.3 Representative participation

The representative participation emanated from the ideology of democracy, where the particular individual is entrusted to represent a community or group of people. This form of participation is where the local community is invited to form their groups, participate in the development of bylaws and formulate plans on what they would do (Mbhele, 2017). One of the main reasons is to allow the local community to have a voice in and influence decision making in governance (Mbhele, 2017). This form of participation is where the people are allowed to express their interests as a process that leads to empowerment. Representative participation allows the local citizens to have a voice in and influence decisions in governance (Mbhele, 2017). This form of participation is where the people could express their interests, which is where the local people get empowered along the process (Mbhele, 2017). Representative participation allows the local people to have a voice in the character and nature of the programs. White (1996) states that this form of participation is an effective means which allows the people to voice their interests.

2.5.4 Transformative participation

Transformative participation seeks to challenge power structures and change development practices, social relations, institutional practices, and capacity gaps that manifest social exclusion. Matosse (2013) argue that transformation participation comes in the form of participation as a tool that can change the power structures and change development practices, and social relations. Matosse (2013) state that the IDP, the kind of transformation discussed above, is the transformation of dominant planning practices in the political and economic sectors dominated by some actors at the cost of the majority. This form of participation is based on authentic empowerment, and the local people work as the collective in decision making. Transformative participation views participation as empowerment, and it calls for collective action and decision making (White, 1996). It also assumes that outside people can facilitate participation, but the local people are the only people responsible for their development (Mbhele, 2017). In this form of participation, there is an assumption that empowerment should come from below. However, this form of participation understands that there is a stage where the outside people may work in solidarity with the local people to bring about change (Mbhele, 2017).

2.6 Public Participation during apartheid in South Africa

18

South African history reflects no opportunity for public participation, especially for the black majority. Under the apartheid regime, the South African government was grounded on racial segregation. South Africa was characterized by the marginalization of people of colour from cultural groups, including Blacks, Coloureds, and Indians (Moseti, 2010). The apartheid system was sustained by policies to safeguard and maintain white dominance over non-whites races (Mhlari, 2014). The South African apartheid government was based on racial segregation and exclusion of the Black Africans. Mathebula (2013) mentioned that in times of apartheid local government system, municipalities were obligated to implement the apartheid policy. Before introducing a democratic dispensation in South Africa, apartheid policies refused South Africans the opportunity of good public participation in making decisions and policy processes. Muronda (2017) states that most South Africans had no political rights to participate in government affairs.

Before introducing a democratic dispensation in South Africa, the apartheid government policies deprived the black majority the rights to participate in the decision-making process. During the apartheid era, public participation in decision-making was not inclusive. It was a privilege for the white minority race at the expanse of the black majority ((Meyer and Theron, 2000). Under the apartheid regime, public participation in the South African legislature was limited to the undemocratic elections and exclusive public hearings (Mosokwane, 2012).

Morebodi (2015) points out that under the apartheid, the government did not inform nor consult the people; thus, there was a lack of public accountability, transparency, and a widespread disregard of human rights. Morebodi (2015) further argues that the South African municipalities during apartheid implemented apartheid policies to inhabit blacks from participating in government structures, and decisions were imposed in a top-down approach. For instance, during the apartheid regime, the black South Africans who constitute the majority of the South African population were denied the opportunity to participate in general elections or contribute to making a decision and implementing policies that affected them.

2.7 **Public Participation in a post-apartheid South Africa**

The post-apartheid government in South Africa committed itself to instituting a wide range of participatory processes in different government spheres across the country (Malepo *et al*., 2015). The new constitution of 1996 affirmed South Africa as a constitutional democracy. Mdlalose (2016) points out that the new government had the task of establishing a

19

participatory governance system, as highlighted in the constitution of 1996. For the South African government to enhance participatory governance within the context of local democracy, it became crucial for the newly elected government to focus on local government structures close to the spaces where the intended beneficiaries of development were located (Shaidi *et al*., 2011). The new constitutional democratic government promotes participatory democracy. Participatory democracy ensures that local citizens participate in government affairs (Hilmer, 2010). To promote participatory democracy, ward committees were established to link communities and local municipalities. As a democratic constitutional state, South Africa adopted the policies that promotes the notion of public participation and deepening local democracy at the grassroots level. The South African post-apartheid constitution mandates the local government to allow in the planning, implementation, and evaluation of integrated development planning, for a platform for public participation at the local level (Mphako, 2013).

2.8 Policy and legislative framework for Public Participation

It will be challenging for public participation to occur in the local government without a policy framework (Masango, 2009). As such, this section of the research study seeks to examine the policy and legislative framework that guides the community participation in the local municipalities in South Africa. As much as public participation exists, it is inevitable that policies and relevant legislation will be employed as the primary enforcers controlling the local government system. According to Putu (2006) in the principle of community participation in South Africa does not take place in a vacuum, but the policies and legislative frameworks guide it. There are different policies and legislation in South Africa that are in place which inform the concept of community participation (Meyer and Theron, 2000). There are policies and legislative frameworks that explain how municipalities should interact with communities (Meyer and Theron, 2000). The literature shows that South Africa lacks legislative and policy framework for how public participation in the local government should occur (Smith, 2007). Through different local government legislation and policies, the communities in municipalities are ensured that their opinions will be considered when decisions affecting them are to be made. The South African government has formulated various policies and legislation aimed at guiding community participation processes between municipalities and communities. The literature shows that communication and public participation remains a big challenge.

The Republic of South Africa's constitution mandates all local governments to ensure community participation in the decision-making and development processes supported by other relevant legislation (Moseti, 2010). The policy and legislative framework of community participation comprise the South African constitution (1996), the White paper on Local Government of 1998, the Municipal Structures Act (No. 117 0f 1998), and the Municipal Systems Act (No. 32 of 2000).

2.8.1 Constitution of the Republic of South Africa (Act of 108 of 1996).

The constitution of South Africa mandates that it is the objective of local government to encourage community participation and the involvement of the community organizations in the matters of local government. The South African constitution protects the principle of community involvement in all spheres of government. Section 151 (1e) obligate the local municipalities to encourage community participation in the local government decision-making process. Section 195 (e), in terms of the underlying values and principles governing public administration, states that the people's needs must be attended to, and the citizens must participate in policymaking. Furthermore, section 152 of the constitution state that the local government, irrespective of other responsibilities, is mandated to deliver services to the communities in a sustainable manner. One of the duties of local government is to provide a democratic and accountable government for local communities; ensure the provision of services to communities in a sustainable manner; promote social and economic development; promote a safe and conducive environment, and encourage the involvement of communities and community organizations in the mattes of local government.

2.8.2 White Paper on Local Government of 1998

The White Paper on Local Government of 1998 regarded as the mini constitution for local government, gave the structure to the developmental local government's vision as envisaged in the constitution. The section B of the White Paper states that the Developmental Local Government provides a government picture on ensuring participation of local communities to find sustainable ways to meet their social, economic, and material needs. It also improves the quality of their lives (Republic of South Africa, 1998). The White Paper on Local Government (1998) requires all municipalities to develop mechanisms and create space for public participation in areas that affect communities.

The White Paper on Local Government (1998) talked about participatory democracy and suggested the objectives of public participation in local government that form the broad

21

purpose of ward committees. It indicated that the representative must be accountable and work within their mandate. It also allows the local people and local community organizations to have the input into local policies. The White Paper states that the local government should work with local communities to achieve local government objectives (Tau, 2013). It further mentioned that community participation is embedded in the following four principles; to ensure political leaders remain accountable and work within their mandate, to allow citizens such as local community and non-governmental organizations to influence public affairs. It also allows the public service beneficiaries to have input on the way services are delivered and will enable the interest groups to form partnerships with the local government to mobilize additional resources.

2.8.3 **Municipal Structures Act, No 177 of 1998**

Section 44 of the Municipal Structures Act (Act No117 of 1998) calls for the citizen participation and involvement of local organizations in local government affairs. The Municipal Structure Act, No 177 of 1998, outlines the structure of the local government. This Act defines the ward as a unity for community participation within the municipal area. Each ward is represented by the ten-ward committee, coordinated by the ward councillor as the ward committee's chairperson. The Municipal Structures Act of 1998 mandates the municipalities to establish ward committees to enhance participatory democracy in local government by encouraging community participation through ward committees in the municipal area (Municipal Structure Act no 117 of 1998). Section 72 (3) of the Municipal Structures Act 117 of 1998 states that the ward committee's primary role is to enhance participatory democracy in local democracy. The section 4 of the Municipal Structures Act, no 117 of 1998 gives out the ward committees' formation and election. It also stipulates the framework for ward committees' powers and functions, the term of office of ward committee members, and procedures to deal with vacancies and the dissolution of committees (Smith and Visser, 2009).

2.8.4 **Municipal Systems Act (No. 32 of 2000)**

The Local Government Municipal Systems Act 32 of 2000 is in line with the constitution in promoting participatory local government and developmental local government in South Africa. The Municipal Systems Act 2000 states that the municipalities should encourage local communities' involvement through the mechanism established, such as ward meetings, Integrated Development Planning (IDP) meetings, and Imbizo programs. The Municipal

Systems Act (No. 32 of 2000) pointed out that municipalities must fulfil their constitutional obligation to promote social and economic development. It also encourages a safe and conducive environment by working together with the communities to create an environment where people can live better lives. Section 16 of the Municipal Systems Act (No.30 of 2000) deals with public participation and explains the development of public participation culture. It refers to the need to encourage and create conducive conditions for the local community to participate in the municipality's affairs as well as contribute to building the capacity of the local community, councillors, and municipal officials. It also speaks about the mechanisms, processes, and procedures for public participation. Section 17, though, does not explicitly deal with ward committees, emphasizes that ward committees are the structures where community participation must occur.

The Municipal Systems Act, No 30 of 2000, emphasizes the importance of community participation in the municipal planning processes. This Act also emphasizes the importance of community participation in all activities and functions of local government. The Municipal Systems Act (RSA, 2000) mentioned that the community members have every right to participate in the decision-making processes of the municipality, to lay complain about the functioning of the municipality, and make a recommendation to the municipal council.

2.8.5 The Draft National Policy Framework for Public Participation (2005).

The Draft National Policy Framework for Public Participation gives the background to the policy on community participation in Local Government in South Africa (Raga and Gogi, 2012). The National Policy for Public Participation (2005) is a policy framework for public participation in South Africa. The policy framework is the first extensive policy document that outlines the importance of participation, the assumptions underlying participation, the various levels of participation, issues that require participation, the strategies for participation, and the forms of participation applicable to local government. This policy framework is based on the commitment of the democratic government to enhance democracy, which is promoted in the constitution. The Draft Policy Framework by DPLG (2005) regards public participation as an open, accountable process through which the community members can exchange their views and influence the decision-making process. The policy framework further states that public participation is a democratic process of engaging communities, deciding, planning, and playing an active role in the development and operation of services

23

that affect their lives. This policy has a strong belief in ward committees and advocates ward committees' role as the channel of promoting participatory democracy in local municipalities.

This policy framework aimed to build communities that are active and involved in managing their development. The National Policy Framework for public participation (2005), community participation should meaningfully contribute to building society to embrace ward councillors and municipalities respond to them. The Draft National Policy Framework for public participation of the DPLG (2005) provides the policy's background on public participation in the local government in South Africa. The document emphasizes the importance of ward committees and advocates ward committees' role as the mechanisms for promoting participatory democracy in local municipalities. It also formulated the concept of public participation as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making processes. This policy framework seeks to promote active and involved communities in managing their development, claim their rights, exercise their responsibility, and contribute to governance structures at different spheres, at the ward and municipal level.

The Draft National Policy Framework for Public Participation (2005) highlighted why public participation is suitable for both communities and government; public participation aims to bridge the gap between the communities and the public officials. At the local government level, the ward committees' structures are meant to bring closer the government to the local people (Shaidi *et al*., 2011). It builds trust between the community members and the government representatives (Shaidi *et al*., 2011). The more the local people are informed about the government or municipality's affairs, the communities will develop trust in their representatives—community participation aimed at promoting values of good governance and human rights ((Mtsheni, 2009).

2.8.6 The National Policy Framework on Public Participation (2007)

The National Policy Framework on Public Participation (2007) outlines how communities participate in their development and service delivery. The principles to achieve community participation as discussed in the policy are summarized as follows:

• Inclusivity- The inclusive principle calls for the embracement of all views and opinions in the process of community participation. During the consultation process, the community

24

members' views and opinions must be taken into consideration and integrated into the IDP process.

• Diversity- In the community participation process, it important to recognize the differences connected with race, gender, religion, language, and economic status. The differences must be allowed to take place, but consensus must be reached. The planning process must build based on these differences.

• Building public participation – Capacity-building is the active empowerment of role players to clearly and fully understand the objective of community participation.

• Accessibility- Can ensure by conducting public meetings and processes in the local languages.

• Transparency- promote openness, sincerity, and honesty among all the role players in a participation process.

• Flexibility- Being flexible in terms of time, language, and approaches to public meetings and processes.

• The integration that community participation processes are integrated into mainstream policies and services, such as the IDP process, service planning.

2.8.7 Batho Pele White Paper of 1997

Batho Pele is a Sesotho expression meaning 'People First.' To strengthen service delivery plans, the South African government introduced the Batho Pele principles to work as the acceptable policy and legislative framework for service delivery in the public service (Ngidi, 2012). The White Paper on Transformation Public Service Delivery is well known as the Batho Pele White Paper. The Batho Pele White Paper of 1997 on Transformation of Service Delivery was the first policy framework to include participation references. The primary purpose is to make service delivery a priority in the public service, promote community participation, and promote citizens' ability to know and exercise their rights (Raga and Gosi, 2012). The Batho Pele White Paper (Department of Public Service and Administration 1997) is the national government's key policy and practical strategy for transforming public service delivery. Thornhill and Dlamini (2012) argue that the Batho Pele principles were introduced in 1997 to address the ugly historical past of the pre-1994 and its poor service delivery record to the black majority citizens in South Africa. The Batho Pele White Paper of 1997 states that

the Ministry of Public Services and Administration encourage the need for effective consultation, both with public services and South African society. This means the local communities should be allowed to participate in the decision-making process on issues affecting their lives and should be encouraged to contribute to service delivery through community-based initiatives.

The Batho Pele (People First) principles encourage a two-way relationship between communities and municipalities, and such a relationship could result in accelerated service delivery and community development (Ngidi, 2012). Batho Pele is paramount in many aspects of service delivery in the local government. For Phago (2008), the principles serve as guidelines for effective leadership and good governance in the public service to promote the spirit of proper service delivery to the communities. There are eight Batho Pele principles namely, consultation with local people at the local level and quality of services, the setting of service standards; equal access and accessibility, courtesy and consideration, provision of information on eligibility, openness and transparency regarding costs and responsibility, redress and the value for money (Republic of South Africa, 1997). These principles in line with the notion of participatory democracy advocate for the principle that the citizens are customers. In relation to the Republic of South Africa's constitution, the White Paper on Transformation Public Service Delivery (Republic of South Africa 1997) mandates the provincial and national government spheres to prioritize service delivery. It provides the national and provincial departments' framework to develop departmental service delivery strategies, put the Batho Pele principles in practice, and promote continuous improvements in service delivery ((Mulaudzi and Liebenberg, 2013). The Batho Pele principles encourage an approach to put the local communities' needs first (Mulaudzi and Liebenberg, 2013).

2.9 **Public participation in the Integrated Development Plan (IDP)**

Govender and Reddy (2011) pointed out that community participation and Integrated Development Plan (IDP) are recognized as community-based planning instruments that could enable the municipalities and local citizens to address socio-economic issues. The Municipality Systems Act (2000) acknowledges that the community is a crucial role player in the IDP process. Khuzwayo (2009) emphasis that community participation is an essential principle for the South African government policy for the formation of an Integrated Development Plan in local government. The IDP has been viewed as the vehicle for community participation in the local government sphere. By design, it is an interactive

planning tool that enforces that all local stakeholders in the community must participate in the local governance affairs (Muronda, 2017). In South Africa, the local municipalities are responsible for providing a mechanism that ensures public participation in formulating development plans Muronda (2017). The IDP is the product of the consultative process between the local community, the private sector, and the community (Robert, 2008). Thus, IPD provides opportunities for the local community to participate in the municipal planning process (Muronda, 2017).

Heydenrych (2008) states that the IDP is based on the principle of inclusive and representative consultation and participation of all local citizens and stakeholders in local governance. Madzivhandila and Asha (2012) defined IDP as the participatory planning processes that formulate a strategic development plan to guide and inform all planning, budgeting, management, and decision making in local municipalities. Community participation in IDP processes is understood as a mechanism for the local government to interact with the community members and other stakeholders (Majola, 2014).

The White Paper on Local Government (1998) highlighted that the community participation process in the IDP should be used as the strategy to bring together the local government and local stakeholders, thereby encouraging the local communities to actively and effectively participate in the decision-making process. The motive behind integrated planning is grounded in the fact that there are multifaceted challenges facing communities. The integrated development plan would help the local government resolve the local challenges (Govender and Reddy, 2011). Participation in the IDP requires all local stakeholders' involvement from the ward of a local municipality to discuss all issues of concern. White (2011) believes it is crucial to call upon all community members to identify the critical problems that need to be addressed, thereby providing community-based solutions to local issues.

2.10 Developmental Local Government

The South African government has committed itself to a developmental local government (constitution of 1996) whose objectives are to provide a democratic and accountable government for local communities. It ensures the provision of services to the communities sustainably, as well as encourages local people and community organizations' involvement in matters of local government. The developmental local government concept came up with a new constitutional democratic South African government (Mohale, 2015). The motive behind

the promotion of developmental local government to premised on the desire to fundamentally transform municipalities from being institutions for extensions of provincial and national governments to institutions at the centre of development of local communities within a defined municipal area (Mphako, 2013). In his observation, Koma (2012) found that municipalities' purpose over the past years has changed in line with the new democratic government.

A developmental local government is a community-centred approach, and its programs and activities are broad and inclusive (Modumo, 2012). Local government in South Africa has a developmental role in terms of the South African constitution of 1996 as well as the White Paper on Local Government of 1998. According to Koma (2012), the developmental local government expects municipalities' officials who create platforms to account for the community over and above regular elections. Koma (2010) argues that the Developmental Local Government is derived by professional officials capable of effectively and efficiently addressing the social and economic needs of the local communities. The system promotes accountability to ensure that the councillors' actions meets the needs of the community. This increases the legitimacy of the council and deepen local democracy (Modumo, 2012).

According to the White Paper on Local Government (1998), the developmental local government is a local government effort to work with the local communities and groups to get sustainable ways to meet their social, economic, and material needs and improve the living standard of the localities. The Developmental Local Government has often been associated with local economic development. However, the view has been criticized, with the view that a DLG is much more than a narrow focus on local economic development (Mohale, 2015). There was a different view that states that DLG should encompass all political, economic, social, and environmental issues, which affect the rights of local people to development (Mohale, 2015). The partied regime local government did very little to help the marginalized people. The present democratic government has not yet been able to do much to attend to the issue of inequality among South Africans and meet the people's needs. The local government must put the effort and means to change the lives of the disadvantaged communities, especially those members and groups within marginalized communities, such as women, people living with disabilities, and impoverished people. Developmental local government has four interconnected characteristics: maximizing social development and

economic growth, integrating, and coordinating, democratic development, and leading and learning.

2.10.1 Maximizing social development and economic growth

The first feature of Developmental Local Government, which is the focus on social development and economic growth, means that the municipalities are expected to provide the local communities with enough access to services like the provision of electricity, water, and access to infrastructure, among others (Mphako, 2013). The local government is responsible for facilitating social and economic development within communities (Mphako, 2013). A Developmental Local Government has excellent public administration and intervenes in the local economy to promote social development (Moseti, 2010). The White Paper (1998) emphasizes that local government's powers and roles should be executed to influence the local communities' social development, meeting the marginalized people's needs and the local economy's growth. The local government has considerable influence over the local communities' social and economic wellbeing through the local municipality's traditional role, such as providing services and regulation (Mtshali, 2016).

2.10.2 Democratizing development

The second feature of the Developmental Local Government, on the promotion of democracy by municipalities, relates to the obligation to involve local communities in local government affairs (Mphako, 2013). The most common channel used to implement this is community participation institutionalization (Mphako, 2013). Community participation involves the number of activities related to communication tools between communities and municipalities (Mphako, 2013). One of the mechanisms used for promoting local democracy, including public meetings, mayoral roadshows, council report-back sessions, door to door campaigns by councillors and political parties represented in the municipal Council. Local democracy is enforced through the legislative framework, such as the Local Government Municipal Systems Act 32 of 2000, Local Government Municipal Structures Act 117 of 1999, and the Constitution of the Republic of South Africa Act 108 of 1996.

Local government, as the government at the grassroots level, represents community interests. Municipalities are mandated to address the local needs, interests, and expectations and involve communities in planning and implementing municipal programs (Koma, 2010). Local government plays a central role in promoting local democracy. With the primary goal of representing the community interests within the Council, the local authorities should

29

encourage local communities' involvement in the formation and delivery of municipal programs (Reddy and Maharaj, 2008). Municipalities must be aware of the divisions within local communities and seek to promote the participation of the marginalized and excluded groups in community processes (Thornhill, 2008). Municipalities must be inclusive in their approach to encourage community participation, including strategies to remove obstacles and actively encourage marginalized people's participation in the local communities (Ndebele and Lavhelani, 2017). Equal so, participation should not be a stumbling block to development, and interest groups should be prevented from capturing development processes. Municipalities must provide ways of structuring participation, which enhance, rather than impede, the delivery process. The democratization of development is about creating an inviting space for the public to be represented and heard in government affairs (Sithole and Mathonsi, 2015). It cannot be limited to holding regular elections but ensuring that democratization delivers to the people; they can access essential socio-economic services (Thsiyoyo and Koma, 2011). The Municipal Structures Act of 1998 institutionalizes community participation in governance systems and processes by establishing ward committees.

2.10.3 Leading and Learning

The third feature that distinguishes municipalities with the developmental local government agenda is providing leadership and building capacity among the local citizens (Koma, 2012). The municipalities are expected to encourage learning from the international experience with the intention to put into practice those development lessons at the local level. The developmental local government mandates the municipalities to lead the community to change their lives (Koma, 2012). The leadership is provided by establishing the mechanism for community participation within the communities so as to listen and respond to the needs of the local communities. There is a drastic change in the international, regional, national, and local spheres, forcing local communities to rethink how they are organized and governed (Powell, 2012). Across the globe, communities have the task of finding new ways to sustain their economies, build their societies, protect their environment, improve personal safety, and eradicate poverty (Madumo, 2012). A developmental local government's leadership should stay on top of developments and change (Koma, 2012). The local municipalities should strategize, develop visions, policies, and mobilize resources to achieve developmental goals within the communities (DPG, 2006). Local government must be visionary and strategical in

its operations as the leader of community development and must establish community development structures, such as ward committees in municipal wards (Tenza, 2017).

2.10.4 Integration and coordination

The fourth feature of the developmental local government is for the municipalities to initiate and coordinate all the municipality's developmental activities (Mohale, 2015). At the local government, the IDP is significant for coordinating and integrating social and economic development programs (Mohale, 2015). The municipalities' primary purpose is to improve the local people's living conditions by excluding the particular group and race as practiced during apartheid (Madumo, 2012). Developmental Local Government must provide a vision and leadership for all the stakeholders that wish to bring about local prosperity (Koma, 2012). Municipalities are responsible for developing ways to leverage resources and investment from both the public and private sectors to meets development targets (Madumo, 2012). One of the critical methods for achieving good coordination and integration is the Integrated Development Planning. Integrated Development Plan is the proper channel for local municipalities to facilitate integrated and coordinated delivery within the local communities (Koma, 2012).

2.11 Importance of Public participation

Community participation in local municipalities has been identified as the most crucial element for local development because it gives the local stakeholders to identify community needs (Muronda, 2017). Camay and Gordon in Murondo (2017) state that community participation is an essential constituent for successful development. Chaney (2016) argues that community participation should be continuous practice in local governance. Chikerema (2013) states that the municipality official must not involve the local communities only if it suits them. Rather, they must engage the community in all aspects of local governance because community participation goes beyond community meetings between community and municipality officials.

Thus, community participation is a continuous process of engaging community members in planning, implementing, and monitoring projects that improve people's lives (Mubangizi, 2010). Camay and Gordon in Muronda (2017) emphasize the importance of community participation by highlighting that community participation gives the community the platform to speak out about what they want to see in their community. He also argues that community participation legitimizes policy decisions if the members were involved in making the policy;

they are likely to support it because they know they contributed. Muronda (2017) further argues that it is a platform that can be used by the underrepresented and disadvantaged section of the society that is often overlooked by the decision-makers. It is also a tool used by the representative to collect information about the local level's problems and needs. Cele (2015) believes that community participation helps build an informed and responsible community with a sense of ownership over the decision-making process. Therefore, community participation is an essential element in local government affairs, and it should be continuously promoted for the benefit of the community and local municipalities (Cele, 2015).

2.12 **Benefits of Public Participation**

The global experience suggests that improving public participation in government can enhance good governance (Muronda, 2017). Public participation is essential to increase information about local government in communities (Muronda, 2017). Another benefit of public participation is improved need identification for communities. Section 153 of the constitution stipulates the municipality's critical duty to manage its administration, budgeting, and planning process to prioritize the community's basic needs. Public participation can help improve service delivery (Mdlalose, 2016). If the government is informed about community needs, it becomes easier to deliver better services. Public participation can help to create tolerance of differences within the community (Mdlalose, 2016). One of the more significant challenges in communities remains poor and marginalized groups, or ethnically differences. Still, the public participatory process can help make people more tolerant of difference (Mphako, 2013). One of the benefits of public participation in building a greater sense of solidarity. This benefit involves building a greater sense of solidarity or belonging to the community among the community members.

Creighton (2005) highlighted the benefits of public participation. He believes that public participation can improve the quality of decisions and help minimize costs and delays. Public participation can help to build consensus and increase ease of implementation. In the local government, consensus building is promoted by an Integrated Development Plan. A framework, initiated by the municipality and the community members, is established to deliver services within the expected period (Mathebula, 2013). If the decision has been made through consultation and the people's involvement, the implementation becomes much more manageable. Mtshali (2016) argue that public participation is useful for anticipating public

concerns and attitudes and maintaining credibility and legitimacy. Mhlari (2014) mentioned that public participation could help to avoid worst-case confrontation. Public participation will allow both municipality and citizens to appreciate the opportunity given to express their needs, expectations, and responsibility in an amicable involvement. Public participation would create a sense of ownership among both parties (Mhlari, 2014).

2.13 Challenges and limitations of Public Participation

There are policies and legislation in local government that promote public participation. Van der Waldt (2006) said that the municipalities established public participation structures to allow the community member to participate effectively in local government affairs. However, the citizens show a lack of interest in participating in local government for different reasons. Some barriers prevent communities from effectively participating in local government affairs. Mhlari (2014) mentioned that public participation processes have significant limitations; one of those limitations is that not all groups in the society may participate equally due to differentials of access, power, and expertise. She further argues that one of the contributing factors hindering public participation in local government is power relations. The structures responsible for public participation are mostly under government institutions' control, which can become a barrier to effective participation (Malepo *et al*., 2015).

Another limiting factor is the participatory skills. Public participation can become more complex and demand different skills, knowledge, experience, leadership, and managerial capabilities (Malepo *et al*., 2015). In cases where the participants have poor educational background and are not adequately trained to participate, they will find it difficult to contribute meaningfully to the discussions and eventually withdraw from participating (Muriu, 2014). Equally, if the authorities have no planning skills and no experience, it becomes an obstacle for meaningful participation (Muriu, 2014). Another constraint to public participation is the lack of political will. If the municipality officials fail to promote community participation and the lack of political and bureaucratic support for participating at the local level also contributes to poor participation (Mtshali, 2016). Members of the community will only participate effectively if their representatives communicate with them. Another obstacle to public participation in the historical factor of the segregated municipality system characterized by economic, social, and political disparities that left most people clueless about participation (Mosokwane, 2012). Since the black majority were excluded from participating in municipality affairs, this left them unaware of their role in democratic

local government structures (Mosokwane, 2012). Lack of trust is another constrain for public participation in local government. Communities may lack trust in their representative in the municipality to effectively deliver on programs and projects (Mtshali, 2016).

2.14 Community participation in Local government

Globally, local municipalities are being intentionally formulated to bring the government closer to the constituencies and ensure that the local communities get involved in matters that affect their daily lives (Lombard and Tshabalala, 2009). The local municipality is the third sphere of government and closest to the people. For that reason, the South African's constitution emphasizes that all municipalities must encourage public participation and involvement of community organizations in local government affairs (Van der Waldt *et al*., 2014). International experience shows that the better way to ensure public participation in governance is to establish a structured and institutionalized framework for participatory local governance (Shaidi *et al*., 2011).

The developmental role dedicated to the local government as the third sphere of government in South Africa emphasizes democratization, public participation, and the local citizens' empowerment in local government matters (Seitlholo, 2016). Institutionally, there are structures within all three government spheres that focus on guiding, regulating, monitoring, and enforcing policy prescription for public participation in the local government (Smith, 2007). There are different structures, such as ward committees in communities formulated to ensure community participation. The ward committees were established at the local government level to advance community participation and communicate with the municipalities about the needs and the challenges in communities (Mosotho, 2013). The literature indicates that community participation in local government institutions comprises various perspectives on the origin, need, substance, and outcome of community participation (Madzivhandila and Asha, 2012). For effective decision making in the local government sphere to occur, it is essential to note the importance of community participation (Khawula, 2016). The local communities in municipalities can make a meaningful contribution to the decisions and policymaking processes (Majola, 2014). It is at the local government sphere where the communities and government can interact easily (Khawula, 2016).

There are different structures at local municipalities, such as ward committees, established to promote community participation. These committees were introduced at the local government to facilitate community participation and inform municipalities about the municipal ward's

34

needs and challenges, such as electricity and water (Mosotho, 2013). The Municipal Systems Act, 32 of 2000, mandates the municipalities to encourage local community's involvement through the mechanism established such as ward meetings, Integrated Development Planning (IDP) meetings, and Imbizo programs. Mosotho (2013) argue that community participation and engagement in the administration and governance of a state is essential for the state to function efficiently and effectively. The author further states that community participation is the most important relationship, where local citizens are directly engaged in the decision-making process. Mosotho (2013) further argues that the local community's involvement in administration and governance is fundamental in sustaining democracy and promoting good governance in local government, particularly municipalities.

Community participation is a critical element of integrated and sustainable development in a democratic South Africa. Municipal councils must be accountable to their local communities (Mtshali, 2016). Section 152 of South Africa's constitution (1996) mandates the local government to provide a democratic and accountable local government and encourage community participation and community organizations' involvement in local government matters. Therefore, municipalities are responsible for ensuring community participation in local government matters (Mtshali, 2016). To fulfil its constitutional mandate in relation to public participation, South African municipalities have adopted a plethora of citizen participation mechanisms (Mtshali, 2016).

The 1996 constitution of South Africa indicates that it is essential for local communities to participate in local government. The most important way that the local citizens can participate in local government is through ward committees' structure. Houston *et al*. (2001) believe that the local government in South Africa makes a provision for municipalities to establish a system of participatory democracy, through which the community can freely express their views regarding the issues of development within their municipal wards.

2.15 Community Participation in Ubuhlebezwe Local Municipality.

Community participation in the Ubuhlebezwe Local Municipality as an institution emanates from the SA constitution (ULM IDP Review, 2018). Municipalities are constitutionally mandated to promote community participation in local government affairs (Tshiyoyo and Koma, 2011). Community participation policy is a significant milestone for Ubuhlebezwe Local Municipality in line with the Freedom Charter's objectives that *'The People Shall Govern'* (ULM Draft Annual Report, 2017). Community participation in Ubuhlebezwe Local

Municipality is guided by the South African legislative and policy framework and occurs through the IDP process (Tenza, 2017). Different municipalities have their understanding of the concept of public participation, depending on their boundaries and contextualization. The formulating policies on public participation is also based on their understanding of the constitution (Muriu, 2014). South African legislation must guide the constitution's interpretation of public policies (Mgwebi, 2014). The Draft National Policy Framework on Public Policy (2007) defined the concept of public participation as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making processes.

Mayer (2019) mentions that understanding public participation within the Ubuhlebezwe Local Municipality is built on the country's conceptualization of the terms framed in the Draft National Policy Framework on Public Participation (2007). Under the guidance of the country's legislation, the community participation policy of Ubuhlebezwe Local Municipality serves as the policy framework for understanding how community participation is being contextualized and understood within the jurisdiction of the municipality and its stakeholders (ULM Draft Annual Report, 2017). Section 152 (1) of South Africa's constitution obligates the municipalities to encourage and promote community participation and the involvement of the community organizations and all relevant stakeholders in the matter of local government (Tenza, 2017). The Ubuhlebezwe Local Municipality developed a Community Participation Strategy in line with this section (Mayer, 2019). In compliance with chapter 4 of the Municipal Systems Act of 1998, the Ubuhlebezwe Local Municipality ensures communication of information, provides mechanisms, processes, and procedures for community participation, and capacitates the councillors and ward committees on issues of community participation (Mayer, 2019). The aims and objectives of the Ubuhlebezwe Community Participation Strategy are implemented threefold. It encourages the involvement of communities in a matter that impacts their lives; believes in consultation of local citizens on issues that require the municipality to make a decision; and also ensures that it keep communities informed on activities of the municipality as well as issues of service delivery (ULM IDP Review, 2016).

2.16 **Policies for community participation in Ubuhlebezwe Local Municipality**.

There are different policies and legislative frameworks that guide the participation process as informed by the South African constitution. Many municipalities adopted the public

participation policies informed by the country's policy and legislative framework (Tenza, 2017). Ubuhlebezwe Local Municipality has public participation policies in place. However, there is a lack of public participation policies. Also, there is a need to review the policy guidelines that govern the nature of stakeholder participation (Mayer, 2019). Ubuhlebezwe Local Municipality is committed to a form of participation, which is genuinely empowering, and not token consultation or manipulation (Tenza, 2017). The Ubuhlebezwe Local Municipality policy provides mechanisms and processes to promote community participation in the Ubuhlebezwe Local Municipality (ULM Draft Annual Report, 2017).

Community participation in Ubuhlebezwe Local Municipality involves various activities, including creating democratic representative structures such as ward committees (ULM, IDP 2018). The Municipality Systems Act (Act 32 0f 2000) and the Municipal Structures Act (Act 117 of 1998) state that all municipalities should develop an Integrated Development Plan in consultation with local communities (Tenza, 2017). It calls for the full and active participation of the people in each ward in the integrated development planning process (Tenza, 2017). Integrated development planning is meant to tackle poor planning of the past and sustainable development (Tshabalala and Lombard, 2009). Therefore, it is a requirement for Ubuhlebezwe Local Municipality's responsibility to ensure that there is adequate and effective community participation in every municipal ward. Section 16 (1)(a) of the Local Government Municipal Systems Act (Act 32 of 2000) states that a municipality is expected to develop a culture of municipal governance that complements formal representative government with a system of participatory democracy (Mayer, 2019).

The Ubuhlebezwe Local Municipality encourages and creates conditions for the local community to participate in the community's affairs (ULM IDP, 2018). Chapter 5 of the Municipal Systems Act (Act 32 of 2000) specify that the community members of Ubuhlebezwe Local Municipality participate in the preparation, implementation, and review of the Integrated Development Plan (ULM IDP, 2018). Section 42 of the Municipality Systems Act (Act 32 of 2000) further argues that Ubuhlebezwe Local Municipality, through appropriate mechanisms, processes, and procedures, should involve the local community in developing, implementing, and review of the municipality performance management system. It also allows community participation in setting appropriate indicators and performance targets of the municipality (Tenza, 2017).

The following section will look at the ward committee system as the mechanism to promote public participation and advance service delivery in local communities.

2.17 Ward Committee as a vehicle for Public Participation and Service Delivery.

This section deliberates on the ward committee system as a mechanism for promoting public participation and service delivery at the local government level. The section begins by providing the international and regional background relating to the ward committee system. Furthermore, the chapter looks at the emergence of the ward committee system in South Africa. Policy and legislative frameworks guiding ward committees, their role, functions, challenges, and establishment process will be discussed as part of this chapter. Issues, functions, and challenges faced by ward committees will be discussed within the context of Ubuhlebezwe Local Municipality. Arnstein's model of citizen participation has been adopted as theoretical frameworks to guide the study.

2.18 Defining Ward Committee System

Ward committees are area-based committees whose boundaries coincide with ward boundaries (Silima and Auriacombe, 2013). Ward Committees are community elected, area-based committees within a particular municipality whose boundaries concede with ward boundaries (Mgwebi, 2014). Ward committees are chaired by the ward councillors and composed of community members (Shaidi *et al*., 2011). Ward committees have emerged as the most critical mechanism for people-centred development, participatory, and democratic local governance (Khawula, 2016). The motive behind the establishment of ward committees is to supplement the elected ward councillor's functions and duties by creating a connection between the communities and local authorities (Khawula, 2016). The ward committees have been established in most local municipalities in South Africa (Khawula, 2016). The ward committees were introduced in municipalities to play a critical role in linking and informing the Municipal Council about the needs, aspirations, potential, and challenges of the communities (Mtsheni, 2009).

2.19 International perspectives of Ward Committees

The ward committee's system is established in other countries of the world. However, there is great difficulty finding other countries with organizations similar to the ward committees contemplated by the Local Government: Municipal Systems Act 2000. Ward committees are a unique creation of statutes in South Africa and do not exist elsewhere. International experience has shown that one way of achieving successful and lasting models to ensure that

38

public participation takes place is through establishing structured and institutionalized frameworks for participatory local governance (DPLG and GTZ, 2005: 10).

2.20 Ward Committees in India

Both policymakers and researchers considered India as a potential model for public participation in local government through ward committees. In India, as in many other countries of the world, post-independence, municipalities were neglected. In India, the discussion on public participation in the local government gained momentum after enacting the 74th Constitutional Amendment Act, 1992, which is considered the policy framework for public participation in India's local governance. The ward committees are expected to act as an institutional space for citizens' participation in local government matters. India provides an elaborate legal and institutional framework for ward committees' functioning, especially regarding citizens' participation. The academic literature on ward committees in India is limited to a few collected volumes and journal articles. In India, they utilize the Gram Sabha as a mechanism of promoting public participation. The Gram Sabha is an institution that promotes direct democracy. The Gram Sabha is a legitimate structure and can be equivalent to the ward committee system in South Africa, as they both established by legislation; in India, Article 243 of the constitution of India support the establishment of Gram Sabha, while in South Africa, it is the section 73 of the Municipal Structures Act.

2.21 Ward committees in England

England consists of ward committees, whose aim is to allow the citizens to put their views directly to the councillors and also influence the development within their area (St. Helens Council, 2010). The ward committee members are regarded as a community advocate who pursues development by assisting the Council and its partners when delivering services to the community. The primary objectives of establishing institutions such as ward committees at the local government are to promote participatory democracy and the pursuit of effective service delivery. The composition, functions, and powers of the ward committees in England can culminate in creating the best practices that will enhance an effective ward committee system, from which South Africa can draw lessons for improvement. One of the lessons learned from the England ward committee's system is that they recruit professional people who are knowledgeable and familiar with their local government system's functioning and structures.

2.22 Ward Committee System in South Africa

39

The new democratic South African government promoted the establishment and institutionalisation of ward committees as vehicles to bring about participatory governance at the grass-root level. Section 152 of the South African Constitution requires a local government to encourage communities and community-based organisations in local government matters. The Municipal Structures Act of 1998 is also clear and requires local governments to establish ward committees.

2.23 Emergency of Ward committees in South Africa

The history of the ward committee system in South Africa can be traced back to 1786 (Ngqele, 2010). The ward committee system was first introduced in the Cape because of the burghers who wanted to be involved in the colony's government. This resulted in the decision to assign them additional policing and municipal roles (Putu, 2006).

Since 1994, the South African government has committed itself to create a political system that includes an institutional mechanism and network to foster participatory and direct democracy (Ngqele, 2010). The 1996 Constitution of the Republic of South Africa recognized the local government's value and importance in South Africa as a government sphere. This government is closest to the people. Ward committees were introduced in South Africa in 2001 to enhance participatory democracy and function as an interface between the government and local communities (Thornhill and Madumo, 2011). When ward committees were introduced, there was a change in local government in South Africa after the local government elections, which took place in December 2000. The idea of ward committees was to link the municipality with civil society. For example, during the apartheid, the black majority had no right to participate in the decision-making process. Community members elect the ward committee members, and the election procedure considers the need for women to be represented equitably (Ngqele, 2010). The youth, women, religious groupings, sport and culture, health and welfare, business, environment, community-based organizations, traditional leaders, and people living with disabilities. The Local Government: Municipality Structures Act, 1998 states that the ward committee's objective is to enhance participatory democracy in local government.

2.24 Legislative and Policy Framework for Ward committees

To better understand the ward committee system in South Africa and how it promotes public participation within local governance, there is a need to understand the existing legislative framework that defines the role and powers of ward committees in the first place. The

national government prescribed the guidelines rather than detailed policies and legislations of how ward committees should be put in place. However, the policymakers are on the view that municipalities followed different processes when establishing ward committees. Different municipalities have passed by-laws, sometimes referred to as regulatory frameworks, for the ward committees that belong to their jurisdiction. However, not all municipalities have policies for ward committees' operations.

2.24.1 Local Government: Municipal Structures Act (No 17 of 1998)

The Local Government: Municipal Structures Act (No 17 of 1998) was the first legislation to formally introduce ward committees' concept. The Local Government: Municipal Structures Act, 1998 is the Act that makes provision for the establishment of ward committees as a possible way of promoting public participation in local government affairs. The 2004 national survey stipulated that most municipalities seem to have regarded the provisions of the Local Government: Municipality Structures Act, 1998. Section 4 of the legislation highlights ward committees' duties; it sets out the ward committees' composition and election process. The ward committees consist of ten members plus the ward councillor, who must be the committee's chairperson according to the Municipality Structures Act.

2.24.2 Local Government: Municipal Systems Act (No 32 of 2000)

Even though this piece of legislation, the Municipality Systems Act (2000) as insufficient for the establishment and operation of ward committees, it stipulates that ward committees are one of the structures through which community participation in the local government affairs must occur. Section 16(1) highlights ward committees' roles in facilitating integrated development plans and performance management systems and preparations of municipal budgets and strategic decisions relating to municipal services provisions.

2.25 Role and Functions of ward committees

The ward committee's role is to increase local communities' participation in the municipal decision-making, as they will be affected by those decisions (DPLG, 2005). The ward committee has a constitutional mandate to increase accountability and democratization in municipalities (Seitlholo, 2016). The ward committees' leading and the fundamental role is to encourage public participation in identifying and prioritizing the development needs (Shaidi *et al*., 2011). The Department of Provincial and Local Government: Handbook for Ward Committee (2005) highlighted that the role of the ward committee is to increase community

participation in municipality decision making, to monitor the work of the municipality, and to raise the issues of concern to the local ward.

The primary function of ward committees is to promote participatory development in local governance. Mbhele (2017) mentioned that ward committees are local community advisory structures representing communities' interests in municipal IDP processes. However, Mbhele (2017) argues that to define ward committees as the citizen advisory structure has created the problem towards a meaningful representation of interests of the local communities. Mbhele (2017) stipulates that the ward committees have no formal powers in law to dictate to the Council on what to do. The study conducted by Mkhwanazi (2013) in Mafube Local Municipality in Northwest, South Africa, reveals that the Municipal Council did not consider the ward committees' input and recommendations. Mbhele (2017) argues that the attitudes of the municipalities to ignore the input and the recommendation of the ward committees is a violation of the constitutional promise and undermining the spirit of local government as developmental, but also has a negative impact on community participation and is silencing the voice of the local communities. The DPLG (2005) warned that the ward committee members should not be politically implicated. However, the study shows that most ward committee members often belong to political parties for which the ward councillor is a member. As such, ward committees continue to use ward committees to serve the narrow political agendas (Thabanchu, 2011).

The DPLG: Ward Committee Resource Book (2005) outlined that the award committee's primary functions are to serve as the official specialized participatory structure within the municipality. They serve as the channel of communication and cooperation partnership between the Community Council. The ward committee give opinion and make recommendations to the ward councillor on the issues and policy that is affecting the ward (Ngqele, 2010). The Ward Committee Resource Book (2005) also states that the ward committee assists the ward councillor to be aware of the living conditions, frustration, and local communities' needs. Through the ward committee, information is shared about the municipal budget, IDP, service delivery plans (Silima and Auriacombe, 2013). The ward committee system is also responsible for noting complain from the ward regarding local service delivery, communicating with the Council, and providing feedback to the community on the council's response (Ngqele, 2010).

2.26 Ward committees as a participatory mechanism

42

Different mechanisms have been put in place to advance community participation in local government (Ndebele and Layhelani, 2017). In South Africa, ward committees are recognized as the main channel for community participation in local municipalities. The Local Government: Municipal Structures Act (1998) calls for establishing the ward committee system, which is the structure made of democratically elected community representatives whose task is to mediate between municipal councils and communities. However, the local municipalities are not obliged to establish ward committees (Sekgala, 2016). Ward committees were established in local government as community structures to play a vital role in linking and informing the municipalities about the needs, aspirations, potentials, and ward problems (Mgwebi, 2014). The ward committee system was legislated to create a platform for community participation and enhance accountable local governance (Mbhele, 2017). Van Rooyen and Mokoena (2013) further argue that ward committees were established to promote participatory democracy. Muronda (2017) also believes that ward committees promote grass-root democracy. Therefore, ward committees have become the mechanism to advance community participation in South African municipalities. They form the government strategies to introduce the new meaning of development at the local government level (Mgwebi, 2014). The ward committees' primary goal is to advocate for communities' interests through effective communication with the municipality regarding the Integrated Development Plan (DPLG, 2005).

A ward committee is a platform created for the local communities to participate in setting their development goals. Sikander (2015) argues that the ward committee should be an entity of agents of social change. The ward committee plays a significant role in ensuring community participation (Thornhill and Modumo, 2011). The ward committees are defined as the communication channel between the municipality and community about the essential service delivery and the other problems that affect the ward. Majola (2014) defines a ward committee as the means to facilitate a formal, impartial communication network and a cooperative collaboration between the local citizens and ward councillors. In Ubuhlebezwe Local Municipality, the ward committee plays a vital role in promoting community participation and ensuring that community priority and needs are part of the municipal plan. The ward committee also helps to compile the Integrated Development Plan by allowing the community to give views about its priorities and needs (Mhlari, 2014).

Improved citizens' participation in local government processes could bring about democracy locally (Thornhill and Madumo, 2011). It also brings about community ownership of ward committees. It makes the councillors more accountable to their constituencies with their diverse interests and needs (National Framework: Guidelines for Provinces and Municipalities in implementing the Ward Funding Model (2009). Muronda (2017) asserts that ward committees are essential because they ensure that community participation takes place by allowing the local communities in matters of governance. Mulaudzi and Liebenberg (2013) state that ward committees enhance community participation in local municipalities by providing interaction between the community and the local municipality. Authors further argue that ward committees play a vital role in coordinating community involvement and local communities' participation.

The study conducted by Simbi and Auriacombe (2013) shows that ward committees play a significant role in enhancing participatory democracy and communication between the community and the local municipality. Even though the contemporary studies provide a different picture, David and Cloete (2012) observed the challenge that might confront some ward committees across South Africa, which, if not attended, might destabilize ward committees and prevent the democratization of local governance. Mhlari (2014) adds that ward committees promote meaningful community participation in local municipalities. However, Davids and Cloete (2012) questioned the effectiveness of ward committees as the channel of communicating the local issues to local government because there is the view that ward committees are scoring narrow political scores. Similarly, Muronda (2017) argues that a lower level of participatory governance in South African local municipalities raises the tough question about governed committees as a mechanism to advance community participation in local municipalities. Indicate these questions.

2.27 Community participation through the ward committees

The establishment of ward committees with ward boundaries is succinct (White Paper on Local Government of 1998). Working together with the ward councilors, the speaker's office is responsible for ensuring the establishment of ward committees (Mbhele, 2017). The White Paper on Local Government (1998) describes the system, purpose, composition, and role of ward committees and the vision of ward committees as the voice of the local communities. The elected ward committees are responsible for raising the ward councilor's concerns about

the circumstances of their ward and participating in decision-making processes (DPLG, 2005).

2.28 Ward Committees as an invited space

The invited space can be described as the social spaces created to encourage public participation by government or international agencies (Miraftab, 2004)). The invited space in local government is the legally generated structured legislative space that gives people the rights to public participation (Aiyar, 2010). The local communities are invited by the municipality to engage in the decision-making process, forums, seminars, etc. in the invited space of participation. Ward committees are an excellent example of the processes of the municipality to promote community participation. Through ward committees, public hearings, petitions, and written submissions, local residents have the right and responsibility to engage in local government. The invited space will be the local government institution of the Ward Committees in this literature review (Miraftab, 2004).

The system of the ward committee reflects invited space for participation. The Literature argued that there are insufficient, lack of capacity, unresponsive and superficial invited participatory spaces created to invite people, and in essence used as a rubber stamp for participation and democracy (Aiyar, 2010). Scholars including Claire Benit-Gbaffou and Mkhwanazi (2015) and Luke Sinwell (2012) think the government delegitimizes and represses the invented space. They claim that the government is attempting to force on the public an invited form of involvement to legitimize development decisions already made. The authors also argue that the invited space can be pseudo-democratic in that individual voices that represent the needs of those in power are silenced (Le Roux, 2015). For their usefulness as participatory mechanisms that people can use to connect with their municipalities, the local government ward committee structures have been criticized (Le Roux, 2015). Governmental vehicles and systems used for personal gain have been referred to as Ward committees (Ngamlana and Mathoho, 2012). It is a room that gives little space for the voice of a community, which is an alternative to the agenda of the dominant ward committee party.

2.29 Role of ward committees in the Integrated Development Plan (IDP)

The Ward Committees were set up in South Africa in 2000 to foster participatory democracy and serve as a link between the municipality and the population (Majola, 2014). The creation of the ward committee was intended to ensure a good relationship between the ward councilor, the neighborhood, and the municipality (Mkhwanazi, 2013). The ward committees

45

are also required to play a crucial role in ensuring ward-level community engagement through community-based planning (Lombard and Tshabalala, 2009). Community-based planning entails practical ward committees planning on the basis of their wards and relating ward goals to the integrated growth planning of a municipality. Ward councilors, ward committees, and municipality officials are mandated by Heydenrych (2008) to ensure that the plans of the municipality represent the needs of the local communities. The National Legislative Frameworks (Legislation on Municipal Structures and the Law on Municipal Systems) provide mechanisms for public participation, including ward committees and various other initiatives aimed at fostering free, accountable and advisory municipal government.

Therefore, the transformative local government will be useless without community involvement, and the IDP of any municipality not focused on community-based planning will be devoid of reality (Khawula, 2016). However, there are difficulties in incorporating group engagement in IDP (Khawula, 2016). Municipalities use ward communities, as at the local community level, as mechanisms for public involvement in the IDP process (Muronda, 2017). These systems face problems that have made them ineffective as public engagement structures (Mtshali, 2016). In this regard, in some municipalities, ward committees are set up late after the IDPs have already been drafted, which has resulted in dysfunction or circumvention of some other ward committees as mechanisms for public participation (Mtshali, 2016).

Ward committees, mainly through the Integrated Development and Planning process, are influential in community engagement (Khawula, 2016). The Ward Committees are the official channel of contact between the group and the Council (Madzivhandila and Asha, 2012). Due to its existence, the composition of the ward committee must be inclusive of what they can represent. Ubuhlebezwe Local Municipality ward committees contribute substantially to the Integrated Development and Planning (IDP) process (ULM IDP, 2012: 15). Their primary function is to: (a) identify the critical issues facing the local community; (b) provide a forum for dialogue, negotiation and decision-making between stakeholders and local municipalities; (c) establish a framework that connects local communities and local authorities; and (d) track the performance of the planning and implementation process in their region.

The Integrated Development Plan is considered to be a planning strategy that plays an important role in ensuring community engagement (Moseti, 2010). As reported in the White Paper on Local Government, the IDP is community-based participatory planning in South Africa (1998). The Resource Book of the Ward Committee (2005) highlighted that the Ward Committee should define the key development goals through the IDP process, develop effective strategies and structures to realize the vision and mission of the municipalities.

2.30 Challenges Experienced by Ward Committees

The literature showed that structured participatory mechanisms such as ward committees could greatly increase community engagement at the level of local government (Mphako, 2012). There is little study carried out on the effectiveness of ward committees. The National Framework: Recommendations for Provinces and Municipalities in Implementing the Ward Funding Model (2009) confirms different problems affecting the successful functioning of ward committees in South Africa. These challenges have a negative impact on ward committees, especially in the execution of their mandate (Mbhele, 2017). The lack of public involvement in engaging in government processes is one of the major obstacles to the effectiveness of consensus ward committees (Sekgala, 2016). Sekgala (2016) reported that municipalities lack the assistance and support of ward committees. The issues related to ward committees in South Africa are not solely due to a lack of legal machinery, but also to the failure of current policy structures, institutional processes and program initiatives to comply with the constitutional and legislative obligations of the government (Silima, 2013). Another problem is that the legislative structures of the ward committee are also not properly enforced (Silima, 2013). One of the problems at the grassroots level, further jeopardising the success of ward councils, is the perceived lack of public interest in being involved in local government processes (Silima, 2013).

Low education level among the local communities is cited as one of the challenges faced by ward committees (Ntlemeza (2008). The author further adds that for the local community to participate effectively in local municipalities' affairs, ward committees should be equipped with the knowledge to make a meaningful contribution. There is a low education level in most rural communities. As a result, local people cannot understand the development initiatives and empower each other (Sekgala, 2016). The ward councillors chair the ward committees; at some point, the ward councillors may want to score political points rather than serve the community's interest. Ntlemeza (2008) argues that participation is hindered by

power struggles between the community members and the political leaders who should control ward committees and participation, including the significant agendas. Sibiya (2011) raised a concern about ward committees being dominated by members who are politically affiliated. This has resulted in the ward committees being sub-structures of the political parties and do not represent the community's interest. Sibiya (2011) further notes that, as it is used to represent the needs of ward councilors, the ward committee structure is inconsistent with the goal of democratic values. In addition, the bias of the ward committee scheme causes uncertainty between involvement and the feedback process (Sibiya, 2011).

The second challenge facing the structure of the Ward Committee is to restrict its powers. The Municipal Structures Act (1998), which regulates the powers of the committees as a mechanism that only offers guidance to councilors and receives community input, introduces this restriction. The ward committees face members of the committee who have a poor standard of education and qualifications.Sikhakhane and Reddy (2009) argued that despite the efforts being made, in many municipalities that are not aware of human rights because there is a lack of citizen involvement in local government affairs, there are significant issues that need to be addressed regarding the problem of local communities. The members of the local communities are not educated on why, where, and how they can participate. While the ward committees are democratic and consultative mechanisms that can play a major role in facilitating growth, Muronda (2017) concludes. Committees do not receive necessary information, capacity building and advice necessary to work properly. Saito (2008) maintains that, in terms of improving participatory democracy at the local level, ward committees have not fulfilled their developmental mandate.

2.31 The institutional role of ward committees at Ubuhlebezwe Local Municipality.

The participation of the government of local communities is gaining global importance, hence the need for legislation on the management and administration of systems to strengthen such processes (Masuku and Jili, 2019). The ward committee structure in the Ubuhlebezwe Local Municipality efficiently utilizes the executive mayor's office and the speaker's office for institutional support in order to achieve its goals and objectives (ULM IDP Review, 2016). The Speaker's Office was named by the Ubuhlebezwe Local Municipality Council to create ward committees. It provides the local communities of the municipal jurisdiction with a representative and accountable government (ULM IDP, 2012). Ward committees play a crucial role in fostering community engagement in Ubuhlebezwe Local Municipality to

ensure that community interests and needs are taken into account in municipal planning (Tenza, 2017).

Ubuhlebezwe Local Municipality is committed to a process of engagement that encourages, not token consultation or manipulation (ULM IDP, 2018). In compliance with section 73 of the Local Government: Municipal Structures Act 117 of 1998, the Municipality created Ward Committees as decided by the Municipal Demarcation Board (ULM IDP, 2012). The ward committees within the Ubuhlebezwe Local Municipality's municipal area of jurisdiction act as the formal mechanisms of public engagement that advocate the interests of the community. It encourages community participation despite the political representation of the electoral composition and structure of the ward (ULM IDP, 2018). The 1998 Municipality Structures Act mandates the establishment of ward committees by local municipalities to increase community involvement in the process of municipal development. The Act promotes a new culture of governance for local communities that fosters democratic democracy through public participation. The Council of Ubuhlebezwe Local Municipality has established wad committees in each of its twelve wards to advance community engagement and maximize the social development and economic development of communities in compliance with this legislative requirement (Sibiya, 2011).

The primary role of ward committees in Ubuhlebezwe Local Municipality could be seen as that of promoting interaction between communities and municipalities by encouraging community engagement (ULM IDP, 2019/20: 15). It has been noted in the Ubuhlebezwe Local Municipality that ward committees can educate local people, encourage community engagement and local democracy, act as agents of change and transformation, and serve as watchdogs of the municipal council and municipal administration (Tenza, 2017). The Local Municipality of Ubuhlebezwe has adopted the following strategies in line with the 2002 Institute for Democracy in South Africa (IDASA) regarding the role of ward committees in fostering community participation:

2.31.1 Public Meetings

Public meetings are open and flexible platforms to share information and discuss issues. Public meetings are the most used platform for community participation (Muronda, 2017). The public meetings are the most common platform used for community participation. The municipality officials and representatives convene a public meeting where all relevant stakeholders are invited to discuss the critical issues affecting the municipal ward. According

49

to Williams (2005), a community outreach program is the most crucial community participation mechanism. The elected representatives convene meetings in each municipal ward to listen to the people's point of view, concerns and develop responses (Masuku and Jili, 2019). This form of participation allows the community members to express their views on a particular matter or ask questions on any matters brought to their attention. The Ubuhlebezwe Local Municipality Integrated Development (IDP) (2019-2020) highlights ward committees' role within its IDP. The municipality convenes the IDP Representative forum to invite all the local stakeholders such as local citizens, community organisations, local businesses, and ward committees. However, the ward committees have no power to influence the municipal Council's decision; they only exist as advisory bodies.

2.31.2 Imbizo

Imbizo is a traditional community gathering called by a chief, with the primary purpose of attending to the local issues that affect the local community (Mudzanani, 2016). In 2000, the democratic government decided to adopt imbizo as the communication and governance model to promote local democracy and community participation, especially for marginalized communities (Mudzanani, 2016). Imbizo is used to engage with the local communities to resolve the local issues through direct and honest engagement between the community and leadership (Mudzanani, 2016). Imbizo is also used as a mechanism for advancing participatory democracy (Mudzanani, 2016). Through imbizos, the local communities engage directly with their representatives. Imbizos provides opportunities for local citizens to hear directly from the government about the programs that have been successfully implemented to change the local community's living conditions (Mudzanani, 2016). It also helps build a partnership for development and growth between the local citizens and the government (Mudzanani, 2016). Izimbizo are consultative meetings held by the mayor in all 14 wards of the Ubuhlebezwe Local Municipality.

2.31.3 Ward Meetings

Ward councillors are expected to convene public meetings where the community is briefed about the ward and municipal plans and services, including issues relating to IDP, the municipal budget, municipal performance issues, and to report back on municipal policies and projects (Smith, 2007). However, there is no tangible information on the extent to which these meetings are being convened and how effective they are (Smith, 2007). Meetings are scheduled in each of the fourteen (14) wards to ascertain the community's needs in

Ubuhlebezwe. The centralised ward committee meetings are convened at a central venue where ward committees represent all wards.

2.31.4 IDP Representative forums

Jakatyana (2010) notes that the development of the IDP Representative Forums was for general public involvement. A central structure, method, and procedure for community involvement in municipal government is the IDP Representative Forum (Mtshali, 2016). The intention of the IDP Representative Forum was to promote community engagement and the participation of other stakeholders. Members of the Executive Committee of the Council, the IDP Steering Committee, business departments, the private sector, traditional leaders, and representatives of the Ward Committee (Ubuhlebezwe Municipality Review-2015/2016) are included in the Ubuhlebezwe Local Municipality Forum. The logic behind the IDP Representative Forum is to provide an opportunity for stakeholders to represent the interests of their constituencies, provide a dialogue, consultation and collective decision-making structure, and ensure proper coordination between all stakeholders and the municipality. A forum for interaction and discussion, the IDP Representative Forum brings together various stakeholders from different contexts (DPLG 2001/2002). The DPLG (2001) recommends that the Ward Committee participate in the IDP Representative Forum with regard to the involvement of ward committees in the IDP process. Ward committees are required to play an important role in ensuring involvement in the IDP process (SALGA and GTZ, 2006).

2.32 Ward Committee as a vehicle for Service Delivery

Ward committees are formed in terms of municipal frameworks as a catalyst for service delivery in the local government sphere (Act 117 of 1998). Ward committees are understood as the legal entity established to improve service delivery, linking municipalities to communities (Nyangula, 2006). The ward committees' main tasks are communicating and consulting with the communities regarding development and service plans (Nyangula, 2006). Communities through ward committees should ensure that local government, based on its statutory mandate, is structured, among other things, to enhance service delivery and optimize growth at the local level as the mechanism for monitoring the performance of municipalities. The key to effective service delivery is the active involvement of citizens in ward committees (Jakatyana, 2010).

The democratically elected government of South Africa faces a major challenge in providing citizens with services (Muriu, 2014). Ward committees are established as a catalyst for

service delivery at a local government in the Municipal Structures Act (1998). The ward committees were established to improve service delivery and further bridge the respective communities and the municipal structures (Tenza, 2017). The ward committees play a significant role in ensuring that a municipal council is better positioned to help facilitate improved service delivery. Napier (2008) argues that in solving the dilemma in municipalities' delivery service, the ward committee structures should increase the local communities' involvement in the local government decision-making process. Ward committees are an efficient communication mechanism by which members of the community notify municipal councils of their wishes, desires and issues (Qwabe and Mdaka, 2011).

2.33 Conceptualization of Service delivery

Mosotho (2013) points out that the concept 'service delivery' has been used several times in different contexts to describe the relationship between government and citizens in providing services to citizens. Service delivery can be described in the sense of local government as the provision of municipal goods, benefits, activities and satisfactions that are deemed public to improve the quality of life at the local level. Akinboade (2013) define service delivery as the provision of facilities that will meet the local citizens' needs. Authors further argue that service delivery comes as a form of tangible goods and intangible services. Akinboade (2013) states that service delivery can be provided by government institutions, organizations, the private sector, a non-profit organization, and individuals. Mfene (2009) refers to service delivery as an encompassing activity to change the living conditions for the local people. Bizana (2013) noted that service delivery refers to the public and private provision of municipal services to the communities and businesses, whether directly or indirectly. On the other hand, Modumo (2011) reminds us that the provision of services is not limited to the municipality and can also include other spheres of government due to delegation.

The Parliamentary Monitoring Group (2010) further defines service delivery as an outcome, of which the scale and quality depend on factors such as clear and realistic policies, appropriate allocation of powers, functions and financial resources; performance and accountability of the local government to put in place policies, coordination between structures of government, public participation, and involvement as well as the level of self-reliance of communities. Moosa in Bizan (2013) stipulates that service delivery or poor service delivery is experienced mostly at the local municipalities because local government is at the grassroots level and is more accessible to the local people. In local municipalities, the

municipalities have the constitutional obligation to deliver essential services to the local communities (Jarvis, 2016). This is the main objective of municipalities, as highlighted in section 152 and chapter two of the 1996 constitution. To ensure that the Council provides service delivery that meets the community's demands, community participation is paramount (Mfene, 2009).

According to Mkhwanazi (2013), service delivery can be defined as providing services and goods by the government or representative to the local community that was promised to or which is expected by the local citizens. Furthermore, Majola (2014), define service delivery as the needs of the local citizens, what the members of the community request from the government institutions, or the services that the government undertakes to provide to the community in terms of their priorities. Service delivery is further defined as the commitment to attend to the local community's needs so that they can begin to live a better life (Majekodummi, 2012).

The Republic of Africa (Act 108 0f 1996) emphasizes the importance of providing better services to the citizens. The South African local government has a constitutional mandate to deliver services to the communities (Mdlalose, 2016). The South African constitution (1996), section 152, and chapter two call for the local municipalities to provide services to the local citizens. The government provides many services to local citizens (Ndevu and Muller, 2017). Some of this includes providing utilities such as housing, electricity, sanitation, economic development projects, and law enforcement (Mohale, 2015). Local municipalities have been identified as the weakest sphere of government than national and provincial governments when it comes to providing services to local communities (Jikela, 2014). The concept of service delivery is better understood when associated with public institutions and how these institutions are managed and governed (Mphako, 2013).

2.34 The relationship between ward committees and service delivery.

According to Mhari (2014), the ward committees play a significant role in local government. Ward committees work with the political structures and councillors to ensure that the municipalities attend to the community's needs and deliver the community's services. Ward committees are established as the catalyst for service delivery at the local government sphere of government, as stated in the Municipal Structures Act 117 of 1998. Community participation and service delivery are interlinked concepts often used in public service in South Africa (Mosotho, 2013). The relationship between community participation and service

53

delivery can be traced back to the provision of section 152 of the constitution of the Republic of South Africa of 1996, the Municipal Systems Act 32 of 2000, Municipal Structures Act 117 of 1998, and the Local Government White Paper of 1998. Ward committees are instruments that the government uses to reach the grassroots and bring development and service delivery within communities (Mtshali, 2016). Participation in the IDP process is the primary tool for ensuring local communities' input about service delivery in municipalities. Motosse (2013) argues that the participation of local communities in the IDP process is important to ensure that local government is accountable. The service delivered to local communities is in response to the community's expressed needs. Mkhwanazi (2013) points out that the constitutional democratic South African government faces a significant challenge of ensuring that municipalities provide effective service delivery to the local people. Without a doubt, community participation is an effective method to reach the communities' needs and expectations (Mdlalose, 2016).

Chapter 4 of the Local Government: Municipal Systems Act, 32 of 2000 advocate for community participation development through community-based structures. Community-based structures serve as a legitimate right of all citizens, particularly those previously marginalized (Sithole and Mathonsi, 2015). Understanding community participation in local municipalities' service delivery processes as constitutional rights has implications for local communities' participation (Mathonsi, 2015). The constitution of the Republic of South Africa of 1996 guarantees public participation by providing that every South African has the right to participate in the affairs of government and to influence government policies. Pretorius and Schurink (2007) believe that access to effective service delivery should not be a privilege for a few individuals. Napier (2008) states that, in solving the challenge of service delivery in municipalities, the ward committees' structure should have the intention to promote community participation in decision-making processes in the local government sphere.

To strengthen local democracy, the South African Government established the ward committees in 2000 to improve service delivery by bridging the gap between the communities and municipalities (Smith, 2008). The motive behind the decentralization of local government is to improve public service delivery and bring closer the service delivery to the local communities and ensure citizen participation and democratic control in political decision-making (Jikela, 2014). Furthermore, Napier (2008) states that, in addressing service

delivery in municipalities, the ward committees' structures should increase community participation in the making of decisions in the local government spheres. Mkhwanazi (2013) noted that the ward committee is a representative and consultative structure that plays a significant role in improving service delivery. It measures the efficiency and effectiveness of municipal service delivery. According to Thornhill and Dlamini (2012), ward committees promote inclusive and participatory governance, whereby ward councillors monitor vital delivery on behalf of the local communities. The ward councillor is responsible for ensuring that service delivery concerns related to their wards are being attended to by the municipality (Thornhill and Dlamini, 2014).

The ward committees are necessary mechanisms for promoting community participation and service delivery, yet there are still social and developmental challenges in local municipalities (Mbele, 2017). However, the ward committee should not be seen as the answer to all participation and communication problems. Mtshali (2016) mentions that the ward committees are in place to facilitate and promote community participation, not to become the only communication mechanism and involve the local community. Section 152 of the constitution of the Republic of South Africa (1996) realized the necessity for community participation, which emphasizes governance and service delivery. It is a constitutional mandate for local governments to consult local communities when making decisions that will affect the local communities' lives (Mtshali,2016). The Municipal Structures Act 117 of 1998 calls for local municipalities to improve community participation mechanisms in the local government. The local government's policies and legislative framework stress governance issues and the importance of the municipal developmental mandate to deliver services and involvement of the local people in the decision that affects their lives (Muronda, 2017).

2.35 Community participation in service delivery

Several literatures provide insightful information about the relationship between community participation and service delivery (Fortuin, 2010). Community participation in local government affairs is not a new phenomenon. Throughout the world, the citizens have actively participated in the deliberation of local issues decision making within their communities (Draai and Taylor, 2009). The literature has shown that community participation plays a significant role as a vehicle to ensure service delivery and essential in ensuring sustainable democracy and promoting good governance and administration (Mphako, 2012). Public participation is an instrument for better targeted and more efficient

service delivery (Smith, 2007). Community participation in local government is vital for service delivery (Jarvis, 2016). Although community participation is considered a critical element in service delivery, there are incidences where municipalities ignore the potential of such community participation (Jikeka, 2014). The government in the local spheres is increasingly perusing participatory to improve governance and service delivery. Community participation in governance and public service delivery is increasingly pursued to improve the government's performance (Akinboade *et al*., 2013). As a means to effective decentralization, community participation improves service delivery by affecting its key determinants, including allocative, efficiency, accountability, and reducing corruption and equality (Akinboade *et al*., 2013).

Community participation in the Integrated Development Planning (IDP) process is an essential tool for ensuring the local communities' interests in delivering services in Ubuhlebezwe Local Municipality (ULM IDP Review, 2016). The local communities' participation in the IDP process is crucial to ensure that the local government is accountable. The services delivered to the local communities respond to the community's expressed needs (Majola, 2014). As highlighted in the 2004 World Development Report, making services work for marginalized people, it is possible to assess and approach service delivery through an accountability model for service delivery that includes all stakeholders. Service delivery becomes a failure when there is no reasonable relationship between stakeholders' groups (Bizana, 2013). For instance, service delivery failure may occur when local communities are unable to influence public action.

Community participation is a crucial tool to enhance service delivery (Moseti, 2010). Effective community participation in service delivery provides both opportunities and incentives for local municipality officials to respond to community needs (Molepo *et al*., 2015). Thus, community participation will lead to a situation where the local municipalities receive a worthwhile contribution from the communities, which will help determine the quality and quantity of public service delivery (Madzivhandila and Asha, 2012). Community participation can enhance ownership by the local community of the various service delivery projects that the government implemented (Mubangizi and Dassah, 2014). Community participation in service delivery creates more bottom-up accountability, reducing the accountability gap between the local citizens and policymakers (Mdlalose, 2016).

Community participation is a tool for strengthening the service delivery process (Mubangizi *et al*., 2014). As a process, community participation cannot resolve service delivery over the night, but if deployed effectively, it can help the representatives improve the quality and accessibility of services (Khawula, 2016). Community participation can help the representative deal with service delivery's complexity (Mubangizi *et al*., 2014). Local citizens may have better ideas than government officials about the kinds of services they need to help the representatives better understand what is needed with the community (Fortuin, 2010). Government officials may use community participation to elicit specific local knowledge to help them deliver service to the community's specific needs (Muriu, 2014). Community participation can also be a source of ideas and inspiration for effective service delivery (Fortuin, 2010). Community participation can provide a platform for inclusive deliberation, consensus, and collective wisdom, leading to better decision making (Draai and Taylor, 2009). The promotion of community participation will intensify the developmental local government in which all the people, especially those from the poor and marginalized communities, are met by capable local government (Koma, 2012). As Muriu (2010) mentions, effective community participation in service delivery can change the power relations between the marginalized and external actors (municipality, non-governmental organizations, and donors).

2.36 Challenges of community participation and service delivery in local governments.

Policies and legislation are in place to encourage and promote community participation. Municipalities established community participation structures to allow communities to participate effectively in local government affairs (Masango, 2009). However, some communities show no interest in participating in local government matters for different reasons (Masango, 2009). There are challenges for community participation, and some of the challenges have been identified with the mechanisms for this participation whereby participation is viewed as an event instead of a continuous process that include all affected stakeholders, more, in particular, the marginalized section of the society in local municipalities (Lesia, 2011). To understand all stakeholders' potential in service delivery, it is crucial to understand that all stakeholders have various roles to play.

The Department of Provincial and Local Government (2007) argues that participation mechanisms, such as Community Development Workers (CDWs) and izimbizo, show a lack of procedural clarity and conflict between role players. Thornhill and Madumo (2011)

pointed out that the socio-economic and political situation within the local government functions in South Africa clarifies that there is a need to educate the local people regarding when, how, and why they should participate in the local government decision-making process. The failure to educate local people about the importance of public participation may result in poor community participation, which may negatively impact the local government decision-making processes (Sibiya, 2011). The ineffectiveness of participatory structure within municipalities may negatively impact the democratic character of the local government in South Africa (Sibiya, 2011). In 2010, there has been an increase in service delivery protests in different municipalities, and a number of these protests point to a lack of communication and community participation in service delivery (Mphako, 2013).

2.37 The Role of Local Government in service delivery

In the international community, local governments face challenges in meeting their mandate of providing service delivery expected by their constituencies (Akinboade *et al*., 2013). In South Africa, the national, provincial, and local governments work together by the principle of intergovernmental relations to execute their powers, mandates, and functions (Bizana, 2013). The South African local government sphere plays a vital role in improving the local communities' livelihood (Majekodummi, 2012). In South Africa, the local government is responsible for providing public services, including access to potable water, security, and infrastructure improvement (Modumo, 2011). The local government is essentially created as a viable political and administrative organ to transform all communities and deliver essential services to the people (Macwele, 2014). The author further argues that the local government plays a significant role in enabling development in the local sphere. As Mohale (2015) points out, the local government is responsible for creating a conducive environment for the local community through efficient and effective service delivery. Local government is the sphere of government closest to the local citizens, and it has a crucial role in providing essential services to the local community (Koma, 2012).

According to Tshiyoyo and Komo (2011), the local government is expected to play a significant role in providing service delivery to improve the local people's living standards. Van der Waldt (2006) highlighted that local government is the core of service delivery. This sentiment is also shared by Thornhill (2008), who states that the local government is the bridge between the local community and municipalities. Mohale (2015) defines the local government as the grassroots government because this is the government closest to the local

58

people. The democratic dispensation in South Africa has brought about change at the local governments with a new service delivery model (Modumo, 2012). Section 152 of South Africa's constitution (1996) states that the local government is the primary service delivery engine. The local government is mandated to ensure that it provides service delivery in the communities sustainably, promoting social and economic development, and promoting a safe and healthy environment (Constitution, 1996). The local government's primary role is to promote a better life for the local community through effective and accountable representation and efficient performance of functions and service delivery (Majekodummi, 2012).

Majekodummi (2012) observes that poor service delivery and governance remain the major challenge in most South African municipalities. The Local government is the closest sphere of government to the people in South Africa, yet the local people do not recognize the importance of its existence (Modumo, 2012). The failure of local government to provide service delivery has made the local people lose trust in government as an institution (Bizana, 2013). South Africa's constitution assigns service delivery to the three spheres of government and local government as the most important sphere of government to provide services such as water, electricity, and waste disposal services (Akinboade *et al*. 2013).

2.38 **The status of service delivery in Ubuhlebezwe Local Municipality.**

Service delivery has received enormous attention from both the local citizens and the government of South Africa. The increased attention results from a higher level of service delivery protests across the country in local municipalities (Draft Annual Report, 2017). The Ubuhlebezwe Local Municipality has never experienced service delivery protests on services under its mandate (Draft Annual Report, 2017). However, some areas still challenge some areas not having services such as water and electricity (Draft Annual Report, 2017). Ubuhlebezwe Municipality, although striving for excellence, still has some challenges in terms of service delivery. However, the municipality is working very hard to address them (ULM IDP, 2017). Ubuhlebezwe Local Municipality is currently facing financial constraints since it has a low revenue base and is highly dependent on grant funding (ULM IDP, 2017). The municipality has the challenge of retaining skills due to the low salaries (Draft Annual Report, 2017). The municipality has difficulties attracting economic and investment opportunities to the urban area and extending it to other municipality areas to ensure economic sustainability due to aging and inadequate infrastructure (ULM IDP, 2017). The

municipality is also responsible for providing public facilities and too much vandalism (Draft Annual Report, 2017).

2.39 **Challenges that impede effective service delivery at the local government level.**

Service delivery remains a challenge in most African countries (Muriu, 2014). Poor service delivery and governance remain an overwhelming challenge in most local governments in South Africa (Jakatyana, 2010). One of the primary concerns is the higher level of corruption, institutional capacity constraints relating to appropriate skills and staff, lack of transparency, dysfunctional of ward committees, lack of accountability by councillors and municipal officials, lack of participation in issues of governance, and failure to prioritise the community needs (Jakatyana, 2010). Some countries strive to put adequate local government systems to improve service delivery (Muriu, 2014). South Africa is one of the countries that has managed to establish effective and stable systems of local government (Ndebele and Layhelani, 2017). Local government in South Africa is responsible for providing essential services to the municipalities (Muronda, 2017). Local government is faced with various challenges that lead to the failure to provide services to the community (Draai and Taylor, 2009). It is difficult to tell what challenges the municipalities face in terms of better service delivery because of different resource constraints (Bizana, 2017). The challenges are different, while some are the same for all municipalities (Masango, 2009). It is crucial to understand the present problems experienced in service delivery and the inter-linked causes of poor delivery (Bizana, 2017). Challenges of service delivery in almost all municipalities result from the lack of communication between the Council and communities (Jarvis, 2016). Hence to make the research much more accessible, the Ubuhlebezwe Local Municipality was selected as a case study. Insufficient public participation on service delivery issues is a stumbling block towards the sustainability of projects geared towards improving the lives of the communities within various municipalities. Thus, the municipalities are experiencing difficulties in their endeavour to provide quality services to the community members.

2.40 **Theoretical Framework**

Kawulich in Macwele (2014) argues that theory is used to explain and help to understand the relationship among variables, in view of how they work, and the process involves. He further states that the theory provides a sophisticated and comprehensive conceptual understanding of things. Macwele (2014) stipulates that in the research study, the theory helps the researcher to have a different perspective on the way to look at complicated problems and social issues,

focusing the researcher's attention on different aspects of the data and provide the framework within which to conduct their study.

The theoretical framework can be defined as the structure that can hold the study's theory (Macwele, 2014). The author claims that the theoretical framework aims to introduce and define the theory, explaining why the study exists. The theoretical framework can be defined as the scope of the study. Macwele (2014) believes that a theoretical framework plays a significant role in understanding what is already known about the topic and what needs to be known and discovered. This section will look at the theoretical framework of the study.

2.41 Arnstein's ladder theory of participation

Arnstein (1969) developed the Ladder of participation with eight rungs. These forms of participation are classified as the power base that lies in participation. Arnstein (2015) pointed out that there are different forms of community participation in the developmental processes. As Arstein (2019) stated, the ladder of participation is made up of eight incremental steps in terms of the contribution of community participation. Arnstein's (2015) formulated a ladder of citizen participation, which regard citizen participation as manipulation, therapy, citizen participation as information, consultation and placation, citizen participation as a partnership, delegated power, and citizen control. The ladder of citizen participation is used in this research study to understand better what participation and non-participation are regarding ward committees as vehicles for community participation and service delivery.

2.41.1 Non-participation

The first category on the ladder of citizen participation is categorized as non-participation and consists of manipulation and therapy (Arnstein, 2019). Non-participant serves as a single communication channel aimed at educating the participants (Arnstein, 2015). Non-participation occurs as the opposite of participation, where the citizens are not granted the privilege to express their views and ideas on issues that affect their wellbeing (Theyyan, 2018).

2.41.2 Manipulation

According to Arnstein (2015), manipulation is the main feature of non-participation, where the majority of political leaders intend to educate, persuade, and advise the local people. This participation level is where the top-down approach prevails. Only a few minority elites make

61

decisions on behalf of the majority without considering the majority's views and inputs (Theyyan, 2018). When the community members are manipulated, the municipal officials pretend to have consulted the community to legitimize a process without proper consultation (Mdlalose, 2016).

2.41.2 Therapy

In the therapy, the stage is where people participate by being told what has been decided (Connor,2015). The municipality may not decide what will affect the community by consulting them, and the community gets informed about what will happen in their community.

2.41.4 Tokenism

Tokenism is the second category of the ladder of citizen participation and which consists of informing, consultation, and placation (Arnstein, 2015). Tokenism is a category where institutions, such as the municipality, could create a platform for engagement with the local people. Still, officials intend to dominate the agenda of such engagement and acknowledge the participants' patronage (Connor, 2015). According to Theyyan (2018), tokenism is the stage where the citizens can participate to the extent to express their views, but their views do not matter. In this stage, the power holder informs the public and acknowledge their support. According to Arnstein (2019), the citizen does not have enough power to ensure that decision-makers consider their views.

2.41.5 Informing

This stage emphasizes informing the citizens of their rights, responsibility, and options. It can be an essential step toward legitimizing citizen participation (Connor, 2015). However, this form of informing takes the top-down approach because the information comes from the head. The officials down to the citizens, with no proper channel of giving feedback, and there is space for negotiation (Connor, 2015). The author states that people participate and get information in the last stage of the planning process. People are deprived of the opportunity to influence the program designed to benefit them. Mdlalose (2016) argues that the local government has the mandate to provide information to the community, and such information is provided through ward committees, izimbizo meetings, and municipal stakeholder meetings.

2.41.6 Consultation

This form of participation is based on inviting citizens' opinions. Connor (2015) argues that it could be the right direction for their full participation. However, suppose the consulting is not going hand to hand with other forms of participation. In that case, this stage of participation gives no guarantees that the citizen's concerns and ideas will be taken into consideration (Theyyan, 2018). The most frequently used method of consulting people are public hearings, community meetings. More often, officials use public hearings and meetings to restrict people's ideas and active participation, especially in an event (Muronda, 2017). In this context, people are treated as numbers, and participation is measured by the number of people who attended the meeting and signed the register (Theyyan, 2018), but what is crucial for the representative is that they have gone through the process of involving the people. Mdlalose (2016: 49) advocates for the community to be informed about the municipality's budget and should be consulted on implementing their ideas through the IDP implementation process. Mdlalose further argues that Batho Pele principles emphasize public consultation as a crucial step for the IDP planning process to ensure that the municipality development plans are people-centred. However, the ward committees have no legislative or executive powers to decide upon the issues they raise (Mdlalose, 2016).

2.41.7 Placation

Placation is where the people begin to have some degree of influence; however, tokenism is still apparent (Arnstein, 2015). At this level, citizens can give advice or recommendations; but the authorities still have the powers to make the final decision. Madumo (2011) mentioned that the placation process better describes the intention of the legislation on the establishment of ward committees system, with the Section 74 of the Municipal Structural Act (1998) highlighted that the ward committees are the advisory structure to the municipal council on the issues that affect the respective wards. However, the ward committees have no legislative power to decide on such matters (Madumo, 2011). Through placation, some municipal councils, in line with section 73 of the Municipal Structural Act (1998), established the ward committees, but not for promoting community participation and service delivery (Mdlalose, 2016). Through the placation process, some ward councillors can protect themselves by establishing ward committees only to fulfill the constitutional mandate and section 73 of the Municipal Structures Act (1998) and not for the promotion of public participation (Mdlalose, 2016).

2.41.8 Citizen power

Citizen power is mostly people-centred, where the local communities regulate the processes of community participation. Creighton in Madumo (2011) notes that participation is the most critical feature of representative democracy. The local citizens elect their representatives and hold them accountable for the decisions they take on their behalf. This implies that the decisions made by the representatives should reflect the views of the constituency they represent. Citizen power is at the upper level of the ladder of citizen participation (Mdlalose, 2016). At this stage is where there are increasing degrees of decision making (Arnstein, 2015). This is where meaningful participation takes place. According to Arnstein (2011), citizen power is a form of participation where both citizens and power holders work as a collective to find solutions to a particular problem. In this level, their distribution of power, through the process of engagement, attempts to make collective decisions about the issues that affect them (Mdlalose, 2016).

2.41.9 Partnership

At this stage of the ladder of participation, the power is redistributed through negotiation between the citizens and authorities (Arnstein, 2015). Decision-makers provide the platform to involve citizens in planning and decision-making processes through planning committees and policy boards (Connor, 2015). Connor also believes that the partnership can work most effectively when there is an organized power base within the community, where the representative accounts. Mdlalose (2016) mentioned that municipal councils collaborate with communities through the IDP process to promote governance. The municipal councils approve programs and projects adopted during the community meetings process (Mdlalose, 2016). The Municipal Systems Act (1998) stipulates that the Municipal Council meetings are open to the public.

2.41.10 Delegated Power

In this stage of participation, the government is responsible for the decision-making process, but the community members are given some power to make decisions (Mdlalose, 2016). In the case of a local government institution, the Municipal Systems Act and the Municipal Structures Act give the Municipal Council power to decide how municipal operations should be undertaken. With the Municipal council's power, it can delegate specific power to ward committees and other structures, especially on public participation or related issues. This will help to bridge the gap between the municipality and the people it serves.

2.41.11 Citizen control

In this form of participation, people participate by taking initiatives independently of the external institutions for resources and technical advice they need. Still, local people have the power to determine how resources should be distributed (Connor, 2015).

2.42 Significance of Arnstein's ladder of participation to Community participation and service delivery.

The researcher is applying Arnstein's ladder theory of participation to understand community participation in local decision making. Sherry Arnstein, toward the end of the nineteenth century, came up with a public participation theory. The particular importance of Arnstein's work comes from acknowledging that there are different spheres of participation, from manipulation of therapy of citizens, through consultation, and to what is now viewed as genuine participation, i.e., the spheres of partnership and citizen control. Arnstein's framework emphasizes community involvement in government affairs. It is a process that allows the public to control or have power in governance by involving them in decision-making and responding to their community needs. Arnstein's ladder theory of participation has different stages of citizen participation. Each of the stages represents an extensive category, which there are likely to be a wide range of experiences. Arnstein's ladder of citizen participation also implies that more control is always better than less control. However, increased control may not always be desired by the community, and this increased control, without the necessary support, may fail. Therefore, this study will assess if Ubuhlebezwe Local Municipality practices the steps stipulated by Arnsten's theory regarding involving the community.

2.43 Criticisms of Arnstein's ladder of citizen participation

Several scholars highlighted various limitations for Arnstein's ladder of participation. There has been the assumption that participation is hierarchal, and citizen control is the primary goal. Arnstein's ladder of participation has been criticized for being insufficient to describe participation as a linear progression ranging from the non-participants to citizen control (Theyyan, 2018).

2.44 Conceptual Framework

The conceptual framework can be better defined as the structure in which the researcher explains how the natural progression of a phenomenon can be studied (Adom, Hussein, and Joe in Rogerson and Rogerson, 2010). The conceptual framework helps the researcher to explain how the research problem would be studied, describing the relationship between the

fundamental concepts of the study and drawing up the picture of how ideas in the study relate to one another (Adom, Hussein, and Joe in Rogerson and Rogerson, 2010). They further argue that the conceptual framework is essential for the researcher to easily specify and define the most significant concepts within the study's problem. This study's conceptual framework will look at the relevant concepts to assess ward committees' effectiveness as mechanisms to advance community participation in service delivery. This research study utilized a ladder of citizen participation as a conceptual framework to understand the ward committees as mechanisms to advance community participation in service delivery. The conceptualization of community participation channels the discussions around the literature on participation if there is a connection between public participation as a theory in relation to the case study on public participation on integrated development planning (IDP) and service delivery in Ubuhlebezwe Local Municipality.

2.45 Background and concept of public participation

Public participation has been defined in various ways by different people. Public participation is defined as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making processes (Jakatyana, 2010). It is further defined as a democratic process of engaging people, deciding, planning, and playing an active role in the development and operation of services that affect their lives. IAP2 (2002) defines public participation as the process by which an organization consults with interested or affected individuals, organizations, and government entities before making a decision.

2.46 Public participation as the cornerstone of democracy

Public participation plays a significant role in deepening democracy and promoting good governance. Community involvement in governance processes ensures that their experiential and grounded perspectives inform the government on their needs and how their interests can be best attended to. Davids (2005) defines public participation as an inclusive process aimed at deepening democracy through participatory mechanisms. The White Paper on Local Government (1998: 62) stipulates that the promotion of local democracy should be seen as a paramount role for any municipal government. Public participation is considered as one of the milestones of democratic governments. According to Hilmer (2010), participatory democracy ensures direct citizen participation in local government. To promote participatory democracy, ward committees were introduced to link local communities and local

government. Section 72 of the Local Government: Municipal Structures Act, 117 of 1998 states that a ward committee's objective is to enhance participatory democracy in local government. As a result, ward committees play an important role in promoting participatory democracy in South Africa (Muronda, 2017). This is because participatory democracy provides mechanisms for involving people in the governing processes (Muronda, 2017). With service delivery protests, participants always highlight that they take to the street because there is no other way to make their grievances known to the government (Muronda, 2017).

2.47 **Participatory governance and public participation**

The concept of public participation embraces the notion of participatory governance, which refers to citizens engaging with the state on all aspects of society to improve, create, and sustain a healthy and functional society. Public participation enables local communities to be informed and involved in matters affecting their lives and communities. This leads to trust between government and citizens through greater transparency and accountability about what should be done. Participatory governance mechanisms must be meaningful opportunities for communities to engage their governments and influence decision-making processes. The participatory governance institutions are located in the local government rather than in the provincial or national government sphere (Piper and von Lieres, 2016). The local government was regarded as less important than other spheres of government. The Local Government: Municipal Systems Act 2000 stipulates a need to develop a municipal governance culture that complements formal representative government with a system of participatory governance. According to Barichievy *et al*. (2005), participatory governance amounts to three things; the definition of residents as one of three components parts of the municipality, the establishment of ward committees of around ten members to assist the ward councilor in engaging the local community in the ward, and the requirements for public consultation around key decision-making processes including budget and development planning.

In many local municipalities, participatory governance mechanisms have been manipulated by governments to legitimize unpopular policies through co-option (Fortune, 2010). Participatory governance mechanisms that have no meaningful impact on policy choices and with a clear channel of engagement may bring about difficulties and negatively affect the role of public participation in policy processes (Jikela, 2014). It may also result in local people losing confidence in their representatives. The research into the implementation of participatory governance in the sphere of local government in South Africa over the past few

years reveals an ineffective democratic system (Piper and von Lieres, 2016). This is supported by the research on ward committees and public engagement around the core municipal processes (Piper and von Lieres, 2016).

2.48 Conceptualizing public participation for good governance

The idea of good governance has received increasing attention from policymakers, researchers, and international development institutions (Waheduzzaman, 2007). Public participation is the central element of good governance; thus, public participation levels are linked to the level of governance (Waheduzzaman, 2007). Good governance is governance that seeks to promote the common good of its people. The people's common good includes maintaining peace and security in society, providing public resources and services, and protecting the people's property (Mundle *et al*., 2012: 41). Public participation is one of the characteristics of good governance. Public participation also helps realize its other characteristics: accountability, transparency, and consensus-oriented governance (Mundle *et al*., 2012, 10). Mtshali (2016) argues that good governance is a process by which public institutions conduct public affairs, manage public resources, and guarantee the realization of human rights. Good governance emphasis the principles of accountability, responsiveness, transparency, the rule of law, participation, and enjoyment of human rights. Public participation is perceived as a key cornerstone of good governance (Mtshali, 2016).

2.49 Conclusion

The chapter has focused on the relevant literature relating to ward committees as mechanisms for promoting community participation and service delivery at the local government level. A review of the literature above reveals that the ward committees are the catalyst for service delivery in local government. They are also critical for the involvement of local people in policy and decision making in municipalities. Arnstein's ladder of participation was used as the theoretical framework that linked with the research topic. The next chapter discusses the research methodology used in this study, the research design used to respond to the research problem statement, and the research objectives.

<div style="text-align: center">

Chapter Three

Research design and Methodology

</div>

3.1 Introduction

The previous chapter of this study covered the literature review (on the ward committees as mechanisms for promoting community participation and service delivery), and the theoretical and conceptual frameworks used to direct the research project. This current chapter provides the research process followed in conducting the study to answer the research questions and address the main aim and research objectives. The research methodology gives direction on how the research should be undertaken. In this chapter, the research approach is outlined. This chapter also looks at the research design, research methodology, data collection sampling method, data analysis, credibility and validity of the study, limitations of the study, and ethical considerations.

3. 2 Research methodology

The research methodology refers to the research design, methods, approaches, and procedures used in collecting information to find out about something (Greef, 2005). Research methodology is the scientific method applied in the study (Babbie *et al*., 2003 in Ncube (2013) According to Benedict in Inolia (2016), the research methodology is the overall approach to the research process, from the theoretical underpinning to collecting and analyzing the data. Thus, the methodology is concerned with why specific data was collected, where data was gathered, how it was collected, and how it will be analyzed. Different methods can be utilized in the process of collecting data. The research methodology that has been utilized in this research study is the qualitative research method. Since the research study aimed to assess ward committees' effectiveness as a mechanism for promoting community participation and service delivery, the qualitative research approach is appropriate.

3.3 Qualitative research method

The qualitative research involves analyzing, interpreting texts, and interviews to discover meaningful patterns of a detailed description of a particular phenomenon (Yin, 2011). Qualitative research is the methodology based on how individuals interpret and make sense of their experiences and the world in which they live (Thomas and Magilvy, 2011). For this study, this research study is grounded on the qualitative research method because the researcher wants to assess the behavior, perspectives, feelings, and experiences of the ward

committee members, ward councillors, municipality officials, in relation to community participation.

The qualitative approach is a descriptive, non-numerical data collection method (Rayner and White, 2014). According to Neuman (2013), qualitative methodology is where the researcher collects data without following statistical or quantitative means. One of the reasons for utilizing qualitative research is that this study needs to be rich in detail in order to understand ward committees' effectiveness as the mechanisms for promoting community participation and service delivery.

The qualitative study was designed to engage with the official structures such as ward committee members, ward councillors, and municipal officials about ward committees' effectiveness as the mechanisms for promoting community participation and service delivery at Ubuhlebezwe Local Municipality. The researcher interacted with the ward committee members and ward councillors from ward 13 and ward 07, the Municipal official from Ubuhlebezwe Local Municipality. This research study used the qualitative research approach to provide the contextual data that is not feasible with the quantitative approach. The advantage of using a qualitative research approach is that it enables the researcher to develop a level of detail in the data from the participants and to more active in the research (Creswell, 2012).

It is crucial to acknowledge that there are shortcomings in utilizing the qualitative research approach. One of the limitations of using the qualitative research method is that the researcher is involved in the research study and could cause bias (Du Ploy-Celliers and Bezuidenhout, 2014). Secondly, the qualitative approach's limitation is that data is subjective to the participants' perspectives (Denzin and Lincoln, 2010).

3.4 Research design

Research design is essential for every research study. Research design is the researcher's activities to collect data about phenomenon the researcher is interested in or needs to know (Seduma, 2011). Research design is about the strategy followed by every researcher to conduct research. The research design is about the data collection tools, analysis tools, and sampling methods (Nickman, 2009). According to Creswell (2014), a research design is used to structure the research, to point out all steps that will be followed to answer research questions and meet research objectives. Research design provides the researcher with a clear

research framework, and it guides the methods, decisions, and how the information should be interpreted. Seduma (2011) defines research design as the overall plan that is put in place to conduct a research study. Babbie and Mouton (2008) suggest that research design is a plan or blueprint for conducting the research project.

Babbie and Mouton in Seduma (2011) define research design as the framework and guideline of how a particular research plans to execute the research process. Babbie and Mouton in Inolia (2016) defined research design as the strategy of how one intended to conduct the research. Cooper and Schinder in Inolia (2016) support this statement by saying research design is the plan for fulfilling research objectives and answering research questions about the problem and phenomena being investigated. The research design helped the researcher assess ward committees' effectiveness as the mechanisms for promoting community participation and service delivery in Ubuhlebezwe Local Municipality. The research design for this research study is qualitative case study (Creswell, 2014).

3.5 Research paradigm

The research paradigm plays a significant role in the research study. Different scholars have provided different perspectives on the term research paradigm. The research paradigm consists of three elements: the belief about the nature of knowledge, the methodology, and the criteria for validity (Nguyena and Tran, 2015). Babie *et al*. (2001) provide a different understanding of the research paradigm: constructivist, positivism, and interpretative. This research study will mainly focus on the interpretative paradigm as it will be used in this research study. The researcher will then interconnect the interpretative paradigm with the qualitative research approach.

3.6 Interpretative paradigm

This research study will utilize the interpretative research paradigm. The researcher chose the interpretative paradigm based on the belief that the participants must be involved in the research process (Nguyen and Tran, 2015). The interpretative paradigm allowed the researcher to view the world through the participants' perceptions and experiences (Nguyen and Tran, 2015). The interpretative paradigm approach is more applicable to this research study because there are complex perceptions and no single reality of the individuals from the different groups about the effectiveness of ward committees as a mechanism to advance community participation in local municipalities, using Ubuhlebezwe Local Municipality as a case study.

71

According to Nguyena and Tran (2015), the interpretative paradigm's central belief is that reality is socially constructed. The interpretative paradigm is much more inclusive because it allows diverse views of different individuals from different groups (Kivunja and Kuyini, 2017). The interpretative paradigm is more applicable to this study since it will be using the qualitative research method. Kivunja and Kuyini (2017) argue that the qualitative approach is more supported by the interpretative paradigm because the interpretative paradigm believes that reality is socially constructed, complex, and changing. Morgan's (2014) interpretative research paradigm assumes that every individual has a unique experience and belief. Therefore, reality cannot be defined outside of those perceptions. In other words, truth and knowledge are interlinked and discovered through interaction with the participants while the researcher is conducting the research study (Kivunja and Kuyini, 2017). The interpretative research paradigm is in line with both the social model and social constructivism, as utilized as the theoretical framework for this research study (Neuman, 2000). The researcher used the interpretative paradigm to assess the ward committee system's effectiveness as the mechanism to promote community participation and service delivery. Andrade (2009) mentioned that the interpretative paradigm aims to find out the lived experience from the point of those who live it.

3.7 Population

A population is a number of individuals, families, groups, or associations, communities that will participate in the research study (Bless *et al*., 2013). This research study's targeted population consisted of ward committee members and Municipal officials in Ubuhlebezwe Local Municipality. The focus of the study was Ubuhlebezwe Local Municipality, which made up 15 wards, but the researcher collected data from two wards, which are ward 01 and ward 07. Each ward committee is made up of ten ward committee members and one ward councillor. The researcher also gathered the information from representatives of the Office of the Speaker, the Office of the Deputy Mayor.

3.8 Sampling methods

Sampling methods can be categorized into two, which is a probability sampling method and a non-probability method (Bless *et al*., 2013). This study required a specific sample from Ubuhlebezwe Local Municipality, ward committees, and ward councillors. This research study utilized the purposive sample method. According to Freedman *et al*. (2007), the purposive sampling method falls under the non-probability sampling method, where the

participants are selected based on their knowledge, relationships, and expertise regarding the research topic. According to De Vos (2005) in Selaelo (2012), the purposive sampling method demonstrates a process of interest to a particular study. For the study to be successful, there is a need to find informed participants and people who will provide the study with useful information. Hence the study sampling method was purposive. This research study adopted the purposive sampling method because the researcher focused on a particular group consisting of ward committee members, ward councillors, and municipal officials. There were twenty-four participants, which include twenty ward committee members, two ward councillors, two municipality officials, which are Municipality Deputy Mayor and Municipality Speaker.

In this study, the selected participants had a better understanding of the research subject. Participants interviewed were the ward committee members and the ward councillors from ward 01 and ward 07, and the municipality officials. The purposive sampling method is employed in this study because the participants were likely to be knowledgeable and better informed about the phenomena that the researcher is investigating (Selaelo, 2012).

3.9 Data collection instruments

Data collection is the process of collecting information to address the research problem (Denscombe, 2007). Data collection techniques allow the researchers to systematically collect information about the study's objectives and about the settings in which they occur (Bertram and Christainsen, 2014). In a qualitative study, data collection tools are the process that every researcher must follow to collect data from the targeted participants through interviews and observations (Bell and Waters, 2014). This section outlines all the important sources of information that were used for this study. For this research, the primary data and secondary data were used to collect and access information for the study.

3.9.1 Primary data

According to Berg (2009), primary data is the data that is collected to address the chosen problem and apply techniques that are suitable for particular research. Primary data is the data that is collected for the first time by the researcher. Primary data sources focus on first-hand information (Silveman, 2009). Primary data focuses on research not conducted before, and it is conducted to address the specific research problem and answer specific research questions (Anney, 2014). Primary data allow the researcher to engage with the participants by observing their behaviour (Silveman, 2013). The primary data was collected using semi-

structured interview techniques. This study also used the observation method to collect data from the focus group with ward committee members, ward councillors, and municipal officials.

3.9.2 Semi-structured interviews

In the process of utilizing primary sources, data was collected through interviews. In this study, semi-structured interviews were used. Some of the questions were appropriately prepared for the researcher to guide the interview towards the satisfaction of research objectives. According to Denscombe (2007), a semi-structured interview allows for flexibility within the data collection process as the researcher can address other issues when conducting the interviews. This study adopts semi-structured interviews to allow the participants to give much knowledge without being restricted by the planned questions and mention the relevant information that might help the study's objectives.

However, semi-structured interviews have their limitations. The respondents may not have received sufficient information to answer the question. But the researcher ensured that the participants understood the questions and provided clarity where there was no proper understanding. In this research study, the respondents were selected on their understanding and experiences with ward committees and policies and legislation that promote community participation and service delivery at Ubuhlebezwe Local Municipality. The primary data was collected based on the ward committee members, ward councillors, and municipality officials who agreed to participate in the semi-structured interviews. The semi-structured interview lasted about 30 minutes. The interview took place in the Ubuhlebezwe Local Municipality, which is where the participants spend their time. The researcher conducted all the interviews using English or a combination of English and participants' home language, which is Zulu.

3.9.3 Focus Group

As mentioned above, this research study used the focus group format to solicit information from respondents. A focus group is a small group of six to ten people led through an open discussion (Macwele, 2014). Focus groups need to be large enough to generate rich discussions, but not so large that some participants are left behind. Majola (2014) argues that the focus group provides insights into how people think and provide a deeper understanding of the studied phenomena. He further argues that group interaction and non-verbal communication are the primary benefits of focus groups. Group interaction between members of the target population during focus groups may encourage participants to connect to various

concepts through the discussions that may not occur during individual interviews (Macwele, 2014). The researcher can encourage these group interactions to capture this data to provide a more comprehensive understanding of what is being studied (Macwele, 2014). Focus groups are group interviews that allow the researcher to capture more in-depth information more economically than individual interviews (Majola, 2014). Focus groups are valuable research tools and can capture information that helps answer the research questions and address the research problem. This study recruited the ward committee members to participate in the research study. The semi-structured interviews were prepared before the focus group was facilitated. All the participants were comfortable with each other, and they knew each other as they work together as ward committee members in Ubuhlebezwe Local Municipality. The focus group participants were serving as the ward committee members in ward 01 and ward 07. This was done intentionally to solicit as much information as possible. Since the request was made with the ward committee members and Ubuhlebezwe Local Municipality to organize participants for the focus group, getting the participants who are active ward committee members was not a challenge. The focus group was divided into: municipal officials, the Office of Speaker, the Deputy Mayor, and two ward councillors. Another focus group was only made of ten ward committee members from two wards of the municipal. During the arrangement of the focus group with the ward committee members, the time limit of a group discussion was clearly mentioned. The focus group discussion was scheduled to last for 30 minutes and a maximum of one hour.

3.9.4 Observation

The observation method of collecting primary data was utilized. Observation can be defined as a systematic, sequential way of presenting information through attentive listening and observation during an interaction or event at a particular time (Rugg and Petre, 2007). There are two types of observation: structured observation and unstructured observation (Yin, 2011). Observation is an important research and data collection method. Observation is important to the researcher in a different way. Observation allows the researcher an opportunity to check definitions of terms that participants used in the interviews (Rugg and Petre, 2007). The significance of employing observation in this study is that it allowed the researcher to get a detailed description. Observation helps the researcher to have a better understanding of the context and phenomenon under the study. One of the advantages of employing observation in this study is that it helps the researcher answer the research questions. The observation allows the researcher to learn about what participants have

75

difficulties talking about in interviews (Rugg and Petre, 2007). The observation was used to assess ward committees' effectiveness in the local municipality, specifically in Ubuhlebezwe Local Municipality. The unstructured observation was employed during data collection in the Ubuhlebezwe Local Municipality, where the researcher does not observe the activity itself but instead uses indirect observation to collect information (Rugg and Petre, 2007). The rationale behind selecting the observation method, among others, was based on the perception that through the attendance of ward committee meetings, interaction among the ward committee members could be observed. The unstructured observation was utilized throughout the research study, where the researcher only attended the ward committee meetings to take note of meeting procedures.

3.9.5 Secondary data

Secondary data is about using information that others have gathered. The secondary data can be defined as the data that is collected and maintained by other researchers. Babbie and Mouton in Maguire and Delahunt (2017) argue that the secondary data is the data already in place when research is being conducted. In short, secondary data is based on what has been observed by other researchers and writers. Secondary data is useful because many data sources can be further analyzed by a researcher seeking to answer other research questions. Andrew *et al*. (2012) state that secondary data are being collected and achieved worldwide. The secondary data is more relevant for researchers who have limited time and resources. The secondary data can be used both in published and unpublished data. However, this study will use published data.

The secondary data used for the study was gathered from different sources, which are in the public domain. The researcher utilized sources such as government publications, annual reports in the public domain, websites, books, and journal articles. Secondary data was collected based on the conducted desktop consultation of published Ubuhlebezwe Local Municipality policy documents. Relevant Municipal policy documents were studied for more information pertaining to ward committees and public participation in local government. Several standard textbooks were studied to obtain pertinent literature on the issue of the effectiveness of ward committees as the mechanism to advance community participation in local municipalities. The information was collected from the well-equipped library at the University of KwaZulu-Natal, Howard College campus (EG Malherbe Library). It made for a great reference, as it is well known for its comprehensive collection of books, and journal

articles. Secondary data helped the researcher examine data collected for other purposes to find the answers to research questions.

Secondary data is much faster because the data have already been collected. The number of secondary information sources is available to the researcher, gathering onward data committees as the mechanism to advance community participation in local municipalities. The secondary data is being used in this study to gain initial insight into the research problem. The secondary data was useful to this study because it gave the researcher the frame of mind and direction the researcher should take for the specific research. The secondary data allowed the researcher to access the work of scholars worldwide, and to access government publications.

3.10 Data Analysis Methods

Data analysis is a tool that can be used to reduce and organize data to produce the findings that are needed for interpretation by the researcher. De Vos (2002) defines data analysis as a process of bringing order, structure, and meaning to the mass of collected data. There are different qualitative data analysis methods: thematic analysis, conversation analysis, and grounded theory (Babie, 2014). This research study used thematic data analysis, which is collected from both primary and secondary data. Data collected from the different sources were organized, categorized, and then interpreted to develop a coherent and comprehensive assessment of ward committees' effectiveness in local municipalities in Ubuhlebezwe. According to Nkuna (2016), thematic analysis is where data collected is categorized into themes and sub-themes to become comparable. The benefit of using thematic analysis is that it reduces and simplifies the data collected (Alhojailan, 2012). Moreover, the thematic analysis gives the researcher the ability to structure the qualitative data to satisfy the research objectives (Maguire and Delahunt, 2017). However, thematic analysis has its limitations, and the researcher might misinterpret the data gathered.

According to Braun and Clarke in Phakathi (2016), the thematic analysis identifies, analyzes, and reports patterns within data. The thematic analysis allows the researcher to organize and describe data in rich detail. According to Bless *et al*. (2013), the thematic analysis identifies the qualitative study's themes. Riessman (2008) argues that thematic analysis pays more attention to the text's content with more concern on what is said more than how it is said.

After collecting the data, all the literature was studied, and any initial impression of the themes that emerged from the data was noted. The researcher used the following secondary sources; books, government policies that are in the public domain, publications, and journals to obtain information related to the research topic by reviewing the literature and studying the policies and legislation that are related to the ward committees and strategies of local government in promoting public participation.

The researchers can use different strategies in thematic analysis (Braun and Clarke, 2006 in Bless *et al.*, 2003 and Maguire and Delahunt, 2017). The most crucial step of thematic analysis is to identify themes, and the researcher has to identify the patterns in the important data. The researcher has to follow the first step of thematic analysis. For this study, the researcher has familiarized himself with the collected, and the researcher has re-read the literature. The researcher was able to generate initial codes and has searched for themes. The researcher reviewed the themes and defined the themes.

3.11 Issues of Reliability and Validity

To understand reliability and validity issues in qualitative research, it is very important to visit different definitions of validity and reliability (Noble and Smith, 2015). Reliability and validity are the most critical factors that the qualitative researcher should be concerned about while conducting the research study, analyzing data, and measuring the study's quality (Thomas and Magilvy, 2011). While the validity and reliability of the term are essential to the quantitative research study, in the qualitative research study, the terms credibility, conformability, dependability, and transferability are essential criteria for the quality in the qualitative research study (Golafshani, 2003). The validity and reliability terms are redefined for the usefulness of the qualitative research paradigm (Noble and Smith, 2015).

3.11.1 Trustworthiness

The qualitative research study's trustworthiness means that the research study results reflect an accountable means of acquiring and formulating data (Shaw, 2010). Trustworthiness is the most important aspect of a qualitative research study. The qualitative research paradigm uses the term trustworthiness instead of validity, which is used in the quantitative research study. The concept of trustworthiness is explained by the range of concepts in the qualitative study. According to Shaw (2010), trustworthiness can be defined as the researcher's transparency in data analysis. The researcher was writing down field notes during the interviews. The researcher used more than one data collection method: observation, interviews, and focus

groups. The researcher also used the literature that is in the public domain. To ensure the study's quality, the researcher who collected data in the initial study was also the lead researcher on this project.

3.11.2 **Dependability**

Dependability is an important part of qualitative research study. The researcher must ensure the dependability of the research study because it allows for consistency of data interpretation and consistency in the research study's research findings. Dependability is about the consistency and reliability of the research study's findings and whether the research process was followed by the researcher, allowing other researchers outside the research to follow same. According to Ulin *et al*. (2002) in Maguire and Delahunt (2017), qualitative research findings are dependable if the research is consistent with the research process and when the research is done with careful consideration of and respect to the qualitative processes. This study's research questions are properly structured and connected to the research design and the study's purpose. In this research project, the dependability was obtained by outlining the structure for data collection and data analysis to enable the other researchers to evaluate the study's quality.

Even though the concept 'reliability' is much used in the quantitative research study to test and measure the quantitative research, the term reliability is also applicable to the qualitative research study. However, the qualitative study uses the term dependability, which is the quantitative research paradigm's reliability.

3.11.3 **Confirmability**

Confirmability is more concerned about the research study results, whether reflecting the participants' view (Hays and Singh, 2012). In the quantitative research study, confirmability is similar to subjectivity or neutrality. Thomas and Malgvy (2011) state that confirmability ensures the credibility, transferability, and dependability of the research study. The confirmability concerns whether the research project's findings are free from bias (Denzin and Lincoln, 2013). The authors further argue that confirmability is about the data's characteristics and the processes followed in its collection. The processes that are followed when collecting data can determine if the research findings are objective, neutral, and credible and are not based on the researcher's point of view and perceptions. The researcher ensures that his personal views, feelings, and attitudes did not affect the investigation.

79

3.11.4 **Research Transferability**

The transferability is about the findings described in the research study applicable to the future research study. Denzin and Lincoln (2013) state that transferability is concern with the extent to which the research study's finding can be applied to other groups within the wide population or other situations. Denzin and Lincoln (2013) believe that it is up to the reader, rather than the researcher, to determine whether the research study's findings apply to other situations. The research study's transferability refers to the degree to which the study's findings can be put into practice in other situations (Bell *et al*., 2013). The researcher needs to stipulate how the study's findings may or may not be relevant to other research studies. Transferability is the applicability of findings of the qualitative research paradigm to other contexts with other participants.

Ever since the qualitative research paradigm is more focused on the small number of participants, it is difficult to tell whether the research study's findings apply to other future research and populations. Research findings are transferable if they can apply to a new study that has different research questions. In this study, the researcher enhanced transferability by outlining the research methods used in this study. Bless *et al*. (2013) states that transferability ensures that the researcher can provide a well-detailed description of the data collection process. The authors further argue that transferability means that the study's findings can be transferred to another study identified by the researcher. The researcher used different research strategies to ensure the trustworthiness of the research study. The research used semi-structured interviews, observation methods, and focus groups to collect information. The researcher used literature such as books, journal articles, and published government policy documents that have been cited correctly.

3.12 **Ethical considerations**

Research ethics is about the norms and standards of behaviour that guide the researchers' behaviour and their relations with the participants to ensure that research activities do not harm them. Maree (2007) in Nkuna (2016) argues that it is imperative to consider the research's ethical issue. Before conducting the research, the researcher familiarized himself with the University of KwaZulu-Natal policy and procedures on research ethics and managing and preventing plagiarism and understood their content. The Research and Ethics Committee at the University of KwaZulu-Natal had also approved that the research instrument met the standard used to collect data and this study. In the theoretical framework

and literature review, the researcher gave proper references in the research. The researcher acknowledged the academic work of the other researchers. The research participants were informed about the nature and purpose of the study. The ethical issues were addressed by giving out the letter of consent to each participant who was interviewed.

3.12.1 Ethical clearance

Since this research study was conducted at Ubuhlebezwe Local Municipality and with a human subject, the researcher requested permission from the University of Kwa-Zulu Natal's Research Ethics committee.

3.12.2 Informed consent

King (2010) states that informed consent helps the researcher provide adequate information to the participants on the research study, the risk, and the benefits of the participants in the research study. The researcher provided a detailed explanation of the research project's purpose and procedure to the participants, and the consent form was handed out.

3.12.3 Confidentiality

The issue of confidentiality is being addressed to inform the consent form, which makes the participants feel free to share the experiences and perspectives with the researcher if they ensured that the shared information would not put their lives at risk (Hays and Singh, 2012). The issue of confidentiality was crucial for this research study as it deals with a ward committee members, the municipality officials. Most important, the researcher emphasizes that the research study was an academic purpose. The researcher also ensures the participants that the information that they provided about the services encountered at the university would not reveal their identity or get them in trouble. King (2010) emphasized that participants' anonymity should be protected throughout the data collection process.

3.13 Limitations of the study

Every research study has its limitations and challenges. This research study used the qualitative research and purposive sampling method to collect semi-structured interviews and focus group data with the specific sample participants within the specific context. In this context, it was the Ubuhlebezwe Local Municipality officials, the ward committee members, and the ward councillors from ward 01 and ward 07. Therefore, this research study's findings cannot be generalized to the other ward committees from other municipalities. Data was gathered only from two wards (ward 01 and 07) in Ubuhlebezwe, whereby the ward

committee system exists in all wards. One of the limitations of this research study was that it only focused on Ubuhlebezwe Local Municipality within the local government sphere in South Africa.

Language barriers may also be a limitation to this research study since most participants speak IsiZulu as mother tongues. The researcher translated the questionnaires into IsiZulu for the comprehension of the study participants.

3.14 Conclusion

In conclusion, this chapter has successfully outlined the methodology employed to collect data for assessing ward committees as mechanisms for promoting community participation and service delivery in Ubuhlebezwe Local Municipality. The researcher utilized a qualitative research methodology to collect data for this study because it enabled the researcher to understand the ward committees' point of view in relation to the research problem. The interpretative research paradigm was used to get the participants' perspectives on the research problem and answer the research questions and objectives. The researcher utilized primary and secondary sources to address the research questions. For this study, qualitative method interviews were used to collect primary data. The significance of using semi-structured interviews in answering the research questions is that it allowed the gathering of the relevant information. The participants were allowed to answer the questions posed to them about their ward committees' experiences in Ubuhlebezwe Local Municipality. For this study, the researcher utilized the non-probability sampling method, precisely the purposive sampling method, because the researcher targeted the participants who have knowledge about ward committees and actively participate in local government policy and decision making. The researcher then used thematic analysis to analyze the data collected in this study.

<div align="center">

Chapter Four

PRESENTATION, ANALYSIS, AND INTERPRETATION OF FINDINGS

</div>

4.1 **Introduction**

This chapter presents the findings from the participants and analyses the responses according to themes. The researcher interviewed twenty-four (24) participants, the ward committee members and ward councillors from ward 01 and ward 07, the municipal Speaker, and the Deputy Mayor responsible for the ward committees and public participation in the municipality. This research study's primary purpose was to assess the ward committees' effectiveness as the mechanisms for promoting community participation and service delivery in Ubuhlebezwe Local Municipality. The findings were based on three questions.

1. What is ward committees' role in promoting community participation in relation to service delivery at Ubuhlebezwe Local Municipality?

2. What is the capacity of ward committees in promoting community participation and service delivery?

3 What are the legislative frameworks for the ward committees in promoting community participation and service delivery at Ubuhlebezwe Local Municipality?

Various sources were used to collect information about the accessibility of the ward committees as a mechanism for promoting community participation and service delivery in Ubuhlebezwe Local Municipality. The data presented here were collected to arrive at the findings of the study.

4.2 **Presentation**

This section presents the biographical information of the participants responsible for public participation and ward committees within the Ubuhlebezwe Local Municipality. The biographical information was based on gender, age, language, education levels, employment, and the period within the municipality.

Table 4.2: Participants Demographic Profile

Participants (Code Names	Gender	Age	Language	Qualification	Position
BTT1	Male	59 years	IsiZulu	Diploma	Speaker
BTT2	Male	36 years	IsiZulu	Undergraduate	Deputy

					Mayor
BTT3	Male	29 years	IsiZulu	Matric certificate	Ward Councillor
BTT4	Female	30	IsiZulu	Matric certificate	Ward Committee Member
BTT5	Female	29	IsiZulu	Matric certificate	Ward Committee Member
BTT6	Male	27	IsiZulu	Matric certificate	Ward Committee member
BTT7	Male	31 years	IsiZulu	Matric certificate	Ward committee members
BTT8	Female	28 years	IsiZulu	Matric certificate	Ward committee member
BTT9	Female	26 years	IsiZulu	Matric certificate	Ward committee member
BTT10	Female	29 years	IsiZulu	Matric certificate	Ward committee member
BTT11	Female	32 years	IsiZulu	Matric certificate	Ward committee member
BTT12	Male	37 years	IsiZulu	Matric certificate	Ward committee member
BTT13	Male	32 years	IsiZulu	Matric certificate	Ward committee member
BTT14	Male	35 years	IsiZulu	Matric certificate	Ward committee member

84

BTT15	Male	33 years	IsiZulu	Matric certificate	Ward committee member
BTT16	Male	31 years	IsiZulu	Matric certificate	Ward committee member
BTT17	Female	29 years	IsiZulu	Matric certificate	Ward committee member
BTT18	Female	30 years	IsiZulu	Matric certificate	Ward committee member
BTT19	Female	38 years	IsiZulu	Matric certificate	Ward committee member
BTT20	Male	29 years	IsiZulu	Matric certificate	Ward committee member
BTT21	Male	34 years	IsiZulu	Matric certificate	Ward committee member
BTT22	Male	27 years	IsiZulu	Matric certificate	Ward committee member
BTT23	Male	38 years	IsiZulu	Matric certificate	Ward committee member
BTT24	Male	40 years	IsiZulu	Matric certificate	Ward Committee member

Source: Researcher's analysis

4.2.1 Background of Ubuhlebezwe Local Municipality

The Ubuhlebezwe Local Municipality is a Category B municipality and established in the year 2000 in terms of Section 12 of the Local Government: Municipal Structures Act 117 of 1998. The municipality is located within the Harry Gwala District in the KwaZulu-Natal Province. The municipality is in the town of Ixopo, which is located approximately 85km south-east of Pietermaritzburg, the capital of KwaZulu-Natal.

Table 4.1 Demographic profile of Ubuhlebezwe Local Municipality.

DEMOGRAPHIC PROFILE OF UBUHLEBEZWE LOCAL MUNICIPALITY	
Coordinates	30°09′S 30°05′E
Area	1,604.03 km²
Population	118 346
Density	63/km^2 (160/sq mi)
Number of wards	14

Source: Ubuhlebezwe Local Municipality Profile

4.2.3 Gender

The study consisted of nine (9) female and fifteen (15) male participants. The reason for asking a gender question was to check if the structures are in line with the guidelines that advocate equal gender representation. In terms of ward committees' composition, both the Department of Provincial and Local Government (DPLG): Ward Committee Resource Book, 2005 and the Municipal Structures Act demand for an equitable representation of men and women.

4.2.4 Age

The participants' age group was between twenty to thirty (20-30), thirty and forty (30-40), and lastly, with one (1) between fifty to sixty (50-60) years of age. There is equal representation of age group, from the youth to the older people. The DPLG: Ward Committee Resource Book (2005) indicated that diversity of interest groups should be included, such as youth, religious groups, sports and culture, health and welfare, business, environment, education, older persons etc.

4.2.4 Education

The ward councillors from both wards have no higher qualifications as they only obtained matric certificate, while all the ward committee members have matric certificates. Only the speaker has the Degree, while the Deputy Mayor is still an undergraduate. Section 17 (3) of Act 32 of 2000 states that when the municipality establishes community advisory committees, it must take into account the special needs of people who cannot read or write.

4.2.5 Language

The researcher was interested in the languages of the participants and the language they use when they communicate. All the older participants spoke IsiZulu in the meetings.

4.3 Identified Themes and Subthemes

Table 4.3 presents a list of identified themes and subthemes based on the interviews conducted in Ubuhlebezwe. The result of this study is presented through thematic analysis.

Table 4.3: Key Identified Themes

Themes	Subthemes
Theme 1: Participants' understanding of terms (ward committee, community participation, service delivery).	
Theme 2: The role of ward committees in promoting community participation and service delivery.	**Subtheme A:** role of ward committees in promoting community participation. **Subtheme B:** role of ward committees in promoting service delivery.
Theme 3: Analysis of the capacity of ward committees in promoting community participation in service delivery.	**Subtheme A:** Analysis of the capacity of ward committees in promoting community participation. **Subtheme B:** Analysis of the capacity of ward committees in promoting service delivery.
Theme 4: Challenges faced by Ward committees in promoting community participation and service delivery.	**Subtheme A:** Challenges faced by Ward committees in promoting community participation. **Subtheme B:** Challenges faced by Ward

	committees in promoting service delivery.
Theme 5: Recommendations to improve community participation and service delivery through ward committees.	

4.4 **Interpretation and Discussion**

This chapter presents and discusses the results based on the data collected in Ward 01 and 07 of Ubuhlebezwe Local Municipality. The chapter presents the findings from the data collected. The study had three research objectives:

To determine the role of ward committees in promoting community participation in service delivery at Ubuhlebezwe Local Municipality.

To analyze the capacity of ward committees in promoting community participation in service delivery.

To analyze the legislative frameworks for the ward committees in promoting community participation and service delivery at Ubuhlebezwe Local Municipality.

Chapter three indicated that thematic data analysis was used for coding and analyzing the data collected from the participants. The data were categorized into themes and sub-themes for analysis. In the case of this study, themes were developed based on the relevant literature reviewed. The researcher identified five themes, and some subthemes fall under each theme, and each of these provides significant findings from the qualitative data. The first theme seeks to get participants' understanding of terms (i.e., ward committee, community participation, service delivery). The second theme is about understanding the role of ward committees in promoting community participation and service delivery. The third theme seeks to analyze the capacity of ward committees in promoting community participation in service delivery. The fourth theme is looking at the challenges faced by ward committees in promoting community participation and service delivery, and the fifth theme provided recommendations to improve community participation and service delivery through ward committees.

4.5. **Analysis of Themes**

4.5.1 **Theme 1: Participants' understanding of terms (ward committee, community participation, service delivery)**

88

To understand the conceptualization of public participation within Ubuhlebezwe Local Municipality, participants were asked to give their understanding of the ward committees. This was meant to gain understanding from the ward committee members on ground. When defining public participation, the World Bank cited in Buccus *et al*. (2007) differentiates between participation by those affected by the development and those with interest in the outcome of participation. When defining public participation, the officials from Ubuhlebezwe Local Municipality had a different understanding of the notion of public participation. Speaking about public participation, Participant BTT10 state that;

"*Public participation focuses on sharing responsibility for service delivery with communities, empowering local communities and as mandated by the constitution of the Republic of South Africa, make the local municipalities to consult communities in the running of its affairs*" (Focus group, 11 August 2020).

To understand the conceptualization of public participation within Ubuhlebezwe Local Municipality, participants were asked to describe their ward committees' understanding. This was done to understand the people who live within the community and their understanding of this phenomenon.

Participant BTT9 described ward committees as:

"*Ward committees are the structure that serves as a communication link between the municipality and the community so that it becomes easier for the community to get what they need from the municipality*" (Semi-structured interview, 10 September 2020).

Participant BTT14 indicated that:

"*Ward committees are a structure that represents communities in each and every ward within that particular municipality*" (Semi-structured interview, 10 September 2020).

The participants indicated that the ward committees are a means of communicating the problems affecting the community with the municipal officials. They also highlighted those ward committees are the bridge between the local communities and the municipality. Therefore, ward committees need to facilitate communication between the local community and the municipality by informing the community on issues affecting them. The ward committees also exist to inform the people from the ward about all the development taking place in the municipality and how the community problems are being addressed. Madumo

(2011) defined ward committees as an institutional channel of communication and interaction between communities and municipalities. Moreover, ward committees are community-based elected members of a committee in a ward within a particular municipality. They are meant to be an institutionalized communication channel and interaction between the municipality and communities (Maphazi, 2012).

In defining the responsibility of the ward committee, Participant, BTT21 added that:

"*The work of the ward committee is to allow the community members to influence municipal planning in a manner that best addresses their needs. They are a link between the local government and the councillors*" (Focus group, 11 August 2020).

The participants indicated that ward committees exist to enhance participatory democracy in local government. The literature review indicated that ward committees are mainly advisory committees that can make recommendations on the ward's matters. It also revealed that ward committees exist to solicit better participation from the community to inform council decisions, make sure that there is more effective communication between the council and the community, and assist the ward councillor with consultation and report-back community. This study indicated that ward committees are an important mechanism to mobilize, educate, and empower local communities to become involved in addressing their needs and problems.

The involvement of the community members in the determination of services to be provided is paramount important. The Municipal Systems Act, 32 of 2000, indicates that municipalities must allow the local communities and community organizations to be involved in the drafting of the integrated municipal development plans. This is an effort to ensure that the community members determine priorities and the community's needs. That is why this study asked the participants to give their understanding of service delivery. According to the participants, service delivery is about the municipality providing public services such as building and housing infrastructure, community libraries, schools, providing electricity, and running water. The participants defined service delivery as the process where the municipality meets the needs of the local communities. They only understand themselves as the recipients of the services, not as participants and partnerships or the key service delivery stakeholders.

Participant BTT8 indicated that:

"*service delivery is about providing the needs of the community, providing job opportunities, increasing access to basic needs such clinics, help to fight poverty in the community, fight the issue of crime, supporting local business*" (Focus group, 11 August 2020).

Participant BTT3 indicated that:

"*Service delivery is identifying, and processing community needs, and challenges faced by various stakeholders within the community. At the local government, it is often characterized by essential services that a community needs and proposed development that will improve the living conditions of the ordinary members of the public or community. It will also help ease the burden from the limited resources that the community members have*" (Semi-structured interview, 10 September 2020).

Participant BTT1 also added that:

"*Service delivery can further be interpreted as opportunities that emanate from the proposed development based on consultations with the community stakeholders that speak to infrastructure development and other services that will assist in creating an enabling environment for economic development in the community*" (Semi-structured interview, 09 September 2020).

Participant BTT12 further stated that:

"*The other aspect of service delivery is the platforms of communication established by local government in prioritizing and streaming of services and the response mechanism to the submissions made by communities and establish a gateway and proper feedback on plans by the local council in response to the submissions made to the council by the communities. An example of service delivery includes refuse collection, water provision, electricity supply, roads, leisure parks, schools, and local business area development*" (Semi-structured interview, 10 September 2020).

Participant BTT5 indicated that:

"*Service delivery is about the provision of the sufficient, quality and affordable services to the community, and is about the management of the public institution, building bridges where it is needed*" (Focus group, 10 August 2020).

All the participants demonstrated an understanding of service delivery that a municipality should deliver to the local communities. The service delivery mentioned by the participants

91

were job creation, crime prevention, access to water, electricity supply, sanitation, waste removal, tackling poverty, and building of infrastructure. The participants' understanding of service delivery is in line with some of the local government matters provided in Schedule 4B and 5B of the constitution of 1996. The finding of this study around the notion of service delivery indicates that all the participants define service delivery as the service that comes from the government. For the participants, the local government is responsible for delivering many different services such as the water supply, sanitation, removal of solid waste, and building of infrastructure.

Participant BTT18 also argues that:

"Service delivery is where there is an expectation of providing essential services that must be affordable and provided in a state that correlates with the health standard. And service delivery is also not limited to the provision of services, but we also look at how the service is provided and who is responsible for it" (Semi-structured interview, 10 September 2020).

The constitution of the Republic of South Africa, Section 52 speaks about the provision of a democratic and accountable government at local communities, provision of services to communities in a sustainable manner, promotion of social and economic development, promotion of safe and healthy environment, and stakeholder engagement, through the involvement of communities, and different community organizations. The most important aspect is that all South African citizens should have access to municipal services, such as water, sanitation, electricity, transportation, and communication services, regardless of where they live. The Reconstruction and Development Programme (1994:9) states that service delivery is about satisfying the basic and important needs of communities that have been identified through extensive consultation.

4.5.2 Theme 2: The role of ward committees in promoting community participation and service delivery

4.5.2.1: Subtheme A: role of ward committees in promoting community participation.

To understand the role of ward committees in promoting public participation in the Ubuhlebezwe Local Municipality, the researcher asked the participants to give their understanding of the role of ward committees in promoting community participation in local government. Most of the participants believe that in the Ubuhlebezwe Local Municipality, ward committees play an important role in promoting community participation. However,

92

some participants believe that ward committees are not adequately fulfilling their role in promoting public participation. The ward councillor argued that according to the IDP, ward committees are a channel of communication between the municipality and the community. It is argued that ward committees disseminate IDP information to the community. It can be argued that ward committees are the source of information to the community.

Most of the participants believe that ward committees promote public participation in the municipality. When Participant BTT24 was asked to give his understanding of the main objectives of ward committees in the Ubuhlebezwe Local Municipality, he stated that:

"For me, the ward committees' main objective is to ensure that ward members or the voters are participating in matters that are affecting them and contribute to council decisions. The ward committees should be inclusive of their ward. The ward committee's main responsibilities are to communicate and engage with their communities regarding development and services plans" (Semi-structured interview, 09 September 2020).

The ward committees were asked in which ways they would say that ward committees promote community participation and service delivery at Ubuhlebezwe Local Municipality. The question was posed to know if the ward committee members understand the significance of ward committees in promoting public participation in municipal affairs. The literature review indicated that ward committees play a significant role in promoting local democracy because it enables local communities to interact with government officials and policymakers. Most of the participants confirmed that ward committees' main role is to represent the interests of the members of the community in their wards. They further indicated that in the Ubuhlebezwe Local Municipality, the ward committees are acknowledged as the community-based structures that are trusted with the responsibility to engage, gather views, concerns, problems, and challenges from their respective wards. Participant BTT2 indicated that:

"Ubuhlebezwe Local Municipality sees ward committees as agents for public participation in the following ways. First and foremost, ward committees serve as forums for grassroots contributions in the local municipality matters. Public meetings, budget, IDP, and stakeholder meetings as ways the Ubuhlebezwe Local Municipality promotes community participation" (Semi-structured interview, 09 September 2020).

Participant BTT12 also added that:

"The office of the speaker is responsible for public participation and good governance. And ward committees are the primary mechanism that the municipality utilizes to enhance public participation. However, ward committees alone do not serve as the only mechanism for public participation. We also use other mechanisms such as the mayoral Izimbizos, the IDP Representative Forum, and the like" (Semi-structured, 10 September 2020).

Participant BTT2 indicated that:

"Municipality uses different strategies to engage with the localities. Ward committees are the primary mechanism for public participation. We also utilized the IDP Representative Forum to ensure that the public gets involved in the planning and decision-making process. We also use Mayoral imbizos under the Office of the Mayor and regularly conduct public meetings. Some of the meetings are convened by the traditional leader and municipality we have a good working relation with the traditional leadership" (Focus group, 10 August 2020).

Participant BTT19 also stated that:

"*Together with the ward councilor, we always ensure that the community is made aware of all developments in the pipeline. I strongly participate in the formation of working committees for each and every developmental program. This ensures both participation and more presentation of the community"* (Semi-structured interview, 10 August 2020).

The participants indicated the municipal council, and the ward committees ensure that the local communities participate fully in municipal matters through public meetings, budget, IDP, and imbizo's by the Mayor and ward committees.

To get the role of ward committees in promoting public participation, the ward committees were asked how they understand their role as a ward committee in relation to community participation. The participants believe that they understand their roles to facilitate community participation in municipal matters and ensure that they channel the local communities' needs and aspirations to the council. Some of the participants said that ward committees play a role in educating and encouraging the community to attend and participate in public participation programs. The participants indicated that ward committees are critical in promoting and demonstrating the importance of public participation within the municipality programs. According to Ward Committee Resource Book (2005), in 2004, a survey by the Australia-South Africa Local Governance Partnership suggested a few simple pre-conditions for the ward committees' system to be successful, which called for the need for the process of

participation to be meaningful and to be seen meaningful, for the municipality and the communities to listen to each other.

4.5.2.2: Subtheme B: role of ward committees in promoting service delivery

Given the challenges of service delivery, considerable emphasis has been placed on ward committees as a mechanism to promote public participation. The ward committees serve as a two-way communication channel for local and local communities on governance and service delivery matters. All the ward committee members who participated in the research said their work mainly entails serving as a link between municipality and community on service delivery issues. According to Nene (2019), ward committees are considered the central driving vehicle of participatory democracy that facilitates effective service delivery. The participants gave the response indicate that ward committees play a significant role in the local communities' channel to ensure that the local municipality identifies, and addresses service delivery issues raised by the community members.

4.5.3 Theme 3: Analysis of ward committees' capacity in promoting community participation in service delivery.

4.5.3.1 Subtheme A: Analysis of the capacity of ward committees in promoting community participation.

Ward committees were formed to promote community and public participation and to transform the functions of local government. The Local Government: Municipal Structures Act (Act No. 32 of 2000) brought this about, stressing community participation in local government affairs. The aim of this research is to understand the role of ward committees in fostering community participation in Ubuhlebezwe Local Municipality. Many participants indicated a good relationship with the existing ward committees within the wards towards ensuring public participation by the municipality. Zulu (2020) stipulated that ward committees are considered the driving vehicle for democracy and public participation in municipalities. The participants believed that ward committees are crucial in promoting and demonstrating public participation within the municipality's programmes. In the data collection process, the study gathered that the IDP process plan provided public participation institutionalization. The municipality created structures that promoted community participation. These structures were the IDP Representative Forum, the ward committees, and IDP Steering.

This issue was raised to give the researcher an insight into the duties of ward committees. As highlighted in chapter two of the study, the ward committees' primary objective is to promote public participation and service delivery in local government. The ward committees' responses were in line with ward committees' purpose stated in the Local Government: Municipal Structures Act, 117 of 1998. They responded that their role as the ward committees is to represent the ward's needs and act as a medium of communication between the local communities and municipal officials. Understanding the participants' knowledge of a ward committee's roles and duties helped analyze public participation and service delivery in Ubuhlebezwe Local Municipality. The participants reflected their understanding and knowledge about ward committees' roles and duties, as shown in the literature on the systems and roles of ward committees in the development process and reported them as follows. The ward committees represent the community's interests to the municipality. They also play a role in informing the members of the municipality's plan. The ward committees play a role to gather views, recommendations, suggestions, and opinions of the local communities. It also helps to inform the citizens within the ward about the upcoming public meeting and promote the locality's involvement in municipal plans and development initiatives such as IDP and Local Economic Development (LED). The ward committees have to submit monthly reports to the ward councillor, advise the ward councillor about community needs, and report back to the local communities on complaints and reports made to the municipality.

To understand the role of ward committees in promoting community participation in Ubuhlebezwe Local Municipality, the researcher asked which ways they would say that ward committees promote community participation and service delivery at Ubuhlebezwe Local Municipality. This question was posed to understand other mechanisms and opportunities that can be used by the local communities to take part in the affairs of the local municipality. Most participants recognised the ward committees as the most important mechanism for community participation in the local municipality affairs.

There are different methods of community participation in the local municipality. In South Africa, these mechanisms ensure that the community does not exclusively rely on ward committees for participating in the local municipality's affairs. The constitution of the Republic of South Africa, Section 152 (2) (e), mandated all the municipalities to conduct programmes that encouraged the communities and community organisations to be involved in the local government matters (RSA, 1996). According to information gathered from the

participants, various methods promote public participation with the local municipality. The municipality uses the IDP Representative forum to participate in the municipal planning; the municipality also uses the Mayoral imbizo's to engage with the local communities. The local municipality also uses public meetings and budget meetings to engage with the localities.

The participants were asked to give their understanding of the legislation governing ward committees in Ubuhlebezwe Local Municipality. This question was asked to check if the ward committees know that policies that allowed them to be involved in the municipal matters and encourage the community's participation in local government affairs and that the communities must have a say about their services municipality. The participants provided some of the policies that guide ward committees, and they believe that the ward committees influence the policies and the municipality programmes. Some of them stated that they do not believe that ward committees influence the municipality programmes and plans. As much as there are participating in the IDP but they do influence much.

Participant BTT1 indicated that:

"Yes, I do understand the legislative framework and policies that guide ward committees in Ubuhlebezwe Local Municipality; the office of the Speaker is responsible to ensure that the ward councillor as the chairperson of the ward committee is provided with the Local Government Library, which comprises of the Constitution of the Republic of South Africa and other related Acts" (Semi-structured interview, 09 September 2020).

Participant BTT1 also indicated that:

"*The legislation guiding the functioning of ward committees are contained in section 72 to 78 of the local government: municipal structure Act,1998 which provides the establishment of the committees and gives guidelines on the functioning of the ward committees*" (Semi-structured interview, 10 September 2020)

Another Participant BTT10 also said that:

"As far as I understand, the legislation was passed in 2005, which recognized Ward Committees as a central part in promoting relations between ward councillors and key stakeholders at a ward level, such as traditional councils and community development workers. Also, the Speaker of the Municipality declares a date for nomination and the election of ward committees in relevant community meetings, after the local government

elections and the first sitting of the Municipality Council or Chamber" (Semi-structured interview, 09 September 2020).

4.5.2.2. **Subtheme B: Analysis of the capacity of ward committees in promoting service delivery**

Ward committees have been legislated, and all municipalities are obligated in their respective wards to create the system of the ward committee. The role of ward committees in service delivery was recognized by most participants in the research study. Ward committees have been enacted, and it is proposed that all municipalities will set up ward committees in their respective municipal wards. The Municipal Structures Act, as stated in Chapter 2, provides for the establishment of ward committees in all municipal wards to serve as a forum to assist the ward councilor in the delivery of service. The role of ward committees in service delivery was recognized by the majority of the research participants.

About how the ward committees work, there are different opinions. Some of the participants think that the members of the ward committee are chosen based on their political affiliation. Ward committees can be used to push political goals rather than service delivery agendas when elected for political purposes. While the municipal officials and ward councilors agree that the ward committee is an important service delivery mechanism, some of the members of the ward committee have a different view; they do not think they are taken seriously by the municipality. Instead of concentrating on service delivery, they claim the municipalities are making them fight political battles.

The study showed that members of the ward committee were less optimistic about their role in the improvement of service delivery. The participants replied that ward committees do not have necessary capacity to impact policy decisions on the service delivery objectives of the ward. They explained that only as an advisory body do the ward committees exist, and only the council has the powers. Some ward committee members, however, are persuaded that ward committees have the power to influence decisions on service delivery.

The participants were asked if the ward committees have a role in service delivery. Both the ward councillors and ward committee members from ward 01 and 07 reported that the ward committees have a service delivery role. The participants believed that the ward committees as institutional communication play a role in service delivery because "the ward councillor cannot work alone in the ward. Hence, the ward committees work hand in hand with the

councillor to address the issues affecting the community**."** Participant BTT2 **(**09 September 2020**)** also responded that as the ward representative "cannot convene the ward meeting and engage the communities alone as the ward councillor, there is a necessity to deploy the ward committees to ensure that there is continuous communication." Participant BTT3 **(**09 September 2020**)** also responded that the ward committees represent the community and enhance communication between the community and the municipality. The ward committee members responded that "we are the foot soldiers of the municipality, but the only problem is that there is no budget for this structure." **(**Semi-structured interview, 09 September 2020**)**

Participant BTT1 indicated that "*Ubuhlebezwe Local Municipality has experienced the improvements in the delivery of services as a result of ward committees functioning; however, there is still a room for improvement*" (Semi-structured interview, 09 September 2020).

Participant BTT16 indicated that:

"*The ward committees represent the community on the compilation and implementation of the IDP, ensuring constructive and interaction between municipality and community and attending to all matters that affect and benefits community*" (Semi-structured interview, 09 September 2020).

The participants who responded that the structure of the ward committee has a role in the delivery of services argue that the ward committees are the vehicles for discussing the issue of accessible health facilities, issues of service delivery such as refuse dumping, lack of adequate housing, the issue of poverty alleviation and the development of unemployment, and other issues affecting the community. This demonstrates that ward committees are a critical structure for the municipality to bring about service delivery and economic development. Ward committees can be said to be an efficient platform by which the community can communicate with the local government.

According to the research findings, most participants suggested that public involvement in Ubuhlebezwe Local Municipality through ward committees helps accelerate service delivery within the wards. Nene (2019) stipulated that public participation is widely understood to be necessary for the efficient delivery of services. Public participation legitimizes the provision of services and helps to resolve the problems posed by the local communities. The study demonstrated the importance of community participation in the municipality in order to

accelerate the delivery of services to communities. In based on the findings, by ensuring successful community participation, ward committees play a vital role in the municipality.

4.5.4 Theme 4: Challenges faced by Ward committees in promoting community participation and service delivery

4.5.4.1 Subtheme A: Challenges faced by Ward committees in promoting community participation

The central issue with regard to community participation by ward committees is that ward committees are just advisory bodies formed to assist ward councilors and advise the municipality of community-level needs (RSA, 1998). Thus, their participation in local government does not guarantee that municipalities can decide the important issues they discuss and agree on. Challenges are met by community participation by ward committees. IDP Representative Forums are the key public engagement systems in the IDP process for those communities with dysfunctional ward committees. If the ward committees are ineffective, so it becomes disadvantageous for the communities in that specific ward to participate actively in public relations. The results of this research study illustrate the difficulties that ward Ward committees encounter challenges that can have a devastating effect on the success of fostering community participation in municipalities, as ward committees function as a municipal institutional coordination tool to promote community participation in local government. Ward committees face in fostering participation in the community.

Participant BTT16 indicated that:

"*Challenges facing ward committees in promoting public participation are plenty, the lack of infrastructure such as office space contributes to a lack of knowledge by ward committees, the lack of resources discourages ward committees and reduce them ineffective*" (Semi-structured interview, 09 September 2020).

Participant BTT11 said that:

"*I would say the issue becomes when a ward councillor is not close to the community and does not deliver to their promises to the extent that even when a committee member calls for a meeting, people don't show up. That, therefore, hinder public participation to unfold in an appropriate manner*" (Focus group, 08 August 2020).

Participant BTT23 also added that: "*Biased communication channels in particular word of mouth. Lack of political intolerance and failure to distinguish between political parties and governance*" (Semi-structured interview, 09 September 2020).

Participant BTT15 indicated that:

"*When the ward councillor doesn't want to involve the committees, it goes that way. What hinders maximum participation is also the politicization of ward committees. Once the community associates the majority of committee members with a particular political organisation, then tend not to give them support or even effectively attend meetings and participate*" (*S*emi-structured interview, 09 September 2020).

Through the ward committees, community members might well raise their complaints concerning their municipalities within their jurisdictional boundaries. Participants were asked to share their experience of the stumbling block to improve community participation in ward committees in order to discover the obstacles faced by ward committees in fostering community participation in local decision - making. To recognize the problems faced by ward committees, this question was presented. In addition, it describes steps adopted to tackle the challenges. In understanding community participation, an understanding of the challenges faced by the ward committees is critical. It is evident, based on the responses of the participants, that ward committees face various challenges in the Ubuhlebezwe Local Municipality.

The low involvement of the population, which can be attributed to a lack of awareness of the value of public participation in civic affairs, and the indifference and lack of interest of local communities, were among the difficulties. It was important to recognize the problems faced by ward committees in fostering public engagement to help the municipality be aware of what needs to be achieved.

All the respondents noted that the depoliticization of ward committees was important in fostering local government level public participation and service delivery. As long as the composition, nominations, and direction procedures of the ward committee are in place, the mechanism can be abused by political parties and ward councilors for their own personal and party agenda.

The politicisation of ward committees: sadly, in ward committees, these problems remain. Zulu (2020) noted that as a public participation forum, ward committees are still

dysfunctional due to various reasons: political affiliations, lack of knowledge, and lack of adequate resources within participation and service delivery frameworks that are not aligned with the participation and service delivery platforms.

The results of the study showed that in the Ubuhlebezwe Local Municipality, ward committees face different challenges. It can be argued that these barriers hinder effective participation in municipal relations. In the research study supporting the aims of this study, the challenges were identified, namely to explore the capacity of ward committees to promote community participation in operation. As such, amicable solutions are required to solve these problems in order to promote active participation in municipal affairs. Based on the above findings, this study will make recommendations aimed at improving ward committees in the Ubuhlebezwe Local Municipality.

4.5.4.2. **Subtheme B: Challenges faced by Ward committees in promoting service delivery**

Local government municipalities should ensure, through ward committees, that community members, particularly those in great need, have fair access to vital services. In promoting service delivery, however, ward committees face numerous challenges. The community should be provided with reliable and up-to-date information about the services provided and details about who is entitled to those services. The ward committees will substantially transmit information back to the community as a community-based communicative and consultative process. This research study showed a lack of confidence between the members of the ward committee and the ward councilors among the ward committees. Openness and accountability are the most fundamental values of democratic governance and are central to the transformation phase of public service. Their significance lies in building confidence and trust in pub services between the public sector and the public they represent.

Some of the participants argued that the ward committees represent the needs of the political parties, are used to combat political wars, and fail to prioritize plans for service delivery. The literature review also showed that ward committees are ineffective in most South African communities because they rely on ward councilors to represent their perspective in the municipal council (Zulu, 2020). According to the respondent in the Office of the Speaker, as per the operating conditions for establishing ward committees, ward committees are not inclusive of the diverse community. The study results showed that ward committees are highly politicized; among the ward committees, there are conflicts for power and money.

There is a battle to access and retain control between ward councillors and the ward committees.

Participant BTT20 indicated that "*There are ward committee members who inspire to be councillors as well, and the word councillors because there are close to the council, therefore, they have power dominate the structure*" (Focus group, 10 August 2020).

All the participants who agreed to participate in the research study raised their different views on the ward committees' efficiency and effectiveness in promoting service delivery. They pointed out that the ward committees face a significant challenge in addressing the underdevelopment of many wards of Ubuhlebezwe Local Municipality, fostering effective and successful participatory governance and mobilizing communities to drive their development. They also pointed out that the issue of political affiliation, corruption is another challenge facing the ward committees. When the participants were asked to comment about their perceptions of ward committees' role in service delivery, many participants indicated that their understanding of ward committees' role was unclear. The participants indicated they are not educated and being told about their roles in service delivery. Therefore, the ward committees were not sure of their roles in service delivery. Participant BTT7 indicated that:

"*As ward committees, we are not recognized to participate fully in service delivery, and we are being undermined by the ward councillors and municipal officials that do not take us into account when initiating service delivery in our communities*" (Semi-structured interview, 09 September 2020).

The majority of participants believe that ward committees have a role to play in service delivery, even though these have not clearly and formally been established by the government. Participant BTT5 articulated that:

"*Ward committees have a role to play in service delivery, but the problem I have seen is that ward committees are not consulted to the full-on service delivery*" (Focus group, 10 August 2020)

The findings show that though ward committees do not know their service delivery roles, they believe that they are closer to communities than ward councillors. This is cited from Participant BTT4, who pointed out that:

"*Ward committees are close to the communities, and for this reason, they know the real needs of the local communities.*" (Semi-structured interview, 10 August 2020).

Participant BTT22 also stated that: "*The stumbling blocks could be no service delivery at all or less service delivery than what was planned, could be corruption that happens when there are needs which should be taken care by the municipality to the community, looting and also negligence and ignorance*" (Semi-structured interview, 09 August 2020).

The participants share the same sentiments that since ward committees are closer to the local communities, they should be empowered with the necessary skills and knowledge to effectively participate in delivering services to the community. The majority of the participants said that ward committees must be given resources to participate in service delivery actively. This view was expressed by Participant BTT6, who argued that:

"*Ward committees are in a strategic position to effectively contribute to service delivery in their communities. However, they need both financial and the infrastructural support to provide the service delivery required*" (Semi-structured interview, 10 August 2020).

The finding of this study suggests that ward committee members are prepared to participate in service delivery. However, the problem is that their roles and responsibilities in the service delivery programme are not clear, making it difficult for the ward committees to participate in service delivery programmes in the municipality fully. The ward committees have a limited opportunity to participate in service delivery because the ward committees are perceived as the advisory body with no powers; only the municipal council can decide about the communities' needs. This implies that the ward committees are willing to support the municipality in identifying the community's needs. Still, they do not influence the municipal council's decisions that could assist in service delivery.

The communication channels between the communities and ward committees are essential for the development of the communities. However, this study found a lack of communication between the municipality and ward committees, and it became a severe challenge for the ward committee to participate in meaningful municipal affairs.

4.5.5. **Theme 5: Recommendations to improve community participation and service delivery through ward committees.**

The study found that in the Ubuhlebezwe Local Municipality, there are barriers to community participation, with negative effects for service delivery. In order to improve the role of ward committees in promoting public participation and service delivery, ward committees need, among other things, to understand the policy structure and legislation that guides the ward committee system and public participation, to have adequate public participation in Ubuhlebezwe Local Municipality and to fulfill its mandate for service delivery. There is a need for the municipality to establish frameworks for tracking the effect of public participation programmes in order to enhance public participation and service delivery through ward committees. While there are legislative mechanisms and public participation regulations, this study indicates that the municipality's public participation programme is not adequately controlled. Therefore, through the Council, the municipality must adopt mechanisms through the Office of the Speaker to track the effect on neighbourhoods of public engagement activities and to enhance the delivery of services. This system would allow city authorities to take the neighborhoods into account.

It is also essential for the municipality to strengthen public participation structures. To have effective public participation, it is important that the municipality, through the council, strengthen public participation structures, such as ward committees, Community Development Workers, and IDP Representative Forum. These structures should be strengthened through training and workshops to capacitate them on public participation and its impact on service delivery in the municipality.

There is a need for the municipality to improve the position of ward committees. The study indicated that in connecting the municipality and the community, the ward committees play an important role. The ward committees form bridges by promoting communication between the council and the communities they serve and actively engaging in the determination of key municipal processes, according to Mosotho (2013).

4.4. **Conclusion**

This chapter presented a summary of the representatives of the ward committee, ward councilors, and municipal officials regarding their understanding of how to encourage community participation and delivery of services in the local municipality of Ubuhlebezwe. The data presented in this research study revealed numerous problems, including, but not limited to, a lack of understanding of public participation conceptualization, the issue of the ward councilors' politicisation of ward committees, inadequate support for ward committees

from the local municipality of Ubuhlebezwe, and lack of access to information and resources. Most of the factors mentioned make the ward committees failed to uphold their function, encourage community participation, and provide service. The next chapter will highlight the findings and recommendations of the report on how public participation and service delivery in local municipalities can be effectively supported by ward committees.

<h3 style="text-align:center">Chapter Five</h3>

<h3 style="text-align:center">Conclusion and Recommendations</h3>

5.1 Introduction

This chapter includes suggestions on how to improve ward committees as the strategy for fostering and concluding active community participation and service delivery in Ubuhlebezwe Local Municipality. Many local communities around the nation are facing the challenges of providing inadequate ward committees as tools to promote involvement in the community. It is necessary for the municipality to establish policies and initiatives to reinforce ward committees in order to fulfil its mandate and to act as a mechanism that strengthens local democracy and the provision of services. Efficient and functional ward committees will encourage community participation in public affairs effectively, helping to provide the community with service delivery.

5.2 The primary research question

There were three interrelated questions in the study which sought to investigate the problem. The questions looked at the role of ward committees in fostering community participation in Ubuhlebezwe Local Municipality in terms of service delivery.

1. What is ward committees' role in promoting community participation in relation to service delivery at Ubuhlebezwe Local Municipality?

2. What is the capacity of ward committees in promoting community participation and service delivery?

3 What are the legislative frameworks for the ward committees in promoting community participation and service delivery at Ubuhlebezwe Local Municipality?

5.3 Findings from the study

The prime objective of the research was to assess the effectiveness of ward committees as structures in Ubuhlebezwe Local Municipality to promote community engagement and service delivery. As the key driving approach, the analysis employed the qualitative research process. In order to analyze the community where representatives of the ward committee, ward councilors, the Office of the Speaker, and the Deputy Mayor, responsible for the ward committees and public participation in the municipality, this analysis used semi-structured interviews, focus groups, and observation. Ward committees and public participation were

conceptualized in the literature review and the policies and legislative process governing public involvement and ward committees were given.

5.4 Findings from literature review

The results of the reviewed literature were that the framework of the ward committee was developed in other countries of the world. There is, however, considerable difficulty finding other countries with bodies close to the ward committees envisaged by South Africa's Local Government: Municipal Structures Act 2000. This research found that the ward committees in South Africa are a peculiar development of statutes and do not exist elsewhere. Ward committees have emerged as the most important tool for people-centered, participatory, and democratic local governance in Khawula (2016).

The results of the examined literature were that the efficient functioning of ward committees in South Africa was influenced by different challenges. This research found that ward committees face problems that make them ineffective as public participation mechanisms (Mtshali, 2016). Section 152 of the Constitution of South Africa requires a central government to facilitate local government matters to communities and community-based organizations. The literature has shown that structured participatory mechanisms such as ward committees could dramatically increase community engagement at the level of local government (Mphako, 2012). Literature stated that the structure of the ward committee was enacted to establish a collective engagement forum and strengthen accountable local governance (Mbhele, 2017). Van Rooyen and Mokoena (2013) added that to foster participatory democracy, ward committees were created. The reviewed literature shows that ward committees are established as a catalyst for service delivery in a local government area in terms of municipal structures (Act 117 of 1998).Tenza (2017), on the other hand, argues that the ward committees were set up to enhance the delivery of services and further bridge the divide between the respective communities and the municipal structures.

5.5 Findings from primary research:

This section presents the findings from the primary search as per the research questions.

5.5.1 What is the role of ward committees in promoting community participation in relation to service delivery at Ubuhlebezwe Local Municipality?

The study found that, as the mechanism for the local communities, the ward committees play a significant role in ensuring that the local municipality recognizes and addresses the problems of service delivery posed by community members. Local government

municipalities should ensure, through ward committees, that community members, especially those in great need, have fair access to basic services. This study found that in supporting service delivery, ward committees are facing numerous challenges. The research revealed that only as an advisory body do the ward committees exist, and only the council has the powers.

5.5.2 What is the capacity of ward committees in promoting community participation and service delivery?

The study found that ward committees are very important for encouraging and demonstrating the significance of community participation in the municipality's programmes. This study found that the ward committees have a limited ability to engage in the delivery of services since the ward committees are viewed as without powers as the advisory body; only the municipal council has powers to determine the needs of the communities.

5.5.3 What are the legislative frameworks for the ward committees in promoting community participation and service delivery at Ubuhlebezwe Local Municipality?

This study found that there are guidelines prescribed by the national government rather than comprehensive policies and laws that direct ward committees. This study finds that there is a shortage of forward committees with legislation and legislative structures to promote group engagement and service delivery. This research found that ward committees lack the requisite expertise to understand the laws of municipalities and council by-laws established to guide ward committees.

5.6 Conclusions

The aim of this study was to examine ward committees as structures in the Ubuhlebezwe Local Municipality to encourage community participation and service delivery. As the basis of the research, the study used three research questions and objectives. Research has added to the current body of knowledge on frameworks for community participation and delivery of services. Clear and comprehensive recommendations have been presented by the study on improving and promoting ward committees as a tool for effective public participation and service delivery in the Ubuhlebezwe Local Municipality.

The study was conducted under the following research objectives:

To assess the role of ward committees in fostering community participation in Ubuhlebezwe Local Municipality in relation to service delivery. In fostering community engagement and service delivery, this study found that there are problems faced by ward committees.

To assess the ability of ward committees to facilitate involvement in service delivery by the population. This study found that ward committees are essential for growing community engagement, as community involvement is considered a critical component of service delivery.

To examine the statutory mechanisms for the ward committees at Ubuhlebezwe Local Municipality to encourage community engagement and service delivery. This study showed that not all municipalities have legislation and statutory frameworks for the activities of ward committees.

5.7 Recommendations

1. Reinforcement of public participation mechanisms is recommended. In order to ensure that all localities have equal rights and opportunities to take part in municipal affairs, there is a need to develop community engagement initiatives. A plan for public engagement would help ensure that public interaction takes place within the municipality and that all citizens, including local authorities, are active in civic affairs. The aims of democratic participation will also be highlighted by a public participation plan. The main objective and vision of public participation will help to establish effective strategies for the municipality and community that will promote effective public participation. A public participation policy would also ensure that public participation is successful in Ubuhlebezwe Local Municipality.

2. It is recommended that a control and assessment process should be placed in place by the municipality. Only by introducing a monitoring and assessment process can the efficacy of ward committees be monitored.

3. There is a need for the local municipality of Ubuhlebezwe to grant the powers of ward committees under the Municipal Structures Act (1998).

4. The study recommends that the relationship between ward committee members and ward councilors should be strengthened by the municipality.

5.   It is recommended that the municipality must provide sufficient support in the form of expertise, information and facilities to its ward committees. When invited, the local officials have to make attempts to attend meetings. Without administrative help from the municipalities, the ward committees can not work effectively.

6.   In terms of the politicization of the structure, it is recommended that the entire ward committee system in South Africa be governed. Ward committees should not be seen as an extension of political parties and should not be subject to ward councilors' influence or manipulation. The municipal council must create a framework or legislation that would prevent the ward committees from being politicized.

7.   This study recommends that the municipality strengthen the institutionalization of its internal governance structure through the ward committees.

5.8 Conclusion

In fostering community engagement and service delivery in Ubuhlebezwe Local Municipality, the study centered on the issues affecting ward committees. The challenges that obstruct public participation and the provision of services in communities need to be investigated. The study revealed that municipal ward committees face numerous challenges such as politicization, lack of coordination, weak municipal support, lack of resources and knowledge, and all of these results fail to fulfill their mandated obligation to be a bridge between the municipality and the community in the ward committees. The institutional interaction between local communities and the municipality has been the ward committees. They play an important role in the improvement of local democracy and good governance at the level of local government.

Bibliography

Akinboade, O.A., Mokwena, M.P. and Kinfack, E.C. (2013). Understanding citizens' participation in service delivery protests in South Africa's Sedibeng district municipality. *International Journal of Social Economics*, 40(5), pp. 458-478.

Alhojailan, M.I. (2012). Thematic analysis: A critical review of its process and evaluation. West East Journal of Social Sciences, 1(1), pp. 39-47.

Anney, V.L. (2014) Ensuring the Quality of the Findings of Qualitative Research: Looking at Trustworthiness Criteria. *Journal of Emerging Trends in Educational Research and Policy Studies*, 5(2), pp. 272-281.

Arnstein, S.R. (2015). A ladder of citizen participation. The City Reader, 279.

Arnstein, S.R. (2019). A ladder of citizen participation. *Journal of the American Planning Association*, 85(1), pp. 24-34.

Arnstein, Sherry R. (1969). A Ladder of Citizen Participation, *JAIP*, 35(4), pp. 216-224.

Baker, S., and Chapin III, F.S. (2018). Going beyond "it depends:" the role of context in shaping participation in natural resource management. *Ecology and Society*, 23(1).

Batho Pele Handbook Department of Public Service and Administration. (2005). Batho Pele Handbook. Pretoria: Government Printers.

Bayat, A. (2005). Defining Social Capital: A brief overview of the key aspects and debates. Project on Policy Management, Governance and Poverty Alleviation in the Western Cape. DBBS programme. Bellville: UWC.

Bell, J., and Waters, S. (2014). Doing Your Research Project: A Guide for First-Time Researchers. 6th Ed. Berkshire: McGraw Hill.

Bertram, C., and Christiansen, I. (2014). Understanding research: An introduction to reading research. Pretoria: Van Schaik.

Bickman, L., and Rog, D. (2009). Applied research design: A practical approach. In L. Bickman, and D. Rog (Eds.), Handbook of applied social research methods. Second ed. Thousand Oaks, CA: Sage. pp. 3-43.

Bizana, N. (2013). Improving service delivery by local government: a case for improved supply chain performance management (Doctoral dissertation, University of KwaZulu-Natal).

Collins, K., and Ison, R. (2006). Dare we jump off Arnstein's ladder? Social learning as a new policy paradigm. In: Proceedings of PATH (Participatory Approaches in Science & Technology) Conference, 4-7 Jun 2006, Edinburgh.

Connor, D.M. (1988). A new ladder of citizen participation. *National Civic Review*, 77(3), pp. 249-257.

Creswell, J. W. (2012). Qualitative inquiry and research design: Choosing among five approaches. Thousand Oaks: Sage.

Creswell, J. W., and Clark, G. (2011). A Concise Introduction to Research Methodology.

Davids, I, and Cloete, F. (2012). Improving the Community Development Workers Programme in South Africa. *Administratio Publica*, 20(1), pp. 90-109.

DeFilippis, J. (2001). The myth of social capital in community development. *Housing policy debate*, 12(4), pp. 781-806.

Denscombe, M. (2007). The Good Research Guide: For small-scale social research.3rd ed. Maidenhead: Open University Press.

Denzin, N. K., and Lincoln, Y. S. (2010). (eds.) Handbook of Qualitative Research. London: Sage.

Department of Provincial and Local Government (DPLG) (2005b). The National Policy Framework on Public Participation. Pretoria: Government Printer.

Department of Provincial and Local Government. (2007). National Policy Framework on Public Participation. Pretoria

Draai, E., and Taylor D. (2009). Public participation for effective service delivery: a local government perspective. *Journal of Public Administration*, 44(special issue 1), pp. 112-122.

Fortuin, C. (2010). Public participation at a grassroots level: it's impact on service delivery in Elsies River, Cape Town (Doctoral dissertation, University of the Western Cape).

Golafshani, N. (2003). Understanding reliability and validity in qualitative research. The

Govender, J., and Reddy, P.S. (2011). The imperative of participation in South African local government. Africans, 41(2), pp. 60-77.

Grewe, N.R. (2003). Social capital and local development: an exploration of three forms of community-based social capital. (Doctoral dissertation, Iowa State University).

Hedayat, N. (2014). The study of Social Capital and its Impact on Social Participation: Bandar Abbas, Iran, Hormozgan University.

Heydenrych, P.W. (2008). Deepening democracy and enhancing multi-level governance: deficiencies of and prospects for local government ward committees in South Africa. *Koers*, 73(4), pp. 701-728.

Jarvis, G.M. (2016). Enhancing policy communication for improved service delivery at Joe Morolong Local Municipality (Doctoral dissertation, North-West University).

Jikeka, S. (2014). An Evaluation of the Ward Committee System as a Mechanism for Enhancing Service Delivery in the City of Cape Town Metropolitan Municipality: A Case Study of Du Noon, Ward 104 (Doctoral dissertation, Nelson Mandela Metropolitan University).

Juarez, Jeffrey A., and Kyle D. Brown. (2008). Extracting or empowering? A critique of participatory methods for marginalized populations. *Landscape Journal*, 27(2), pp. 190-204.

Kabir, S.M.S. (2016). Basic Guidelines for Research: An Introductory Approach for All Disciplines. Chittagong: Book zone publication.

Khawula, B.M.S. (2016). An evaluation of community participation in the integrated development planning (IDP) process: A case study of Umzumbe municipality in the province of Kwazulu-Natal in South AFRICA (Doctoral dissertation, Durban University of Technology).

Khuzwayo, K. (2009). The role of ward committees in facilitating participation in municipal planning: the case of wards 1 and 19 at Umzumbe Municipality (Doctoral dissertation, University of KwaZulu-Natal).

Kim, H.Y. (2006). Assessing the role of social capital in the community development field (Doctoral dissertation, University of Georgia).

114

Kivunja, C., and Kuyini, A.B. (2017). Understanding and applying research paradigms in educational contexts. *International Journal of higher education*, 6(5), pp. 26-41.

Koma, S.B. (2012). Developmental local government: issues, trends, and options in South Africa. *African Journal of Public Affairs*. 5(2), pp. 105-116.

Lingard, L. (2018). Writing an effective literature review. *Perspectives on medical education*, 7(2), pp. 133-135.

Lombard, A. and Tshabalala, E.L. (2009). Community participation in the integrated development plan: a case study of Govan Mbeki Municipality. *Journal of Public Administration*, *44*(2), pp. 396-409.

Macwele, B.M. (2014). Assessing the impact of integrated service delivery on poverty and employment creation: a case study of Operation Sukuma Sakhe in the eThekwini Metropolitan Municipality (Doctoral dissertation, University of KwaZulu-Natal).

Madumo, O.S (2011). Utilising Ward Committees as an effective tool for improving service delivery, Academic Association in the School of Public Management and Administration, University of Pretoria.

Madumo, O.S. (2011). The role of ward committees in facilitating public participation with particular reference to Mamelodi, South Africa. Unpublished dissertation. Pretoria: University of Pretoria.

Madumo, O.S. (2012). The promotion of developmental local government to facilitate a developmental state. *Administration Publica*. 20(3), pp. 40-54.

Madumo, O.S. (2014). Fostering effective service delivery through public participation: A South African local government perspective. Academic Association in the School of Public Management and Administration, University of Pretoria.

Madzivhandila, T.S., and Asha, A.A. (2012). Integrated development planning process and service delivery challenges for South Africa's local municipalities. *Journal of Public Administration*, 47(special issue 1), pp. 369-378.

Madzivhandila, T.S., and Maloka, C.M. (2014). Community participation in local government planning processes: A paramount step towards a successful service delivery. *Mediterranean Journal of Social Sciences*, 5(16), p. 652.

Maguire, M., and Delahunt, B. (2017). Doing a thematic analysis: A practical, step-by-step guide for learning and teaching scholars. *All Ireland Journal of Higher Education*, 9(3).

Majekodunmi, A. (2012). The state of local government and service delivery in Nigeria: Challenges and prospects. *Africa's Public Service Delivery & Performance Review*, 1(3), pp. 84-98.

Majola, Z.C. (2014). An Assessment of the Influence of the Community Based Plan (CBP) on the Integrated Development Plan (IDP) of Vulamehlo Local Municipality (Doctoral dissertation, University of KwaZulu-Natal).

Masango R.S. (2009). Public participation: an imperative for sustainable democracy and effective service delivery. *Journal of Public Administration*, 44(special issue 1), pp. 123-132.

Masuku, M.M., and Jili, N.N. (2019). Public service delivery in South Africa: The political influence at local government level. *Journal of Public Affairs*, 19(4), p.e1935.

Mathebula, N. (2015). Community participation in the South African local government dispensation: A public administration scholastic misnomer. *International public administration review*, 13(3-4).

Matosse, E.P. (2013). Community participation in the Integrated Development Plan preparation process: the case of Ndwedwe Local Municipality, KwaZulu-Natal (Doctoral dissertation, University of KwaZulu-Natal).

Mayer, G. (2014). UBuhlebezwe Municipality integrated waste management plan. Pietermaritzburg: Jeffares & Green (Pty) Ltd.

Mbhele, Z. (2017). Assessing the ward committee system: The case of greater Kokstad municipality (Doctoral dissertation, Stellenbosch University).

Mdlalose, M., 2016. Assessing the state of public participation and service delivery: the case of Maphumulo Municipality (Doctoral dissertation, University of KwaZulu-Natal).

Merriam, S. B. (1995). Theory to practice: What can you tell from an N of 1: issues of validity and reliability in qualitative research. *PAACE Journal of Lifelong Learning*, 5, pp. 51-60.

Meyer, D.F. (2014). Local government and the creation of an enabling developmental environment. *Administratio Publica*, 22(1), pp. 24-46.

Meyer, I. and Theron, F. (2000). Workbook - Public Participation in Local Government: A Framework for Action. Bellville: SOPMP, University of Stellenbosch.

Mfene, P.N. (2009). A Service Delivery Perspective on Public Administration. *Journal of Public Administration,* 44(special issue 1), pp. 209-221.

Mgwebi, G.N. (2014). Contemplating Ward Committees-Civil Society Alliances: Opportunities and Challenges. http://www.afesis.org.za/local-governance/local-governance-articles/183-contemplating-ward-committees-civil-society-alliances-opportunitie (Accessed: December 16, 2019).

Mhlari, M. C. (2014). Community Participation and Development in South Africa: The case study of Ward Committees as an effective vehicle for public participation in BaPhalaborwa Municipality. Pretoria: University of South Africa (Master's dissertation, University of South Africa).

Miestneho, Ú.M.S.P.P., Kapitalu, S., Vihlova, D.I.D. and Kubiova, M.U. (2014). Role of Local Government in Supporting Local Social Capital. *XVII. MEZINÁRODNÍ KOLOKVIUM O REGIONÁLNÍCH VĚDÁCH*, pp. 286.

Miraftab F. (2004). Invited and invented spaces of participation: Neoliberal citizenship and feminists expanded notion of politics, Wagadu, 1.

Mkhwanazi, J.S. (2013). Ward committee functionaries as participants for improving service delivery at Mafube Local Municipality (Doctoral dissertation, North-West University).

Mohale, D. (2015). Developmental local government and developmental state. Paper presented at the Regional conference on building democratic developmental states for economic transformation in Southern Africa, 20-22 July 2015, Pretoria, South Africa.

Molepo, J.N., Maleka, C.M., and Khalo, T. (2015). Public participation and Service Delivery: The case of the City of Tshwane. *Journal of Public Administration*, 50(2), pp. 345-369.

Morse, J., Barrett, M., Mayan, M., Olson, J.K., and Spiers, J. (2002). Verification strategies for establishing reliability and validity in qualitative research, *International Journal of Qualitative Research*, 1, pp. 1-19.

Moseti, Y. (2010). "Public participation for sustainable development in local cities Public Participation for Sustainable Development in Local Cities," paper presented during the

International Society of City and Regional Planners Congress, 4th October 2010, Nairobi, Kenya.

Mosokwane, K.P (2012). Public participation as a mechanism for promoting accountability in Sedibeng District Municipality, Development, and Management, North-West University.

Mosotho, M. A. (2013). An Assessment of the effectiveness of public participation programmes on service delivery in the Capricorn District Municipality, Limpopo Province. Faculty of Management and Law, University of Limpopo.

Mphako, F. (2013). Public participation and service delivery: citizen participation in implementing infrastructural programs in Ingquza Hill Municipality (Doctoral dissertation, University of KwaZulu-Natal).

Mtshali, N. (2016). Public participation through ward committees: a case study of uMshwathi Municipality (Doctoral dissertation, University of KwaZulu-Natal).

Mtshweni, A. B. (2009). The role of ward committee members in local government and administration in South Africa with reference to the City of Tshwane Metropolitan Municipality. Unpublished dissertation. Pretoria: University of Pretoria.

Mubangizi, B.C., and Dassah, M.O. (2014). Public Participation in South Africa: Is Intervention by the Courts the Answer? *Journal of Social Sciences*, 39(3), pp. 275-284.

Mulaudzi, M. & Liebenberg, I. (2013). From apartheid to batho pele: An exploratory study on service delivery and public participation in Atteridgeville-Saulsville. *Journal of Contemporary History*, 38 (1), pp.142-161.

Municipality, U.L., 2015. Ubuhlebezwe Municipality IDP Review–2015/2016. *Ixopo, South Africa*.

Muriu, A. R (2014). How does Citizen Participation impact Decentralized Service Delivery? Lessons from the Kenya Local Authority Service Delivery Action Plan (LASDAP, 2002-2010), Devolution and Public consultant in Kenya, University of Potsdam.

Muronda, B. (2017). A conceptual public participation framework for ward committees to promote local government democracy (Doctoral dissertation, North-West University).

Muya. D (2014). The Nexus between National and student's politics. (Doctoral dissertation, University of Zululand).

118

Napier, C.J. (2008). Public Participation and Ward Committees: The Case of the Tshwane Municipality. *Journal for Contemporary History: Politics and transformation in a global and local context*. 33(2), pp. 163-181

Ndebele, C. and Lavhelani, P.N. (2017). Local government and quality service delivery: an evaluation of municipal service delivery in a local municipality in Limpopo Province. *Journal of Public Administration*, 52(2), pp. 340-356.

Ndevu, Z., and Muller, K. (2017). A conceptual framework for improving service delivery at local government in South Africa. *African Journal of Public Affairs*, 9(7), pp. 13-24.

Nene, S.A. (2019). Democracy or efficiency: the impact of public participation on local government service delivery in Msunduzi Local Municipality and eThekwini Metropolitan Municipality (Doctoral dissertation, University of KwaZulu-Natal).

Neuman, L. W. (2013). Social research methods: qualitative and quantitative approaches (7th ed). Edinburgh Gate: Pearson Education Limited.

Ngidi, T.L. (2012). Impact of Batho Pele Principles on service delivery: A case study of the Durban Regional Office of Department of Home Affairs, Faculty of Economic and Management Sciences.

Ngqele, S.W. (2010). An investigation of ward committees as a means for structured public participation: the case of the Knysna Local Municipality. Unpublished Masters Dissertation submitted to the Nelson Mandela Metropolitan University, Port Elizabeth.

Nguyen, C.T., and Tran, T.T. (2015). The Interconnection between Interpretivist Paradigm and Qualitative Methods in Education. *American Journal of Educational Science*. 1(2), pp. 24-27.

Noble, H., and Smith, J. (2015). Issues of validity and reliability in qualitative research. *Evidence Based Nursing*, 18(2), pp. 34-35.

Ntlemeza, A M. (2008). Ward Committee Systems: Challenges and prospects for good local governance. Paper presented at the IASIA Conference, 14-18 July 2008.

Nyalunga, D. (2006). Crafting active citizen participation through ward committees. *International NGO Journal*, 1(3), pp. 44-46.

Nzimakwe T.I., and Reddy P.S. (2008). Community participation in Ethekwini Municipality with particular reference to ward committees. *Journal of Public Administration*, 43(4.1): 667-679.

Nzimakwe, T.I. (2012). Alignment between municipal development planning, budgeting, performance management, and public participation. *Administratio Publica*. 20(4), pp. 139-15.

Parliamentary Monitoring Group. (2010). Getting information to the people: Parliamentary Monitoring Group.

Parliamentary Monitoring Group. (2010). Service Delivery Public Hearings Day1. [Online]. Available: http://www.pmf.org.za/report/20100202 (Accessed 16 December, 2019).

Piper, L., and von Lieres, B. (2016). The limits of participatory democracy and the rise of the informal politics of mediated representation in South Africa. *Journal of Civil Society*, 12(3), pp. 314-327.

Potapchuk, W.R. (1991). New approaches to citizen participation: Building consent. *National Civic Review*, 80(2), pp. 158-168.

Powell, D. (2012). Imperfect transition – local government reform in South Africa 1994-2012. In S. Booysen (ed). Local Elections in South Africa: Parties, People, Politics. Bloemfontein: Sun Press. pp. 11-30.

Pretorius, D, and Schurink, W. (2007). Enhancing Service Delivery in Local Government: the case study of a district municipality. *SA Journal of Human Resource Management*, 5(3), pp. 19-29

Qualitative Report, 8(4):597-606.

Qwabe, B., and Mdaka, P. (2011). Are Ward Committees the "Voice" of Communities? *Recognising Community voice and dissatisfaction*, 64.

Raga, K., Taylor, J.D., and Gogi, A. (2012). Community development workers (CDWs): a case study of the Bitou Local Municipality. TD: *The Journal for Transdisciplinary Research in Southern Africa*, 8(2), pp. 235-251.

Reddy, P., and Maharaj, B. (2008). Democratic decentralisation in post-apartheid South Africa. In Saito, F. (ed). Foundations of local governance: Decentralisation in comparative perspective. Heidelberg: Physica-Verlag.

Republic of South Africa (RSA) (1996). Constitution of the Republic of South Africa. Pretoria: Government Printer

Republic of South Africa (RSA) (1997). White paper on Transformation of Public Service Delivery. Pretoria: Government Printer.

Republic of South Africa (RSA) (1998). White Paper on Local Government, 1998. Pretoria: Government Printer.

Republic of South Africa (RSA) (1998a). Municipal Structures Act (No. 117 of 1998). Pretoria: Government Printer.

Republic of South Africa (RSA) (2000). Local Government Municipal Systems Act 32 of 2000. Pretoria: Government Printer

Rogerson, C.M., and Rogerson, J.M. (2010). Local economic development in Africa: Global context and research directions. *Development Southern Africa*, 27(4), pp. 465-480.

Seidman, I. E. (1991). Interviewing as Qualitative Research: A Guide for Researchers in Education and the Social Sciences. New York: Teachers College Press.

Sekgala, M.P. (2016). Ward committee challenges in South Africa's local municipalities: functions and dysfunctions. *Journal of Public Administration and Development Alternatives (JPADA)*, 1(1.1), pp. 1-14.

Shai, L.K. (2018). Leadership and governance in service delivery at the Greater Tubatse Municipality Limpopo Province in South Africa (Doctoral dissertation, University of Pretoria).

Shaidi, W., Pillay, P., Raga, K. & Taylor, J.D. (2011). An overview of the link between ward committees, development, and community participation with reference to the Nelson Mandela Bay municipality. *Administratio Publica*, 19(2), pp. 115-127.

Sibiya, B.C. (2011). The role of ward committees in enhancing participatory local governance: a case study of KwaMaphumulo Municipality (Doctoral dissertation, University of KwaZulu-Natal).

Sietlholo, S.L (2016). Challenges facing the effective functioning of ward committees as a mechanism to promote local democracy in the Tlokwe City Council's area of jurisdiction. (Doctoral dissertation, North-West University).

121

Sikander, T. (2015). A theoretical framework of local government. *International Journal of Humanities and Social Science*, 5(6), pp. 171-176.

Sikhakane, B. H., and Reddy, P. S. (2009). Local government restructuring and transformation in South Africa with specific reference to challenges faced by Buffalo City Municipality. *Administratio Publica*. 17(4), pp. 232-251.

Silima, T. and Auriacombe, C.J. (2013). The role of ward committees in citizen participation and the socio-economic development of communities. *Administratio Publica*, 21(3), pp. 42-64.

Silima, T.M., 2013. *The role of ward committees in the development of participative governance* (Doctoral dissertation, University of Johannesburg).

Silverman D. (2009). Doing Qualitative Research. 3rd ed. London: Sage.

Silverman, D. (2013). Doing qualitative research: A practical handbook. London: Sage.

Sithole, S.L., and Mathonsi, N.S. (2015). Local governance service delivery issues during Apartheid and post-Apartheid South Africa. *Africa's Public Service Delivery & Performance Review*, 3(3), pp. 5-30.

Smith, T. (2008). The Role of Ward Committees in enhancing Participatory Local Governance and Development in South Africa–Evidence from Six Ward Committee Case Studies. Community Law Centre (University of the Western Cape).

Smith, T., and de Villiers, J. (2009). Are ward committees working? Insights from six case studies. Bellville: Community Law Centre, University of the Western Cape.

South Africa. (1998). Local Government: Municipal Structures Act 117 of 1998. Pretoria: Government Printer.

Taylor, D. (2010). The literature review: A few tips on conducting it. [Online] http://www. writing.utoronto.ca/advice/specific-types-of-writing/literature-review. (Accessed 17 December 2019).

Teles, F. (2012). Local governance, identity, and social capital: a framework for administrative reform. *Theoretical and Empirical Researches in Urban Management*, 7(4), pp. 20-34.

Tenza, N.S. (2017). The effectiveness of public service delivery: evidence from the uBuhlebezwe Local Municipality waste management system (Doctoral dissertation, University of KwaZulu-Natal).

Thabanchu, O.R. (2011). *Enhancing participatory democracy through the ward committee system in Matlosana Local Municipality* (Doctoral dissertation, North-West University).

Theyyan, B., 2018. Arnstein's Ladder of Citizen Participation a Critical Discussion. *International Journal of Asian Academic Research Associates*, pp. 241-247.

Thomas, E., and Magilvy, J.K. (2011). Qualitative rigour or research validity in qualitative research. *Journal for specialists in pediatric nursing*. 16, pp. 151-155.

Thornhill and Madumo, O.S. (2011). The utilisation of ward committees as an effective tool for improving service delivery: A case study. *Administratio Publica*, 19(2), pp. 129-144.

Thornhill, C. (2008). The transformed local government system: some lessons. *Journal of Public Administration*, 43(Special issue 2), pp. 492-511.

Thornhill, C. and Dlamini, K. (2012). Councillor's role in service delivery: the case of Ekurhuleni Metropolitan Municipality.

Thousand Oaks, CA: Sage.

Tirmizi, S.N.A. (2005). The contribution of levels of social capital to community development. (Doctoral dissertation, Iowa State University).

Tshabalala E.L. & Lombard A. (2009). Community participation in the Integrated Development Plan: a case study of Govan Mbeki Municipality. *Journal of Public Administration*, 44(2), pp. 396-409.

Tshiyoyo, M.M., and Koma, S.B. (2011). Local government public service delivery in Africa.

Ubuhlebezwe Local Municipality (2011). Ubuhlebezwe Municipality Integrated Development Plan 2011/2012. Unpublished document.

UBuhlebezwe Local Municipality. (2012). uBuhlebezwe Municipality Integrated Development Plan 2012-2017. Unpublished document.

Ubuhlebezwe Local Municipality. (2016). Ubuhlebezwe Municipality Integrated Development Plan Review 2016-2017. Unpublished document.

Ubuhlebezwe Local Municipality. (2017). Ubuhlebezwe Municipality Integrated Development Plan 2017-2018. Unpublished document.

Ubuhlebezwe Local Municipality. (2017). Ubuhlebezwe Municipality Draft Annual Report 2017-2018. Unpublished document.

Ubuhlebezwe Local Municipality. (2018). Ubuhlebezwe Municipality Integrated Development Plan 2018-2019. Unpublished document.

Van der Waldt, G. (2006). Managing local government performance: key considerations and challenges. *Journal of Public Administration*, 41(2), pp. 128-143.

Van Rooyen, E.J. and Mokoena, S.K. (2013). The role of ward committees towards enhancing public participation: The case of the Mpumalanga Province, South Africa. *Journal of Business and Economics*, 4(8), pp. 761-770.

Waheduzzaman, W. (2007). Conceptualizing People's Participation for Good Governance. In *Managing our intellectual and social capital: proceedings of the 21st ANZAM Conference, 4-7 December 2007, Sofitel Wentworth, Sydney*. Promaco Conventions.

Williams, J.J. (2005). Community participation and democratic practice in post-apartheid South Africa: Rhetoric vs reality. *Critical Dialogue: Public Participation in Review*, 2(1), pp. 19-27.

Williams, J.J. (2008). The politics of social change and the transition to democratic governance: Community participation in post-apartheid South Africa. In Pretorius, J. (ed.) African politics: beyond the third wave of democratisation. Juta: Cape Town.

Yin, R.K (2011). Qualitative Research from Start to Finish. Second ed. New York. The Guilford Publications.

Yunus, R. (2017). Strengthening Social Capital to Enhance Participation in Public Sector. 5(2).

UKZN HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS COMMITTEE (HSSREC)

APPLICATION FOR ETHICS APPROVAL

For research with human participants

Date: 23 January 2020

Greetings prospective participant.

My name is Fisokuhle Mdletshe, I am a Masters candidate studying at the University of KwaZulu-Natal, Howard College Campus, under the School of Built Environmental and Development Studies. The title of my research project is: Ward Committees as mechanisms for promoting community participation and service delivery: A case study of Ubuhlebezwe Local Municipality. The aim of the study is to assess the effectiveness of ward committees as mechanisms for promoting community participation and service delivery. I am interested in interviewing you so as to share your experiences and understanding of the phenomenon.

This study has been ethically reviewed and approved by the UKZN Humanities and Social Sciences Research Ethics Committee (approval number…………………………………….).

In the event of any problems or concerns/questions you may contact the researcher at; Cell Number: 0730334100, email: fisokuhlemdletshe@gmail.com. or the UKZN Humanities & Social Sciences Research Ethics Committee, contact details as follows:

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001

Durban

4000

KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557- Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za.

CONSENT FORM FOR PARTICIPANTS:

I…………………………………………………………………….have been informed about the study entitled Ward Committees as mechanisms for promoting community participation and service delivery: A case study of Ubuhlebezwe Local Municipality by Fisokuhle Mdletshe. I have received, read and kept a copy of the information letter/plain language statement. I have had the opportunity to ask questions about this research and I have received satisfactory answers. I understand the general purposes, risks and methods of this research.

I understand the purpose and procedures of the study.

I understand that the information that I provide will be used for academic purpose only.

I have been given an opportunity to answer questions about the study and have had answers to my satisfaction.

I declare that my participation in this study is entirely voluntary and that I may withdraw at any time without affecting any of the benefits that I usually am entitled to.

I have been informed about any available compensation or medical treatment if injury occurs to me as a result of study-related procedures.

I have been informed that the researcher will never take the pictures during the interview and research process.

I have been informed that the will be no voice recording during interview, the researcher will only use notes book to take notes.

If I have any further questions/concerns or queries related to the study I understand that I may contact the researcher at: Email: fisokuhlemdletshe@gmail.com, Cell: 073 033 4100.

If I have any questions or concerns about my rights as a study participant, or if I am concerned about an aspect of the study or the researchers then I may contact:

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001

Durban

4000

KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557 - Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za.

I hereby provide consent to:

Audio-record my interview / focus group discussion YES / NO

Video-record my interview / focus group discussion YES / NO

Use of my photographs for research purposes YES / NO

_____   _____

Signature of Participant   **Date**

_____   _____

Signature of Witness   **Date**

_____   _____

Signature of Translator   **Date**

Appendix

Data Collection Instruments

Semi-structured interviews with Ward committee members, Ubuhlebezwe Local Municipality officials and ward councillors.

Interview Schedule

Section A: Biographical Information

Section B: Interview Questions

Interview questions for Ward committees.

1. What is the work of the ward committee member in the municipality?

Yini umsebenzi welungu lekomidi lesigceme kumasipala?

2. What is your role as ward committee in promoting of community participation programmes?

Ngabe yini indima yakho njengekomidi lesigceme ekuthuthukiseni izinhlelo zokubamba iqhaza komphakathi?

3. As the Ward Committee member do you find ward committees effective?

Njengelungu leKomidi Lesigceme uthola ukuthi amakomidi ezigceme asebenza ngempumelelo?

4. Do you understand the role and functions of ward committees?

Ngabe uyayiqonda indima nemisebenzi yamakomidi ezigceme?

5. In which ways would you say that ward committees promote community participation and service delivery at Ubuhlebezwe Local Municipality?

Ungasho ngaziphi izindlela ukuthi amakomidi ezigceme akhuthaza ukubamba iqhaza komphakathi kanye nokulethwa kwezidingo kuMasipala Wendawo waseBuhlebezwe?

6. What are the stumbling block towards maximizing public participation of ward committees' level within Ubuhlebezwe Local Municipality?

Yisiphi isikhubekiso ekwandiseni ukubamba iqhaza komphakathi emazingeni amakomidi ezigceme noMasipala waseKhaya wase Ubuhlebezwe?

7. What are the mechanisms and systems exist at Ubuhlebezwe Local Municipality in linking ward committees to community participation.

Yiziphi izinqubo nezinhlelo ezikhona kuMasipala wase Ubuhlebezwe ekuxhumaniseni amakomidi ezigceme nasekuzihlanganyeleni komphakathi.

8. How does Ubuhlebezwe Local Municipality ensure the functioning of ward committees?

UMasipala wasekhaya wase Ubuhlebezwe ukuqinisekisa kanjani ukusebenza kwamakomidi ezigceme?

9. What is your understanding about the legislation governing ward committees in Ubuhlebezwe Local Municipality?

Ngabe ukuqondeni kwakho mayelana nemithetho elawula amakomidi ezigceme kuMasipala Wendawo waseBuhlebezwe?

Interview Guide for Ubuhlebezwe Municipality Officials

1. Who facilitated the establishment of ward committees in the Ubuhlebezwe Local Municipality?

Ngubani olekelele ukusungulwa kwamakomidi ezigceme kuMasipala wase Ubuhlebezwe?

2. What, in your opinion, are the main objectives of ward committees in the Ubuhlebezwe Local Municipality?

Ngabe yini umbono wakho, Ngabe yini inhloso esemqoka yamakomidi ezigceme kuMasipala wase Ubuhlebezwe?

128

3. In which ways would you say that ward committees promote community participation and service delivery at Ubuhlebezwe Local Municipality?

Ungasho ngaziphi izindlela ukuthi amakomidi ezigceme akhuthaza ukubamba iqhaza komphakathi kanye nokulethwa kwezidingo kuMasipala Wendawo waseBuhlebezwe?

4. Which public participation strategies does the Ubuhlebezwe Local Municipality often pursue to engage communities at ward level?

Ngabe amakomidi ezigceme kuMasipala wase Ubuhlebezwe aphethwe ngamalungu eqembu elithile lepolitiki?

5. What are the mechanisms and systems exist at Ubuhlebezwe Local Municipality in linking ward committees to community participation.

Yiziphi izinqubo nezinhlelo ezikhona kuMasipala wase Ubuhlebezwe ekuxhumaniseni amakomidi ezigceme nasekuzihlanganyeleni komphakathi.

6. What are the stumbling block towards maximizing public participation of ward committees' level with Ubuhlebezwe Local Municipality?

Yisiphi isikhubekiso ekwandiseni ukubamba iqhaza komphakathi emazingeni amakomidi ezigceme noMasipala waseKhaya wase Ubuhlebezwe?

7. Can you tell me how ward committees are involved in your municipal service delivery issues ?

Ungangitshela ukuthi amakomidi ezigceme abandakanyeka kanjani ezindabeni zokulethwa kwezidingo zikamasipala wakho?

8. What is your understanding about the legislation governing ward committees in Ubuhlebezwe Local Municipality?

Ngabe ukuqondeni kwakho mayelana nemithetho elawula amakomidi ezigceme kuMasipala Wendawo waseBuhlebezwe?

Focus Group Interview Guideline for Ubuhlebezwe Local Municipality

1. Who facilitated the establishment of ward committees in the Ubuhlebezwe Local Municipality?

Ngubani olekelele ukusungulwa kwamakomidi ezigceme kuMasipala wase Ubuhlebezwe?

2. What, in your opinion, are the main objectives of ward committees in the Ubuhlebezwe Local Municipality?

Ngabe yini umbono wakho, Ngabe yini inhloso esemqoka yamakomidi ezigceme kuMasipala wase Ubuhlebezwe?

3. In which ways would you say that ward committees promote community participation and service delivery at Ubuhlebezwe Local Municipality?

Ungasho ngaziphi izindlela ukuthi amakomidi ezigceme akhuthaza ukubamba iqhaza komphakathi kanye nokulethwa kwezidingo kuMasipala Wendawo waseBuhlebezwe?

4. Which public participation strategies does the Ubuhlebezwe Local Municipality often pursue to engage communities at ward level?

Yimaphi amasu wokubamba iqhaza komphakathi lapho uMasipala wasekhaya wase Ubuhlebezwe uvame ukulandela ukuhlanganyela nemiphakathi ezingeni lewadi?

5. What are the mechanisms and systems exist at Ubuhlebezwe Local Municipality in linking ward committees to community participation.

Yiziphi izinqubo nezinhlelo ezikhona kuMasipala wase Ubuhlebezwe ekuxhumaniseni amakomidi ezigceme nasekuzihlanganyeleni komphakathi.

6. What are the stumbling block towards maximizing public participation of ward committees' level with Ubuhlebezwe Local Municipality?

Yisiphi isikhubekiso ekwandiseni ukubamba iqhaza komphakathi emazingeni amakomidi ezigceme noMasipala waseKhaya wase Ubuhlebezwe?

7. Can you tell me how ward committees are involved in your municipal service delivery issues ?

Ungangitshela ukuthi amakomidi ezigceme abandakanyeka kanjani ezindabeni zokulethwa kwezidingo zikamasipala wakho?

8. What is your understanding about the legislation governing ward committees in Ubuhlebezwe Local Municipality?

Ngabe ukuqondeni kwakho mayelana nemithetho elawula amakomidi ezigceme kuMasipala Wendawo waseBuhlebezwe?

Observation Guide:

THE SEMI-STRUCTURED OBSERVATION GUIDE.

Research Focus: Here the focus is on observing how the ward committee members and municipal officials interact with each other. The schedule is semi-structured because it's simple focuses on looking at looking at what ward committee members do and how they respond in each other. There is a lot of information for the researcher to capture about what is happening.

Ward Committee and municipal officials meeting Observation			
Site location: Ubuhlebezwe Local Municipality.	Date	Start Time	Stop Time
	Ward committees and municipal official interaction.	**Ward committees and municipal officials' responses.**	
	Focus observation on how the ward committees executes their duties and understand the role and functionality of their structures, the quality of leading discussion and any issues observed.	Focus on understanding and misunderstanding revealed by ward committees in responses to municipal officials, or in groups and pairs.	
Lesson 1			

Lesson 2		
Lesson 3		

DANYMICS AND ISSUES TO OBSERVE

To observe the role and functions of ward committees	
To observe how does Ubuhlebezwe Local Municipality ensure that ward committees are involved in service delivery issues.	
To observe the understanding about the legislation governing ward committees in Ubuhlebezwe Local	

132

Municipality.	
To observe the mechanisms and systems that exist at Ubuhlebezwe Local Municipality in linking ward committees to community participation.	

OTHER NOTES

Other Notes 1	
Other Notes 2	
Other Notes 3	
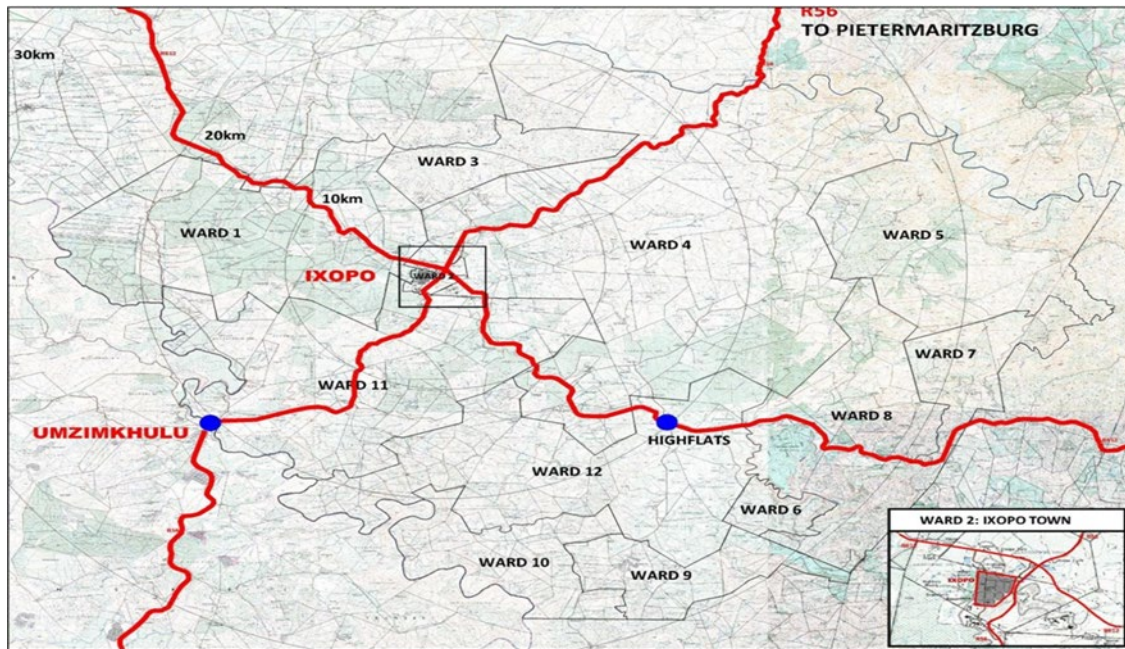
Map 1: Ubuhlebezwe Local Municipality.

Table 4.1 Demographic profile of Ubuhlebezwe Local Municipality.

DEMOGRAPHIC PROFILE OF UBUHLEBEZWE LOCAL MUNICIPALITY	
Coordinates	30°09′S 30°05′E
Area	1,604.03 km²
Population	118 346
Density	63/km² (160/sq mi)
Number of wards	14

Source: Ubuhlebezwe Local Municipality Profile

Table 4.2: Participants Demographic Profile

Participants (Code Names	Gender	Age	Language	Qualification	Position
BTT1	Male	59 years	IsiZulu	Diploma	Speaker
BTT2	Male	36 years	IsiZulu	Undergraduate	Deputy Mayor
BTT3	Male	29 years	IsiZulu	Matric certificate	Ward Councillor
BTT4	Female	30	IsiZulu	Matric certificate	Ward Committee Member
BTT5	Female	29	IsiZulu	Matric certificate	Ward Committee Member
BTT6	Male	27	IsiZulu	Matric certificate	Ward Committee member
BTT7	Male	31 years	IsiZulu	Matric certificate	Ward committee members
BTT8	Female	28 years	IsiZulu	Matric certificate	Ward committee member
BTT9	Female	26 years	IsiZulu	Matric certificate	Ward committee member
BTT10	Female	29 years	IsiZulu	Matric certificate	Ward committee member
BTT11	Female	32 years	IsiZulu	Matric certificate	Ward committee

					member
BTT12	Male	37 years	IsiZulu	Matric certificate	Ward committee member
BTT13	Male	32 years	IsiZulu	Matric certificate	Ward committee member
BTT14	Male	35 years	IsiZulu	Matric certificate	Ward committee member
BTT15	Male	33 years	IsiZulu	Matric certificate	Ward committee member
BTT16	Male	31 years	IsiZulu	Matric certificate	Ward committee member
BTT17	Female	29 years	IsiZulu	Matric certificate	Ward committee member
BTT18	Female	30 years	IsiZulu	Matric certificate	Ward committee member
BTT19	Female	38 years	IsiZulu	Matric certificate	Ward committee member
BTT20	Male	29 years	IsiZulu	Matric certificate	Ward committee member
BTT21	Male	34 years	IsiZulu	Matric certificate	Ward committee member
BTT22	Male	27 years	IsiZulu	Matric	Ward

				certificate	committee member
BTT23	Male	38 years	IsiZulu	Matric certificate	Ward committee member
BTT24	Male	40 years	IsiZulu	Matric certificate	Ward Committee member

Source: Researcher's analysis