AN ASSESSEMENT OF THE EFFECTIVENESS OF PUBLIC PARTICIPATION PROGRAMMES ON SERVICE DELIVERY IN THE CAPRICORN DISTRICT MUNICIPALITY, LIMPOPO PROVINCE

by

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DECLARATION

I, Malebese Alexander Mosotho declare that the mini-dissertation hereby submitted to the University of Limpopo, for the degree Masters of Public Administration has not previously been submitted by me for a degree at this or any other university; that it is my work in design and in execution, and that all material contained herein has been duly acknowledged.

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MOSOTHO, M.A (Mr)   **Date**

Acknowledgements

Abstract

The study has focused on the evaluation of effectiveness of public participation programmes towards service delivery within the Capricorn District Municipality. Public participation is supported by various pieces of legislation, such as the Constitution (1996) and the Municipal Systems Act (2000), which has placed the community at the centre of development in the local government sphere. It also occupies a key position for development within local government, as it is important in assessing successes and failures of programmes.

In this study, the researcher used interview schedules as an instrument to assess the effectiveness of public participation programmes towards service delivery within the Capricorn District Municipality. The researcher used this instrument to get the views of the respondents - in this case ward committees - about effectiveness of public participation programmes in the Aganang and Blouberg Local Municipalities as the area of the study.

The findings of the research revealed that there is lack of effective participation in municipal programmes by the community due to a lack of confidence in the local authority, in terms of providing regular feedback on commitments made about service delivery. The findings also revealed that a lack of education plays a significant role for the effective participation of communities within the municipal programmes.

Based on the findings of the research, recommendations were made that mechanisms should be implemented to monitor the impact of public participation programmes, building community capacity to engage with municipalities as well as strengthening current public participation mechanisms (such as the IDP consultation process, public hearings and outreach programmes).

List of Abbreviations

ANC	: African National Congress
CDM	: Capricorn District Municipality
CDW	: Community Development Workers
DPLG	: Department of Provincial and Local Government
IDP	: Integrated Development Plan
LM	: Local Municipality
MSA	: Municipal Systems Act
MSA	: Municipal Structures Act
NGO	: Non- Governmental Organizations
NPFPP	: National Policy Framework on Public Participation
RDP	: Reconstruction and Development Programme
SALGA	: South African Local Government Association
Stats SA	: Statistics South Africa
WPLG	: White Paper on Local Government

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CHAPTER ONE

1.1 Introduction/background

Capricorn District Municipality (CDM) is one of the five District Municipalities in Limpopo Province, and incorporates Polokwane City. It is mainly dominated by rural municipalities with five local municipalities, which are, Aganang, Blouberg, Lepelle-Nkumpi, Molemole and Polokwane Municipalities. The District Municipality shares borders with Vhembe on North, Mopani on East, Sekhukhune on South and Waterberg on West. It was established in 2000 in terms of the provision of the Local Government Municipal Structures Act 117 of 1998, as Category C municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

According to Statistics South Africa (**Community Survey, 2007**), the total population of CDM is estimated at 1 243 167. A total of 285 565 households live in the district municipal area and the average household size is 6.1 person.

A significant proportion of this population, around 45%, which 561 772 concentrated in the Polokwane Local Municipality. The other two local municipalities which have significant populations are the Lepelle-Nkumpi and Blouberg local municipalities with around 19% (241 414) and 16% (194 119) respectively. While Aganang and Molemole local municipalities contribute around 12% (145 454) and 8% (100 408) of the district population respectively (*Integrated Development Plan, 2011/12*).

Table 1: Demographic figures for Capricorn District Municipal Area

Municipality	Population (2007)	No of Households	Average Household size	% of District Population
Aganang	145 454	33 826	6.39	12.79
Blouberg	194 119	35 598	5.72	13.97
Lepelle-Nkumpi	241 414	58 483	6.35	19.74

Molemole	100 408	27 296	5.52	9.48
Polokwane	561 772	130 361	6.67	44.02

Community Survey, 2007

The purpose of this research is to assess the effectiveness of public participation programmes in towards service delivery within CDM in the Limpopo Province. These public participation programmes include, among others, municipal council outreach, community consultations through the Integrated Development Plan (IDP) and Public Hearings.

Local government policy has proposed a greater degree of local public participation over the past decades. Theron (2005b:113) highlighted that "public participation is an inclusive concept which acts as an umbrella term for a new style of development planning intervention". The statement clearly emphasis the importance of public participation at local sphere by communities towards effective service delivery and contributing to developmental local government. The question would therefore be, to what extent do elected political leadership (Ward Councilors and Mayors) at local government to understand the importance of public participation programmes towards service delivery in communities?

Over decades local government as a third sphere has been faced with lack of participation by citizens in their own development either because of ignorance or illiteracy. This problem has contributed to a situation where the leadership of government has to make decisions on behalf of communities on the kinds of services they need, which at the end are not necessarily what the communities want.

According to Masango (2002: 52), before democratic dispensation in South Africa, apartheid deprived good public participation policy making and implementation in all three spheres of government. As a result of this, a majority of black South African were not afforded an opportunity to contribute to the process of developing and implementing policies that affected them particularly with regard to their participation.

The National Policy Framework on Public Participation (2005:5) further highlighted that the struggle against apartheid left a powerful legacy of community management, community-based organizing and mobilizing against the overwhelming power of the apartheid state, contrasting with a widespread feeling of passivity and dependence on government.

It is appropriate to follow on, after the policy, with the issue of public participation and consultation, as a means of reducing autocratic behavior and involving the people in government in order to direct efforts at the real needs of society (Craythorne, 1997: 97).

This statement emphasizes the importance of public participation, as a direct interaction between political leadership (government machinery) in municipalities and communities in addressing the basic needs, such as water and electricity among others in the community at local government level. The problem of public participation is also strongly related to the problem of public apathy.

Since 2000, South African local government has committed itself to ensure a wide range of participatory processes. The Constitution of the Republic of South Africa (Act no.108 of 1996) mandates local government to provide a democratic and accountable local government and encourage the involvement of communities and community organizations in the matters of local government.

Mathekga and Buccus (2006: 11) argued that while the institutions of local government have been created with genuine intentions to positively affect and to bring about social and economic delivery at local government, these institutions have not been able to live up to expectations.

These measures were introduced to entrench public participation and also introduced to transform the local government functions emphasizing development rather than regulations as was under the previous dispensation. The municipalities are, in terms of Municipal Systems Act No. 32 of (2000), legally committed to involve community organizations in the formulations of budgets, planning and development priorities, which are done through the process of integrated development planning.

The Municipal Systems Act 32, 2000 defines "the legal nature of a municipality as including the local community within the municipal area, working in partnerships with the municipality's political and administrative structures to provide for community participation". According to Section 4 of the Municipal Systems Act, the Council of the municipality has the duty to

encourage the involvement of the local community and to consult the community about the level of quality, range and impact of municipal services provided by the municipality, either directly or through another service provider in this instance Municipal entity.

The establishment of a community forum could also solve the problem of lack of public participation in that a forum can bring together various interest groups, (Hanekom, 1987: 35). This forum is very important towards ensuring that community members and interest groups (Non-Governmental Organizations) participate effectively in the municipal programs aimed at bringing about change in the community in terms of service delivery. Without community participation, democratic developmental local government will cease as democracy. Participatory democracy insists, therefore, that community participation should be encouraged by those in power (Sefala, 2009: 1165).

1.2 Problem statement

Brynard and Hanekom (1997: 15) indicated that scientific investigation can only be effective with a well-defined problem statement, which guides and focuses on both planning of research and research itself.

The Constitution of South Africa states that it is the objective of local government to "encourage the involvement of communities and community organizations in the matters of local government". Institutions of local government should provide an environment to ensure that public participation opportunities are harnessed through decentralization of decision making and availing resources to local communities.

Despite this provision there is still lack of participation by rural communities in local government programmes, such as IDP consultations and Imbizos that seeks to influence service delivery in many municipalities. The problem is that rural communities often have low literacy levels, lack the knowledge and understanding of local government issues, and understanding of benefits of their participation to their lives. They often do not know their rights, roles and responsibilities in the municipal programs, and do not know structures they can use for participation and how they can participate effectively in the process.

These communities often lack the necessary knowledge, information, expertise and capacity to participate meaningfully in the IDP process, particularly in decision-making. Rural communities cannot access IDP related information and there is often lack of resources to capacitate them

This is despite mechanisms, which exist for civil society structures and individual members of the public to participate in the decision-making processes of government structures. What is evident, however, is that participation without the desired effect on the outcome of the process is tantamount to tokenism, effectively rendering the role of community participation into a futile exercise.

Experience also shows that various structures of local government, such as Ward Committees are not opposed to public participation, but rather that they are not able to manage this process effectively. This problem contributed negatively towards provision of quality services to the community and as a result of this protest started as a feedback towards poor or absence of service delivery.

Community Participation Policy (2006: 14) emphasizes that people at the grassroots level do not have knowledge on how government structures function, this makes it difficult for them to have meaningful and effective means of participation.

Although research has been done on public participation in Local government affairs in the most affluent areas of South Africa as well as the townships which are semi-urban, little has been done on capacitating rural communities to participate actively and meaningfully in public participation programs in influencing service delivery in their municipalities. Little or no training, skills development and provision of appropriate information have been done to enable them to participate effectively and to engage political leadership in meaningful discussions on IDP related programs in their own local authorities.

It is through this research that various factors will be assessed which have an influence on the effectiveness of public participation towards service delivery in local municipalities within the District. Although public participation is considered a critical element in service delivery, there

is still exist incidences where local government ignores the potential of such public participation. In reality most local governments reflect just the rhetoric, bureaucratic and project based approach that is aimed at community management instead of community participation.

1.3 Purpose and objectives of the study

The purpose of the research is to evaluate the effectiveness of public participation programmes in influencing service delivery in the Capricorn District Municipality. The importance of public participation programmes will also be outlined in this study, which is essential for influencing service delivery within the District. The research recognizes and takes into account the roles played by communities, Ward Councilors and Ward Committees in ensuring effectiveness of public participation programmes.

To that end, it will identify the role played by community structures such as Ward Committees in supporting and strengthening public participation programmes. The study attempts to offer alternatives to public participation challenges faced by Local Municipalities within the District.

The study also attempts to provide a better understanding relating to challenges hampering public participation of communities in municipalities, as well as offer possible alternatives and mechanisms in addressing such challenges. Opportunities afforded to communities in terms of various legislation towards gaining greater benefits from public participation will be explored.

The research will also investigate and relate legislation on public participation, providing an overview on the public participation, and identifying the constraints hindering effective public participation and providing alternative solutions to public participation.

The interest on effectiveness of public participation programmes in influencing service delivery can be attributed to the fact that public participation serves as a mechanism through which service delivery can be achieved. Evidence also suggests that public participation plays a major role in municipality's effort to secure basic needs and to sustain livelihood of communities.

Objectives

The objectives of the study are:

Firstly to review effectiveness of the current models of public participation programs in the District, including those of Local Municipalities;

Secondly, to develop and implement District-wide model for effective public participation programs; and

Lastly to make findings and recommendations on the effectiveness of public participation programmes towards service delivery in the District.

The study will attempt to offer insight into various pieces of legislation relating to public participation, so as to enable better understanding of the changing nature of public participation in addressing issues of service delivery and developmental local government. Legislation such Municipal Systems Act will be discussed in order to gain a better understanding of the importance of public participation in influencing service delivery.

1.4 Hypothesis and research question

The primary hypothesis is that effective public participation contributes towards addressing service delivery problems in municipalities, but lack of support for public participation programmes results in poor service delivery and strain relationship between communities and municipalities in the District. The research hypothesis is that if there is lack or poor support by both political and administrative leadership in municipalities on various programmes relating to public participation, then the District's service delivery challenges will not be solved.

The research will try to answer the following question:

How effective are the current public participation programmes in towards service delivery with the Capricorn District Municipality?

1.5 Limitations of the study

Although public participation has been a key focus of a number of research publications, it is unclear whether this has led to change in how public participation at local government has been perceived by leadership in influencing service delivery in municipalities. In order for public participation to be effective at local government sphere, intervention by political and administrative leadership is required in the short and long-term to facilitate improvement in the lives of communities.

1.6 Chapter layout

Chapter 1 is the introduction and explains the background to the study. The chapter outlines the problem statement and objectives of the study.

Chapter 2 focuses on the literature review and legislative framework on public participation.

Chapter 3 outlines the research methodology, study area, sampling and ethical consideration.

Chapter 4 reports the analysis and findings of the study.

Chapter 5 will draw the conclusion, as summary of the entire study, in light of the discussions, objectives, data collected and literature review. Lastly, it provides the recommendations of the study.

CHAPTER TWO
LITERATURE REVIEW ON PUBLIC PARTICIPATION AND LEGISLATIVE
FRAMEWORK

2.0 Introduction

The chapter provides a review of existing literature on public participation in influencing service delivery within the three spheres of government. The literature will assist in assessing how previous researchers have tackled the issue of public participation as part of programmes at local government level to influence, among others, service delivery. It will also elaborate on opportunities and challenges of public participation programmes in influencing service delivery.

It is of great significance and beneficial to do review existing literature on the research topic because the knowledge from secondary data, such as textbooks, journals is useful in understanding effective public participation programmes or mechanisms that will influence service delivery in rural communities and within municipalities.

2.1 Definition of concepts

The study presents definition of concepts used and legislative framework governing public participation. It further presents the rationale for public participation, factors affecting rural communities' participation in local development planning processes, capacity building programmes, strategies and policies used to improve public participation during formulation, implementation and monitoring of local government development plans, as well as the factors considered in designing capacity building programmes for improving participation of people staying in rural areas in local development planning.

- **Public Participation**

For the last twenty years, the concept of public participation has been widely used in the discourse of development. For much of this period the concept has referred to participation in the

social arena, in the community or development projects. It has an array or diversity of meanings. For example, public participation is often viewed as the ownership of the development process, bottom-up planning, grassroots planning, public involvement, participatory planning, democratic planning, and collaborative planning.

Municipal Systems Act 32 of 2000 provides for municipality to encourage involvement of local community through mechanism established, such as, ward meetings, Integrated Development Planning (IDP) meetings and Imbizo programmes. It is important that municipal Councils should constantly consult the community about the level of quality, range and impact of municipal services provided by the municipality, which is key to determine the level of services required by the community.

Houston *et al* (2001: 206) are of the view that the legislation governing 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 issues of development within their wards. There are also various structures, such as Ward Committees at local government established to ensure promotion of public participation and these committees were introduced at local government level to facilitate public participation and informing municipalities about the needs and challenges in the communities, such as water. Brynard (1996: 40) explains public participation as a two-way communication process between the public and the government through their elected local authorities.

The District must ensure promotion of public participation, which is aimed at including communities in the planning and implementation processes of the programs being run by the municipality. Through promotion of service delivery, there is a need therefore to have public participation.

It is also supported by various pieces of legislation, such as South African Constitution Act 108 (1996), which obliges local government, in this case a municipality to encourage the involvement of communities and community organizations in local government development.

- **Community participation**

Community participation implies the involvement of ward councillors, ward committee members, business people, traditional leaders and other people in local municipalities in the planning process, including strategies, performance management as well as projects implementation and monitoring. It refers to participation of the above categories of the people in identifying their own developmental needs and prioritization of these needs, finding solutions together with the municipality. Brynard (in Bekker 2004: 44-45) states the following specific objectives of community participation thereby encouraging participants to:
- Provide information to communities,
- Obtain information from and the community and
- Improve decisions, programmes, projects and services.

- **Ward**

A ward in this study refers to "a small unit of a local authority, like a neighbourhood, or suburb that can elect a ward councillor to represent residents of the respective community on the local authority/ municipal council" (DPLG, 2005: 75).

- **Ward Committee**

The Municipal Structures Act (Act 117 of 1998) makes it compulsory for each ward to have a committee. The ward councillor leads the process of establishing a ward committee. The councillor in consultation with the people nominates members of the committee. Two models can be applied to establish a ward committee.

A ward committee can either be a fully representative ward body enjoying full legitimacy but lack basic capacity to lead community participation in development and democracy, or be less representative in terms of members being members of sector structures, but possess reliable capacity to lead development and effect participatory democracy (DPLG, 2005).

The former model involves a process where all sectors in the community are identified, for example, youth, women and the unemployed etc (SALGA, 2006). Each sector nominates a

person who will represent them in the ward committee and it results into a ward committee that is representative of all interest groups in the community (SALGA, 2006).

The council will then put resources aside for orientation training of all ward committee members in local municipalities. Some of the disadvantages of this model are that some sectors may not be organized. When a sector is not organized it will result in a situation where there is no legitimate representation.

A sector representative may fail to perform up to the expectations of the sector and as a result there will be a problem of sectors changing representatives too often such that group cohesion at ward committee level is never achieved. The second model of establishing a ward committee involves nominating people with proven interest and potential in a particular sector and allocated a responsibility of representing a sector in the ward committee (SALGA, 2006). A sector development strategy is then developed which will put pressure on the representatives to do sector organizing work while operating as a ward committee (SALGA, 2006).

A ward committee can either be a fully-representative ward body enjoying full legitimacy but lack basic capacity to lead community participation in development and democracy, or be less representative in terms of members being members of sector structures, but possess reliable capacity to lead development and effect participatory democracy (DPLG, 2005).

- **Community Development Workers**

Are special public servants who are undergoing training to enable them to enter communities and households, engage with citizens and determine what services are needed, to ensure that these services are made available. They often act as a link between communities and local government and other statutory bodies. They are frequently involved in addressing inequality, and projects often target communities perceived to be culturally, economically or geographically disadvantaged.

- **Consultation**

According to Craythorne (1997: 99), consultation involves a process of communication between the government and the governed (community) is dealing with a public issue. Consultation also refers to a process of seeking information or advice. Consultation between the local government and participants is a two-way process, where each has something the others wants. Therefore, consultation is a form of participation in which information is made available and opinion of participants is elicited.

2.2 Public participation in local government context

Houston *et al* (2001: 206) are of the view that the legislation governing 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 issues of development within their wards. Burbridge (1988: 189) states the concept of public participation is organized efforts to increase control over resources and regulate institutions, on the part of groups and movements of those hitherto excluded from such control.

There are also various structures, such as Ward Committees at local government established to ensure promotion of public participation and these committees were introduced at local government level to facilitate public participation and informing municipalities about the needs and challenges in the communities, such as water and sanitation.

The District should ensure promotion of public participation, which is aimed at including communities in the planning and implementation processes of the programs being run by the municipality. Through promotion of service delivery, there is a need therefore to have public participation. Public participation is supported by various pieces of legislation, such as South African Constitution Act 108 (1996), which obliges local government, in this case a municipality to encourage the involvement of communities and community organizations in local government development.

For the last twenty years, the concept of public participation has been widely used in the discourse of development. For much of this period the concept has referred to participation in the

social arena, in the community or development projects. It has an array or diversity of meanings. For example, public participation is often viewed as the ownership of the development process, bottom-up planning, grassroots planning, public involvement, participatory planning, democratic planning, and collaborative planning.

Municipal Systems Act 32 of 2000 provides for municipality to encourage involvement of the local community through mechanism established, such as, ward meetings, Integrated Development Planning (IDP) meetings and Imbizo programs. It is important that municipal councils should constantly consult the community about the level of quality, range and impact of municipal services provided by the municipality, which is key to determine the level of services required by the community.

For the purpose of this study the "public" refers to the community, which in this case would mean all people living in a particular area (ward), irrespective of their educational level or gender. It is therefore important to highlight that it is the local communities whose interests are sought to be served by a particular developmental initiative that should propose the need for changes that could be realized by means of a developmental project (s).

Mzimakwe, (2010: 501) argues that public participation and engagement in the administration and governance of a state is essential if such a state is to function efficiently and effectively. This process of public participation is seen as an organized effort to increase control over resources and regulatory institutions by groups and other functionaries excluded from exercising such control. Pollitt (2007: 99) maintains that public participation is the most active form of relationship, where citizens are directly engaged with the decision-making process. It is also fundamental in sustaining democracy and promotion of good governance in local government, particularly municipalities.

2.2.1 Why Public Participation
Public participation in local governance is a popular idea in current political thinking across the globe. The reason for this are many, including among others, participation and decentralization

Comment [MSOffice2]: Mzimakwe does not own a journal. Just say what he said.

have become central elements of the dominant developmental model employed by the World Bank, United Nations and other agencies over the last twenty years.

2.2.2 Ladders of citizen participation

Arnstein (1969) formulated eight steps ladder participation model,

Figure 1. Eight ladder of citizen participation
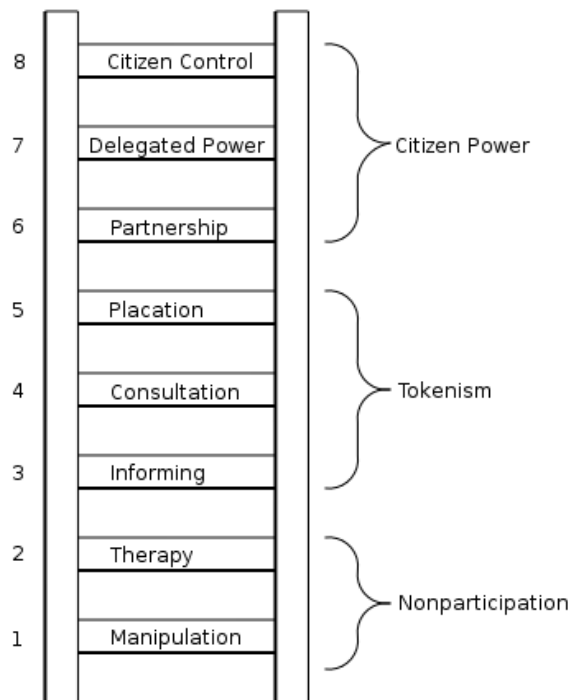
Source: A ladder of citizen participation by Sherry R Arnstein

At the bottom ladder, the local council pretends to consult to legitimize a process without real consultation taking place, at the second ladder (therapy) the decisions are made without agreement from the community and involves announcement of what has happened or about to happen, at the third ladder (informing) the community is provided with information from council, this may be through report back meeting to the community and the comments by the community may not be taken into account, at the fourth ladder (consultation) the community is

given information about a project and ask to make comments, comments are made through public meetings, at the fifth ladder (placation) comes from the word "placate" which means to pacify or concile, the council pays lip service to the ideas and suggestions of the community to keep them happy but does not act on any of the suggestions, at the sixth ladder (partnership) the community and council work together and jointly contribute to planning and decision making and ultimately the council has the final say, at the seventh ladder (delegated power) the council has the responsibility for making decisions and funding projects, but they can however make delegate some responsibility representative of the community to help them fulfil the task and on the eighth ladder (citizen control) the community take responsibility for their own development and do not depend on council or municipality.

2.2.3 Different types of participation highlighted in the table below

Table 2: Different types of participation

Type	Characteristics
Token participation	This is where people sit on official committees but have no real power to make decisions.
Passive participation	People are told what has been decided or happened. Their opinions and responses are not asked for.
Consultative participation	People are consulted or answer questions by external agents who define the problems and gather and analyse the information based on their definition. Agents are not obliged to include the views of citizens.
Participation for material gain	People only participate for financial gain. They have no real interest or commitment to the process or the outcome of the process as long as they receive payment for their participation.
Functional participation	Citizens participate at the request of external agencies to meet objectives that have already been set
Interactive participation	People participate in joint analysis and the development of action plans through shared decision-making and agreeing on priorities.
Self mobilisation	People initiate actions on their own and develop contacts with external agencies to help them realise these initiatives through resources or

	technical advice or both.

2.2.4 Principles of Community Participation

National Policy Framework on Public Participation, 2007: 21-22 outlines the following key principles of community participation:

☐**Inclusivity** - embracing all views and opinions in the process of community participation.

☐**Diversity** – in a community participation process it is important to understand the differences associated with race, gender, religion, ethnicity, language, age, economic status and sexual orientation. These differences should be allowed to emerge and where appropriate, ways sought to develop a consensus. Planning processes must build on this diversity.

☐ **Building community participation** – capacity-building is the active empowerment of role players so that they clearly and fully understand the objective of community participation and may in turn take such actions or conduct themselves in ways that are calculated to achieve or lead to the delivery of the objectives.

☐ **Transparency** – promoting openness, sincerity and honesty among all the role players in a participation process.

☐ **Flexibility** – the ability to make room for change for the benefit of the participatory process. Flexibility is often required in respect of timing and methodology. If built into the participatory processes upfront, this principle allows for adequate public involvement, realistic management of costs and better ability to manage the quality of the output.

☐ **Accessibility** – at both mental and physical levels - collectively aimed at ensuring that participants in a community participation process fully and clearly understand the aim, objectives, issues and the methodologies of the process, and are empowered to participate effectively. Accessibility ensures not only that the role players can relate to the process and the

issues at hand, but also that they are, at the practical level, able to make their input into the process.

☐ **Accountability** – the assumption by all the participants in a participatory process of full responsibility for their individual actions and conduct as well as a willingness and commitment to implement, abide by and communicate as necessary all measures and decisions in the course of the process.

☐ **Trust, Commitment and Respect** – Above all, trust is required in a public participatory process. Invariably, however, trust is used to refer to faith and confidence in the integrity, sincerity, honesty and ability of the process and those facilitating the process. Going about participation in a rush without adequate resource allocations will undoubtedly be seen as a public relations exercise likely to diminish the trust and respect of community in whoever is conducting the process in the long term, to the detriment of any community participation processes.

☐ **Integration** – that community participation processes are integrated into mainstream policies and services, such as the IDP process, service planning.

2.2.5 Ward Committees, their role and functions in promoting public participation

From a broader view of community participation, the legislation on local government set clear mechanism for the establishment of the ward committees as a structure to liaise with the municipalities. Establishing ward committee is mandatory for municipalities, as representatives of the community. However legislation makes it mandatory for municipalities to develop mechanisms to consult and involve communities in the affairs of the municipality and its processes. It would seem that most municipalities have chosen to establish ward committees to comply with this aspect of the legislation on citizen participation.

Municipalities are obliged to develop lasting and successful model by ensuring that participation takes place through these established structured and as are institutionalised. They are a creation of legislation, the Municipal Structures Act, giving effect to the Constitution of the South Africa.

Ward Committees are a part of local government and an important way of achieving the aims of local governance and democracy as mentioned in the Constitution, 1996. These structures are a committee of not more than 10 members of a ward and ward councillor is the chairperson. Its role is to facilitate participatory democracy; disseminate information; help rebuild partnership for better service delivery; and assist with problems experienced by the community at ward level. A general understanding has emerged that ward committee is an area based committee. Ward committee Resource book (2005: 20) provide this information about the ward committees:

• Are made up of representatives of a particular ward,

• Are made up of members who represent various interests within a ward,

• Are chaired by the Ward Councilor,

• Give the community members the opportunity to express their needs, opinions on issues that affect their lives and to have them heard at the municipal level via ward councilor,

• Are advisory bodies created within the sphere of the community to assist the ward in carrying out his or her mandate in the most democratic manner. In other words, ward committees have been tasked to raise issues about the local ward, link Communities and Municipal, and participate on behalf of the community in the planning, decisions, integrated development plans, performance management and in all the budgetary processes.

The ward participatory system of municipal government allows for the establishment of ward committees to facilitate public participation within the wards. They facilitate public participation in several processes at local level including: the formulation of the budget and by-law process, area-based management of municipal employees and official by seeking community input and monitoring of the performance management system and assessing key performance indicators, and the development of the Integrated Development Plan. The establishment of Ward Committees or sub-councils as advisory bodies also helps to channel community needs and recommendations to the council.

2.2.6   Basic assumptions underlying public participation

In terms of the National Policy framework on public participation, 2007: 15 there are basic assumptions underlying public participation includes, promoting the values of good governance

and human rights, acknowledges a fundamental right of all people to participate in the governance system, narrow the social distance between the electorate and elected institutions, recognising the intrinsic value of all communities, investing in their ability to contribute to governance processes, participation of people as individuals, interest groups or communities more generally;

2.2.7 The Benefits of Public Participation

Experience around the world suggests that improving public participation in government can enhance good governance in at least eight important ways which are set out in the table hereunder:

Table 3: Benefits of Public Participation

The Benefits of Public Participation	
1	Increased level of information in communities
2	Better need identification for communities
3	Improved service delivery
4	Community empowerment
5	Greater accountability
6	Better wealth distribution
7	Greater community solidarity
8	Greater tolerance of diversity

These benefits will be expanded on in the following paragraphs

Increased level of information in communities: One of the most common ways public participation improves governance is by increasing levels of information about local government in communities.

Improved Need Identification for Communities. A second benefit of public participation is improved need identification for communities. Bearing in mind that Section 153(a) of the Constitution lists as a key duty of a municipality to manage its administration , budgeting and planning processes to give priority to the basic needs of the community', this is of particular importance.

Improved Service Delivery: A third benefits concerns improved service delivery. It is clear that government that is better informed about community needs should be able to deliver better services.

Greater Community Empowerment: Services that could be devolved include: 'noise and nuisance abatement, development control, aspects of management of libraries and museums, leisure and tourism, street lighting, litter collection and litter control measures, parking restrictions and street

Greater Accountability: A fifth benefit noted especially in India, was a reduction in corruption. Isaac and Franke (2002:187) argue that 'selection of beneficiaries for development schemes have been the main source of corruption in India. In the People's Campaign, transparent procedures were laid down to ensure that the beneficiaries were selected on the basis of objective criteria with the participation of the people…' While reports of corruption were forthcoming, these were mostly in the first year and the vast majority of observers felt the system was improving.

Impact of Community Participation on Wealth Distribution: A sixth, and notable, benefit concerns the impact of community participation on wealth distribution.

Building a Greater Sense of Solidarity: This benefit of community participation involves the way it helps build a greater sense of solidarity or belonging to a community among residents.

Greater Tolerance of Difference: The final benefit is greater tolerance of difference. Problems remain about to include poor and marginalised groups, or when such groups are present, more

middle class groups, but on the whole, public participatory processes do seem to make people more tolerant of difference.

2.3 Barriers to participation in local government

Policies and legislation are in place that encourage and promote public participation. Municipalities have also established public participation structures to afford communities an opportunity to participate effectively in local government matters. However, communities sometimes show a lack of interest in participating in local government matters for various reasons. There are barriers that prevent communities from effectively participating in local government matters; some of the examples given are from other countries but are still relevant to South Africa.

2.3.1 Power relation

The structures that conduct public participation are mostly under the control of government institutions, and this can become a barrier for effective participation. The example of such a case is Tanzania were Ward Development Committees at local level participants were appointed by politicians who knew that they were influential or would carry forward their mandate.   Similarly, in Zimbabwe, control by the government could restrict the influence of traditional authorities to implement decisions made by local communities, since power is delegated to ward development committees who carry forward government's mandate (Gaventa, 1999).

2.3 2 Participatory skills

Public participation can become more complex and demand different types of skills, knowledge, experience, leadership and managerial capabilities.   If participants have a poor educational background or are not properly trained to participate they will find it difficult to contribute meaningfully to the discussions and will eventually withdraw from participation.   Similarly, when essential planning skills and experience are lacking at local authorities, they also become obstacles for more meaningful participation. The community will withdraw from participation if they realise that local government officials are not capable of translating

their needs into technical proposals of a high quality standard (Gaventa & Valderrama, 1999).

2.3.3 Political will

A politician's inability to promote community participation and the lack of high level political and bureaucratic support for participating at a local level also contributes to non-participation. Communities will participate effectively if they see that their voted leaders communicating with them (Gaventa & Valderrama, 1999; Cuthill, 2003:382).

2.3.4 Consultative structure

Municipalities do not invite a wide range of stakeholders to participate in matters that affect their welfare, thereby shaping their environment. Participation is often conducted during the execution of projects/programmes, but not during initial project design. This becomes a challenge since government comes with already predetermined outcomes that cannot be changed during participation (Gaventa & Valderrama, 1999; Cuthill, 2003:382, Makgoba, et al, 2004).

2.3.5 Insufficient financial resources at local level

Participation at local government becomes an unfunded mandate since financial resources to implement development activities proposed by communities are often abandoned due to lack of financial resources (Gaventa & Valderrama, 1999; Cuthill, 2003:382; Tosun, 2004:11 & Makgoba & Ababio, 2004).

2.3.6 Historical factors

The history of segregated municipal units that were characterized by economic, social and financial disparities left the majority of people in the dark with regard to participation. Since Blacks were excluded from participating in municipal matters, this has left them not being fully aware of their role in the new local government structure (Makgoba & Ababio, 2004).

2.3.7   Community disillusionment with local government ineffectiveness

According to the Municipal Systems Act, 2000, the municipality is expected to identify the needs of the community and find a mechanism to address those needs. However, due to limited funding, or the lack of it, the municipality cannot always address those needs within the expected timeframe. For the ordinary member of the community this could be seen as a failure of their municipality and this could result in the community disassociating themselves with any public participation conducted by the Municipality (Makgoba & Ababio, 2004).

2.3.8 Accessibility

Where some members of the community may not participate in the programmes of municipality due to lack of access to transport that may be costly and the time it takes to reach the venue for them to attend.

2.3.9 Lack of trust

Community may have lack of trust on elected leadership in the municipality to effectively deliver on programmes and projects. Ward committees need to encourage and foster trust and confidence that public participation has any effect or meaning towards effective service delivery.

2.4   Strategies to overcome participation barriers in local governance

However, there are challenges to get communities to participate in local government matters. Strategies must be devised to overcome barriers to participation and encourage public participation. Gaventa and Valderrama (1999) propose that municipalities examine the following options to improve community participation. These strategies can also be implemented by the South African municipalities:

- The promotion of participatory planning.
- The empowerment of communities through education and awareness.
- Training and sensitizing of local officials to deal effectively with community matters.
- The encouragement of communities to participate in the budgeting process to ensure that resources are allocated where needed most.
- The promotion of accountability of elected officials to citizens, meaning that there must

be constant feedback to the community.

2.5   Ways of participating in local government

There are a number of ways communities can participate in local government matters to effectively influence the decision making processes. The following section details ways of participating in local government affairs.

2.5.1   Direct advise and support

Communities can directly discuss their problems with local councillors who will in turn take their problems to the council for discussion and decision making (Paralegal Advice, 2002).

2.5.2   Integrated Development Planning meetings

Municipalities have established IDP Representative Forums constituted by members of various organisations such as youth and gender, Non-governmental Organisations (NGO), Business Communities, Farmers' Unions and Government departments. Communities can utilize this forum to inform the municipalities about their needs. The members in the Representative Forum are required to report back to their constituencies (Paralegal Advice, 2002).

2.5.3   Ward committees

Ward committees can play an important role in creating a democratic culture of local participation and accountability. The main role of the ward committee is to make sure that voters are involved and informed about council decisions that affect their lives. The ward committees should be set up in such a way that they reach most sectors and areas in the ward. The ward committee's main tasks are to communicate and consult with the community in respect of development and service plans.   They have no formal powers,

however, to force the council to do anything. The council should provide support, for example by providing publicity for meetings and giving financial support, to enable ward committee to do their work (Paralegal Advice, 2002).

2.6 Advantages of public participation

- Public participation may create an opportunity for municipality to respond to the needs of the beneficiaries and ownership of decisions and policies made by government.
- Public participation can empower and increase the capacity of beneficiaries (Brinkerhoff and Crosby 2002: 55).
- Public participation reinforce the "rights and voice" of citizens and their influence in policy-making processes.
- Public participation can bring citizens and government closer to one another (Centre for Public Participation, 2007: 5).

2.7 Relationship between democracy and community participation

Mzimakwe & Reddy (2008:671) argue that for democratic government to exist, the public must govern or at least be actively involved in government and without community participation democratic government will cease to exist. From this statement it is important that government, particularly at local government level should continue providing community members a platform to participate and directly exercise influence issues affecting them as well as forms part of decision-making. The Freedom Charter also makes a provision that *"the people shall govern"*, indeed people should be allowed to engage, plan, decide and play active role on developmental local government.

2.8 Legislative framework

To create interactions between government and the public, South African government created number of policies and legislation as well as mechanisms to create an enabling environment for meaningful participation. According to Van der Waldt (2007: 40) legislation can be regarded as a collection of rules devised and enforced by government that has authority over the public.

The following legislation makes provision for the extension of public participation in the governance of municipalities: Constitution of the Republic of South Africa (Act 108 of 1996), White Paper on Local Government of 1998, Municipal Systems Act (32 of 2000), Reconstruction and Development Programme of 1994, White Paper on Transforming Service Delivery of 1997 Municipal Structures Act (117 of 1998), National Policy Framework on Public Participation (2005), and Capricorn District Municipal Integrated Development Plan (IDP).

2.8.1 Constitution of South Africa, Act 106 of 1996

Section 152(1)(e) of the Constitution mandates local government to encourage the involvement of communities and community organizations in local government matters as well as provision of democratic and accountable government for local communities. Therefore, municipalities are legally bound to involve and civic organizations in the formulation of municipal budgets, planning and development priorities. This is largely done through IDP, which presents framework through which culture of participation can be established in both District and local municipalities.

Section 16 of the constitution also states that a municipality must develop a culture of municipal governance that compliments formal representative government with a system of participatory governance. Public participation is provided for through the establishment of representative and participatory democracy where public participation at local government is important for effective local governance, and hence service delivery.

2.8.2 White Paper on Local Government, 1998

White paper on Local Government, 1998 emphasized the role of local sphere of government towards building local democracy. It therefore requires that municipalities should continuously involve the community members, local business and interest groups in a participative manner.

Sefala, (2009: 1169), asserts that "the legislation plays a role in terms of establishing and promoting democracy within the local government sphere". This involves facilitating and encouraging the fullest possible participation of communities in planning, budgeting and implementation of development through the process of Integrated Development Planning, as one of the mechanisms used to accelerate service delivery in local communities. Developmental local government becomes a vehicle through which residents contribute to achieve their vision.

Mzimakwe & Reddy, (2008: 667), also highlight that participation is an integral part of local democracy and it is a legislative requirement for local community to be drawn into the process through Integrated Development Planning, budgeting, performance management and ward committees.

Held (2007:215) regards participatory democracy in terms of this legislation as taking place in a society which fosters a sense of political efficacy, nurtures a concern for collective problems and contributes to the formation of a knowledgeable citizenry capable of taking a sustained interest in the governing process. Participatory democracy can also be referred to as direct democracy, and entitles the participation of the entire community and not certain identified members of the community. It is therefore important that participation of community members in the programmes of municipality should not be limited to members belonging to a particular political party, as this might discourage other section of community to participate and influence issues of service delivery within their wards.

2.2.3 Municipal Systems Act, 32 of 2000

The Act mandates municipalities to provide for community participation. In developing a culture of community participation, Craythorne (2003:263) points out that a municipality needs to develop a culture of municipal governance that complements formal representative government with a system of participatory governance. Chapter 4, Section 152 (1) (e) of the Municipal Systems Act (32 of 2000) require municipalities to develop a culture of municipal governance that complements formal representative government with participatory governance.

The Act stipulates that the municipality through ward councilors and ward committees should encourage and create conditions for the local community to participate in the affairs of the municipality. Through the Act all municipalities should foster community participation in local government through building the capacity of the local community to enable it to participate effectively. The Act further mandates municipalities to use its resources, and annually allocate funds in its budget for the purpose of achieving effective participation of local communities on the affairs of the council, and creating an environment for this culture to thrive.

The importance of public participation is clearly emphasized in this Act, particularly where municipalities are required to produce IDPs that will improve communities' social and economic needs, such as the needs for shelter. Through the IDP process, municipalities are obliged to promote public participation, and it is through participation in this process that communities gain the ability to influence and monitor local government's performance in meeting the objectives set out in IDPs of municipalities. Craythorne (2006: 171) contends that public participation takes place through political structures, consultative sessions and mechanisms such as Izimbizo where feedback is provided to communities on programmes of municipalities that seek to provide services.

2.2.4 Reconstruction and Development Programme, 1994

With the dawn of democracy in South Africa in 1994, the government developed the White Paper on Reconstruction and Development Programme, which strongly emphasizes, among

others, the importance of public participation. This policy framework has set out a form of governance that is relevant and informs quality of services to be provided to local communities. The programme further provides that municipalities need to develop mechanisms, such as the IDP to ensure that their delivery systems are inclusive and accommodative of marginalised, particularly those in rural municipalities.

RDP according to the ANC (1994) is defined as an integrated, coherent socio-economic policy that seeks to mobilize all people and resources of the country towards the building of a democratic, non-racial and non-sexist future. The framework further emphasized that one of the core objectives in meeting basic needs and improving the people' socio-economic situation is "a commitment to grassroots, bottom-up development which is owned and driven by communities and their representative organisations".

It also guides municipalities to develop mechanisms to interact with community groups to identify service needs and priorities as well as community resources that can be channeled for development planning process. Masango (2002: 55) further emphasizes that public participation in terms of this policy framework provides mechanisms for democratizing the planning process in general to such an extent that public participation in local government affairs is considered to be a democratic right in many countries.

2.2.5   White Paper on Transforming Service Delivery, 1997

Section 4 of the White paper provides for principles of Batho Pele principles that were developed to serve as acceptable policy and legislative framework regarding service delivery in the government, including local government. They are aligned with the constitutional ideas of, namely, providing service impartially, fairly, equitably and without bias, responding to people's needs and encouraging citizens to participate in policy making process.

The principles further advocate for consultation, service standard, redress, access, providing information, openness and transparency and courtesy. All these principles are aimed at promoting public participation as consultation mechanism by political and administrative

leadership of local government as well as ensuring that community members have access to information regarding level of services provided by local government.

The principles are explained in much more detail below:

- **Consultation**

Consultation is a powerful tool that enriches and shapes government policies such as the Integrated Development Plans (IDPs) and its implementation in local sphere. This principle is further supported by Municipal Systems Act that emphasis the importance of consultation through community participation in government, particularly at local government level where development remains one of serious challenges.

- **Setting service standard**

This principle reinforces the need for benchmarks to constantly measure the extent to which citizens are satisfied with the service or products provided by the government. It also plays a critical role in the development of service delivery improvement plans to ensure a better life for all South Africans. Citizens should be involved in the development of service delivery. Required are standards that are precise and measurable so that users can judge for themselves whether or not they are receiving what was promised. Some standards will cover processes, such as the length of time taken to authorize a housing claim.

- **Increasing access**

One of the prime aims of Batho Pele is to provide a framework for making decisions about delivering public services to the many South Africans who do not have access to them. Batho Pele also aims to rectify the inequalities in the distribution of existing services. One such example of improving access to services is through Multi-Purpose Community Centre (Thusong Services Centres). Access to information and services empowers citizens and creates value for money, quality services.

- **Ensuring Courtesy**

The public service is committed to continuous, honest and transparent communication with the citizens. This involves communication of services, information and problems, which may hamper or delay the efficient delivery of services to promised standard. If applied properly, the principle will help demystify the negative perceptions that the citizens in general have about the attitude of the public servants.

- **Providing information**

As a requirement, available information about services should be at the point of delivery, but for the users who are far for the point of delivery, other arrangement will be needed. In this instance municipalities must ensure constant provision of relevant information to communities, as users on services provided. Provision of information regarding IDP and budgetary processes of municipalities could be done through consultation as an effective public participation mechanism.

- **Openness and transparency**

A key aspect of openness and transparency is that the public should know more about the way government institutions operate, how well they utilize the resources they consume and who are in charge. It is anticipated that the public will take advantage of this principle and make suggestions for the improvement of service delivery mechanisms and to even make government accountable and responsible by raising queries.

2.2.6   Promotion of Access to Information Act, 2000

The Act fosters and promotes a culture of transparency, accountability, freedom of information to the people. The Act recognizes the right of all people to have access to information and requires that if government institutions want to withhold the information it should be justified (MacKay, 2004). It is evident that the new system of local government offers opportunities for

all the people to become actively involved in local government issues and makes it compulsory for each municipality to create an environment and to set up systems that makes people participation in local governance possible and effective.

2.2.7   Municipal Planning and Performance Regulations, 2001

There is a close connection between the municipal Planning and Performance management Regulations and Municipal Systems Act. The Act requires that a municipality through appropriate mechanisms, procedures and process established in terms of Chapter 4, must involve the local community in the development, implementation and review of the municipalities' performance management systems, and in particular, allow the community to participate in the setting of appropriate key performances indicators and performance targets.

Section 15 of the municipal Planning and Performance Management Regulations further says that if there are no other municipal wide structures for community participation, a municipality must establish a forum. The forum must be representative and enhance community participation in the integrated development plan. In addition, the forum must enhance public participation in monitoring, measuring and reviewing performance of the municipality.

2.2.8   National Policy Framework for Public Participation, 2007

The policy provides a policy framework for public participation in South Africa, particularly at local government level. This builds on the commitment of the democratic government to deepen democracy, which is embedded in the Constitution, and above all in the concept of local government, as comprising the community as part of the municipality.

Conclusion

Public participation remains a critical tool towards realizing the goals of developmental local government. Pieces of legislation clearly demonstrate this concept and has placed it at the centre of development in all government programmes.

CHAPTER THREE

3.1 Methodology

Leedy and Ormrod (2001) define qualitative research as a method used to answer questions about the complex nature of phenomenon, often with the purpose of describing and understanding the phenomena. This method of research is also referred to as the interpretative, constructivist or postpositivist approach. In this study, the researcher assesses the effectiveness of public participation programmes in influencing service delivery within the Capricorn District Municipality.

De Vos (2002: 79), highlighted that qualitative research aim at gaining a better understanding of what people consider to be important in their everyday lives. De Vos (2002: 14) further states that the use of qualitative techniques aims to describe, make sense of, interpret or reconstruct the opinion and beliefs that the subject of survey typically hold about various matters. The qualitative method is used to measure levels of satisfaction, attitudes, challenges and preferences. This research is fundamentally a literature review and qualitative analysis.

As theoretical basis of the study, a number of literature references have been consulted. These include textbooks, journals and research reports on the subject of public participation. A qualitative approach offers certain advantages to the researcher because it requires one-on-one interaction with the participants or in a focus group setting that allows one to understand the research topic at length and in terms of the kind and richness of information one can collect from the participants. It also helps in getting the inside picture of how others see the world and is concerned with achieving a holistic understanding of feelings and a world-view (Neuman, 1997:73).

3.1.1   Research design and method

Babbie and Mouton (2001: 74) consider research design to be a plan or blueprint of how the investigator intends conducting his or her research. A research shows the location and the tools

or people that are used in the research. Research design dictates the strategies that the researcher employs to obtain and develop information that must be relevant and be interpreted. Leedy and Omrod (2001: 13) describe a research method as a scientific, systematic and purposeful method of investigation and it is dependent on the way which the research problem is approached.

Evaluation research will be used because this research project assesses the effectiveness of public participation programmes towards service delivery in the Capricorn District Municipality. The research will be conducted in six (6) wards in each of the two local municipalities, that is, Blouberg and Aganang Local Municipalities.

The study will make use of multiple methods of data collection including, among others, literature review, personal interviews and focused group discussions.

Literature review, interviews and focused group discussion are explained as follows according to Theron, 2005a: 172- 175:

- **Literature review**: is the most basic and popular method, which exposes a great magnitude of data from which to choose the most important references.
- **Interviews**: is used in addition to a comparative literature survey, allows the researcher to probe more deeply.
- **Focus group**: is the type of interview used more often nowadays and consists of the researcher and between four to eight interviewees from the same background who are carefully selected. It is recommended for use in addition to personal interviews and also uses the same questions as the interview method.

3.1.2 Research Methodology

According to Brynard & Hanekom, (1997: 27), research methodology is the how of collecting data and the processing thereof. The researcher conducted personal interviews with a total of 70 Ward Committees (35 from each local municipality), as they have the responsibility of promoting public participation programmes in different wards. A questionnaire/interview

schedule was developed and composed of 12 questions including statements wherein respondents were supposed to state whether they agree or disagree and that took approximately 10 minutes to complete.

3.2 Study area

The research was conducted in six (6) out of nineteen (19) wards in Aganang and eight (8) out of twenty-one (21) wards in Blouberg local municipality under Capricorn District Municipality. The wards in these municipalities were chosen because they are rural and are accessible to the researcher, in terms of transport and interacting with the respondents. A list of all the wards in Blouberg and Aganang was collected from the respective municipality and rural wards were selected based on their accessibility to the researcher.

3.3 Population

According to information provided by Statistics South Africa (2007), the total population of CDM is estimated at 1 243 167. A total of 285 565 households live in the district municipal area and the average household size is 6.1 persons. A significant proportion of this population, around 45% (561 772) is concentrated in the Polokwane Local Municipality. The other two local municipalities which have significant populations are Lepelle-Nkumpi Local Municipality and Blouberg Local Municipality with approximately 19% (241 414) and 16% (194 119) residents respectively. Aganang and Molemole local municipalities in the district contribute about 12% (145 454) and 8% (100 408) of the district population respectively (***Integrated Development Plan, 2011/12***).

Powers *et al.* (1985: 253) define population as a set of entities in which all the measurements of interests to the practitioner or researcher are represented. The entities may be people, such as clients comprising a particular worker's caseload or things. But for the purposes of this research, population means selected members of the community, ward committee members and ward councillors from Aganang and Lepelle-Nkumpi Municipalities. This will provide the necessary and relevant knowledge and experience on the effectiveness of public participation programmes in influencing service delivery in the municipal wards.

3.4 Sampling

A sampling method will be used to select the target population for this study. According to Kerlinger (1986), sampling means taking any portion of a population or universe as representative of the population or universe. For the purposes of this study purposive sampling will be used, as it will ensure that only people who are accessible and have the necessary information for this study will be targeted.

This study will not attempt to draw a sample that is representative of the population for purposes of generalizations. But for the purposes of this research, the sample will be done to a total of 35 Ward committee members from each local municipality (Aganang and Blouberg LM).

Capricorn District Municipality consists of five local municipalities (Aganang, Blouberg, Molemole, Lepelle-Nkumpi and Polokwane), and has a total of 113 wards. Because of the vastness of certain wards, a sample will therefore be drawn from sub-groups consisting of members of ward committees from selected wards in two local municipalities in Capricorn District Municipality. Therefore, a total number of 35 participants per local municipality formed part of sampling.

3.5 Ethical consideration

Information gathered from various sources was duly acknowledged in line with research ethics. Confidentiality of the respondents participating in the interview process will be maintained during and after completion of the research by ensuring that answers to questions provided by the participant will not be discussed with other participants.

It was found important during the interview process that issues of ethics were maintained throughout in ensuring anonymity of each respondent, for instance fictitious names or surnames were used to represent the respondent during the interviews. It was also important to seek the consent of the respondent through the signing of a consent form to allow participant to participate and withdraw at anytime, and also no harm to participants was guaranteed.

3.6 Limitations of the research

Initially interviews were supposed to be held with ten (10) ward councilors, five from Aganang and five from Blouberg municipality for over a period of two weeks as scheduled, but apparently there were challenges encountered during the research, which includes, unavailability of councilors especially those in the identified wards despite appointment made and confirmed. Due to other municipal commitments and postponements some of the councilors identified did not participate in interview process, which resulted in interviews been made with only ward committees in these municipalities.

CHAPTER FOUR

ANALYSIS AND FINDINGS OF RESEARCH

4.1 Introduction

The chapter outlines the presentation, analysis and findings of the research conducted within eighteen wards in two local municipalities, that is, Aganang and Blouberg. The aim of the research was to assess the effectiveness of public participation programmes for service delivery in the Capricorn District Municipality. In preparations for research, different interview schedules were developed, which comprised twelve questions for each group of participants. These schedules were used to collect data. The chapter analyses the findings made by the researcher on the effectiveness of public participation programmes towards service delivery in the above-mentioned municipalities. Analysis is therefore based on interviews held with different participants administered from 07 to 18 November 2011.

4.2 Analysis and interpretation of data

From a total of 210 ward committees and 190 ward committees in Blouberg and Aganang Local Municipality respectively, thirty-five (35), were sampled and completed the questionnaires. All sampled respondents returned their completed, of which the findings of the research relate to responses provided.

Table 4: Gender distribution of respondents

Municipality	Freq	%	Freq	%
Aganang Municipality	15	43%	20	57%
Blouberg Municipality	13	37%	22	63%

According to Table 1 out of total of 35 respondents, 57% and 63% respectively were females and 43% and 37% were males. This clearly indicated that more female respondents participated in the research study.

4.3 Research findings

In compiling the responses the researcher identified statements that are similar and were grouped together according to each question provided in order to discuss the findings of the research conducted. The questionnaires (interview schedule) each consisted of 12 questions, which differed according to the respondents identified in each local municipality, Aganang and Blouberg. The responses are numbered according to how they appear in the questionnaires.

4.4 Research findings from local municipalities

4.4.1 AGANANG LOCAL MUNICIPALITY

1. Work of ward committee member in the municipality

Sixty-nine percent of the respondents who participated in the research said their work mainly entails serving as a link between municipality and community on issues of service delivery. The response clearly indicates that Ward Committees play an important role, as servant of the people, to ensure that indeed municipality identify and address issues of service delivery raised by the community.

Table 5: Work of ward committees

Issue	%
Link between municipality and community on issues of service delivery,	69
Conduct door to door to identify & collect community needs	31
Total	100

The remaining 31% has indicated that their work involves conducting door to door campaigns to identify and collect community needs, which include among others, needy households without proper housing and electricity and refer such information to relevant departments or municipality.

2. Support from ward councilor

All the respondents the respondents indicated that they are being supported by their ward councilors in performance of their work. The work includes conducting door to door and in

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compiling reports for submission to the municipality of the needs within their wards. The responses clearly indicate that ward councilors play an important role in ensuring that ward committees perform their daily work effectively and efficiently within their respective wards.

3. Role of ward committee in promoting public participation programmes

Fifty seven (57%) percent of the respondents said ward committees are playing a role in educating and encouraging community to attend and participate in programmes of public participation. The remaining 43% ensure the dissemination of information to community on time and assist with mobilization

Table 6: Role of ward committee in promoting public participation programmes

ITEMS	%
Educate and encourage community to attend and participate in programmes of public participation	57
Dissemination of information to community on time and assist with mobilization.	43
Total	100

The responses indicate that ward committees are very key in promoting and demonstrating the importance of public participation within the programmes of the municipality. It is therefore the responsibility of the municipality through ward committees that community members are educated about the importance of public participation programmes and disseminates information on time (two weeks in advance), this could be through the use of local community radio stations and pamphlets to ensure that community members indeed attend and actively participate in municipal programmes.

4. Relationship with structures within the ward in promoting public participation programmes

All of the respondents indicated that they have a very good relationship with structures, that is, Community Development Workers and Traditional Leaders in the wards in promoting

programmes of public participation. The responses clearly demonstrate the importance of relationship that should be maintained between the municipality through ward committees and other key structures within the wards, to ensure promotion of programmes of public participation.

5. Capacity building for public participation in the municipality

About 83% of the respondents indicated that they were capacitated, while the remaining 17% indicated that they were not capacitated to understand the importance of public participation among other programmes provided by the municipality.

Table 7: Capacity building

Question	Yes	No	Total
Were you capacitated to understand the importance of public participation programs in the municipality?	83%	17%	100%

This 83% demonstrates how municipality take seriously the issues of capacity building of ward committee members to understand not only the importance of public participation programmes but also about other programmes in the municipality, which are geared towards service delivery in the municipality. However, the remaining 17% demonstrate the fact that the municipality should continue capacitating all members to be able to fully understand and also play a role in ensuring the importance of public participation programmes.

6. Measures to ensure effective participation of communities in municipal programs

About 23% indicated that municipality should ensure that commitments made during public participation programmes on service delivery are implemented, while the other 43% emphasized the issue of dissemination of information to community on time and provision of transport to ensure maximum attendance and participation in municipal programmes.

Table 8: Measure for effective participation

ITEMS	%
Ensure commitments made during public participation on service delivery are implemented.	23
Dissemination of information to community on time through pamphlets, Radio and loudhailing and provision of transports	43
Organize workshops in each ward for community members	11
Regular visit and feedback to communities on service delivery	23
Total	**100**

The other 11% indicated that workshop should be organized for community members in each ward to educate them about the importance of taking part in programmes of public participation, and the remaining 23% indicated that there should be regular visit and feedback to communities on service delivery by the municipality.

According to observation made from the responses there are challenges in terms of implementing commitments on service delivery and regular visit and giving feedback to communities on issues relating to service delivery within the wards in the municipality. As a result public participation programmes are gradually reduced to talkshows, where community members just attend to get food at the end of the programme.

7. **Impact of late communication or delivery of information to communities on participation in municipal programmes**

Eighty-three percent (83%) of the respondents indicated that poor or late dissemination of information through various means of communication to communities has adverse impact on effective public participation, while the remaining 14% indicated that late communication does not have an impact.

Table 9: Impact of communication towards effective public participation

Question	Yes	No	%
Do you think late communication or delivery of information to communities has an impact towards their participation in municipal programmes?	86%	14%	100%

This 83%, which indicates a large number of respondents clearly demonstrates that the municipality is not doing enough in terms of ensuring information dissemination to communities on time, which in itself has a negative impact on attendance and effective participation within the programmes of the municipality aimed at improving service delivery to communities.

8. **Ensuring community actively participates in public participation programmes**

Forty-three percent (43%) of the respondents indicated the importance of using existing structures in the wards, such as Traditional Authority and schools to communicate information to communities regarding programmes of public participation, while 11% indicated that municipality should communicate the importance of community participating in municipal programmes, and the remaining 5% indicated that transport should be provided for communities to attend public participation programmes.

Table 10: Community participation in municipal programmes

ITEMS	PERCENTAGE
Ensure municipality provides transport	14
Communicate information through traditional authority, schools as means of publicity to communities on time	43
Communicating the importance of public participation in municipal programmes	32

Total	**100**

Based on this analysis, the municipality should use existing structures in the wards to disseminate information to communities regarding programmes of public participation.

9. **Impact of access to public transport on attendance and full participation of community in municipal programmes**

Thirty-two percent (32%) of the respondents indicated that lack of access to transport has an impact on attendance and effective participation of communities within the programmes of the municipality, while the remaining nine percent (9%) indicated that access to transport does not have an impact towards public participation.

Table 11: Access to transport and impact on public participation

Question	Yes	No	Total
Do access to public transport, have an impact on attendance and effective participation of community on municipal programmes?	91%	9%	100%

Based on this finding, access to transport indeed remains a challenge for the community to attend and effectively participate in the programmes of the municipality. This is due to the fact that most of the villages in the municipality have no access to any means of transport and again most of the people are unemployed, which makes it difficult for them to have resources (money) to attend and participate in municipal programmes.

10. **Function of Outreach and IDP consultations in accelerating service delivery in the ward**

According to the findings from the study, 86% of the respondents indicated that programmes of public participation accelerate service delivery within the wards in the municipality, while the remaining fourteen percent (14%) said these programmes do not accelerate service delivery.

Table 12: Function of Outreach and IDP consultation in accelerating service delivery

Question	Yes	No	%
Do public participation programmes such as outreach and IDP consultations assist in accelerating service delivery within the ward?	86%	14%	100%

This clearly emphasises the importance of public participation programmes, which the municipality should make use of in order to accelerate service delivery within communities. The programme therefore assists municipality in partnership with communities to identify and address service delivery challenges.

11. **Ward committee's role in encouraging the community to take part in programmes of public participation**

A majority of the respondents (100%) indicated that they encourage community to take part in programmes of public participation. This is to ensure that community use public participation programmes as platform to raise challenges relating to service delivery within their wards and that municipality is able to respond to such challenges.

Table 13: Ward committee's role in public participation

Question	Yes	No	%
As ward committee, do you encourage the community to take part in programmes of public participation?	100%	0	100%

The findings clearly demonstrate the importance of public participation programmes by municipality towards bringing about a better life through acceleration of quality services to communities.

12. **Impact of level of literacy in the ward on community participation in municipal programmes**

Ninety four (94%) per cent of the respondents agree that literacy level has an impact towards effective participation of community in municipal programmes, while the remaining 6% indicated that level of literacy has no impact towards community participation.

Table 14: Impact of literacy towards effective public participation

Question	Yes	No	%
Do you think the level of literacy in the ward has an impact towards community participation in municipal programmes?	94%	6%	100%

4.4.2 Recommendations by the respondents

It is based on the findings made during the study that respondents proposed recommendations that should be considered by the municipality to ensure effective programmes of public participation. The proposed recommendations are as follows:

- Municipality in each ward to convene workshops to educate community members about the importance of public participation programmes,

- Ensure commitments made by municipality during public participation programmes on service delivery are implemented,

- Regular visit and giving feedback to communities on service delivery,

- Dissemination of information on time about programmes of public participation taking place within the wards,

4.4.3 BLOUBERG LOCAL MUNICIPALITY

1. Work of ward committee member in the municipality.

According to the findings of the study, 34% of the respondents indicated that their work entails door to door to identify service delivery issues in the community, while 26% indicated that they do mobilization and information dissemination on public participation programmes, the remaining 40% indicated that they serve as liaison between municipality and community and working closely with Traditional Leaders to enhance participatory democracy.

Table 15: Work of ward committees

ITEMS	%
Door to door to identify service delivery issues in the community.	34
Mobilization and information dissemination on public participation programmes	26
Liaison between municipality and the community and work closely with Traditional Leaders to enhance participatory democracy	40
Total	**100**

The majority of the respondents (40%) from the research findings demonstrated rather indicated the importance of good working relationships between municipality through ward committees and the community to enhance participatory democracy, particularly on programmes of public participation towards effective service delivery.

2. Support from ward councillor

According to the findings made, indicated that 100% of the respondents agree that they are being supported by ward councilors in their performance of their work, which entails conducting door to door to identify community needs as well as providing support in compiling reports on service delivery within the wards for submission to municipality.

Table 16: Support from ward councillors

Question	Yes	No	%
Are you being supported by ward councilor in performance of your work?	100%	0	100%

The findings clearly demonstrate the important role played by ward committees within the wards and support that should be provided by ward councilors to ensure performance of work by ward committees.

3. **Role of ward committee in promotion of public participation programme**

The majority of respondents (77%) indicated that their role in promoting public participation programmes in the municipality includes mobilization and information dissemination to community to ensure attendance and participation in municipal programmes, while the remaining 23% indicated that they make development plans and services more relevant to local needs.

Table 17: Role of ward committee in promoting public participation programmes

ITEMS	%
Mobilization and dissemination of information to community to ensure they attend and participation in municipal programmes	77
Make development plans and services more relevant to local needs,	23
Total	**100**

Findings made from the research indicated that the role of ward committees is mainly to assist municipality with mobilization and information dissemination to ensure effective public participation programmes geared towards service delivery in Aganang Municipality.

Comment [MSOffice14]: I prefer a statement rather than a question as a sub-head.

4. **Relationship with structures within your ward in promoting public participation programmes**

Majority (100%) of the respondents agree that there is good working relationship with existing structures within the wards towards ensuring promotion of public participation programmes by the municipality. One of the respondents said "when there are community meetings ward committees are invited to attend in order to educate community about the importance of taking part within the programmes of public participation". This statement clearly the demonstrates the importance of the relationship that should exist between structures, such as Traditional Authorities within the ward in Aganang Municipality to ensure effective public participation programmes.

5. **Capacity building for public participation in the municipality**

According to the findings of the research, 89% of the respondents agree that they were capacitated through workshop to understand the importance of public participation programmes in the municipality, while the remaining 11% indicated that they were not capacitated.

Table 18: Capacity building

Question	Yes	No	%
Were you capacitated to understand the importance of public participation programs in the municipality?	89%	11%	100%

6. **Measures to ensure effective participation of communities in municipal programmes**

Thirty four (34%) per cent of the respondents highlighted that in order to ensure effective participation of communities in municipal programmes, the municipality should disseminate information to community on time, while 31% indicated that transport should be provided to community in order to attend public participation programmes.

Table 19: Role of municipality in ensuring effective public participation

ITEMS	%
Accelerate implementation of commitments on service delivery made during public participation,	9
Provision of transport to public participation programmes	31
By engaging community in public meeting,	2
Dissemination of information to community on time of all public participation programmes,	34
Total	100

The other 9% indicated that municipality should accelerate implementation of commitments on service delivery made during public participation and the remaining 2% indicated that municipality should engage community in public meeting to inform them regarding the kinds of services to be provided by the municipality. This selection by the majority of respondents demonstrates the importance of dissemination of information on time to the community, which ultimately ensure attendance and effective public participation programmes.

7. **Impact of late communication or delivery of information to communities on participation in municipal programmes**

A majority of the respondents (89%) indicated that late communication indeed has an impact towards effective programmes of public participation in the municipality, while 9% does not agree with the statement, and the remaining 2% is not sure.

Table 20: Impact of communication towards effective public participation

Question	Yes	No	Not sure	%

Do you think late communication or delivery of information to communities has an impact towards their participation in municipal programmes?	89%	9%	2%	100%

The findings therefore indicate that communication is very key towards effective public participation programmes in the Aganang Municipality.

8. Ensuring community actively participates in public participation programmes

The majority of respondents (57%) indicated that they encourage and educate community about the importance of public participation programmes, while the remaining 43% indicated that dissemination of information on time through the support of existing structures within the wards will also ensure community actively participate in the programmes of the municipality.

Table 21: Role of ward committees in public participation programmes

ITEMS	%
Encourage and educate community about the importance of public participation programmes.	57
Disseminating information in time with support of traditional authorities and other structures in the ward on programmes of public participation.	43
Total	**100**

Comment [MSOffice15]: All tables must have a title and be numbered.

The findings from the research clearly suggest that by encouraging and educating community about the importance of public participation programmes will ensure that community indeed understands their role in municipal programmes, such as the IDP and ward public meetings taking place within the wards.

9. **Impact of access to public transport on attendance and full participation of community in municipal programmes**

A majority of the respondents (91%) indicated access to transport has an impact on attendance and participation of community within municipal programmes, while the remaining 9% indicated that access to transport does not impact on the public participation.

Table 22: Access to transport and impact on public participation

Question	Yes	No	%
Do access to public transport, have an impact on attendance and full participation of community in municipal programmes?	91%	9%	100%

The findings from the research indicates that there is a need for the municipality to ensure provision of transport to the community, particularly those in remote areas in order to attend and participate in the programmes.

10. **Function of Outreach and IDP consultations in accelerating service delivery in the ward**

According to the findings from this research, 100% of the respondents indicated that public participation programmes assist in accelerating service delivery within the wards in Aganang Municipality. The findings clearly demonstrate the importance of public participation programmes in the municipality towards accelerating service delivery to communities.

Table 23: Function of Outreach and IDP consultations in accelerating service delivery

Question	Yes	No	%
Do public participation programmes such as outreach and IDP consultations assist in accelerating service delivery within the ward?	100%	0	100%

Therefore the municipality should from time to time interact with communities through this programme to assess the impact it has on the lives of communities and how it should improve on other areas of service delivery.

11. **Ward committee's role in encouraging the community to take part in programmes of public participation**

All the respondents (100%) indicated that they encourage the community to take part in programmes of public participation, through educating them on the importance of public participation programmes towards service delivery in the municipality, particularly within the wards.

Table 24: Ward committee's role in public participation

Question	Yes	No	%
As ward committee, do you encourage the community to take part in programmes of public participation?	100	0	100%

In terms of the findings, ward committees play a critical role in the municipality by ensuring effective public participation programmes.

12. **Impact of level of literacy in the ward on community participation in municipal programmes**

A majority of the respondents (94%) agree that level of literacy in the ward has impact on effective community participation within the programmes of the municipality, while the remaining 6% disagree.

Table 25: Impact of literacy towards effective public participation

Question	Yes	No	%
Do you think the level of literacy in the ward has an impact towards community participation in municipal programmes?	94%	6%	100%

This findings therefore indicates that the level of literacy in the community, in terms of their ability to learn and understand documents produced by the municipality, which are mainly written in English and therefore has impact towards effective public participation programmes.

4.5 Presentation of Qualitative Data

4.5.1   There seems to be a lack of understanding of the programmes of public participation by certain members of ward committee, as a vehicle to ensure developmental local government. One of the reason cited by Public Participation Officer in Blouberg Municipality, Malerotho during the interviews was that a majority of ward committees are still new, as they were elected after local government elections held in May 2011.

4.5.2   It was also discovered that lack of education in these municipalities remains one of the key challenges among community members, especially those without formal education, as they are not effectively participating in the programmes of municipalities, such as the IDPs and ward public meetings for fear of failure and that documents are compiled in local language (that is Sepedi). According to the Municipal Systems Act (Act 32 of 2000), special needs of community members such as illiteracy should be considered in enhancing people's participation in the IDP process. So, it emerged from the research findings that community members stated that English is the dominant language used in important documents distributed by municipality, and this stifles community participation in the IDP process.

4.5.3   Non-participation in municipal programmes by community due to lack of confidence in them and in the local authority. This statement was echoed by one of the community member from Ga- Kgoroshi village in Aganang Municipality during the interview when asked about why community members are not actively participating in the programmes of municipality towards effective service delivery.

4.5.4   Lack of a sound relationship between some ward councilors and ward committees within the wards because of power relations continues to put a strain on the level of attendance and participation by communities in the programmes of council, such as IDP, which bring about quality and sustainable service delivery.

4.5.5   Access to transport has been identified as one of the contributory factors towards attendance and participation of communities in ward public meetings and outreach

programmes municipalities. The problem was highlighted by community members from Ga-Maleboho that they sometimes fail to attend municipal programmes as the municipality does not provide them with transport to the event. The issue of transport remains one of the determining factors towards successful attendance and participation of community in council programmes in Aganang and Blouberg municipality.

4.5.6   One of the problems in these municipalities is lack of regular feedback by councilors on service delivery. The point was highlighted by one of the community members, Mr. Molalathoko (*not real name*), that one of the challenges that community members in his village (Mochemi) are not actively participating or at times not attending the programmes of municipality is that the municipality through councilors are not constantly providing regular feedback on issues (such as water) raised by the community relating to service delivery within the wards. Another member of community said "you cannot take people who are incompetent and make them councilors if the main issue is service delivery" (*11 November 2011*).

4.5.7   Analysis made was that mechanisms put in place by municipalities to mobilize communities, such as the use of posters, radio and flyers are not effective towards ensuring maximum attendance of community members to public participation programmes.

4.5.8   One of the findings made is that Blouberg Municipality has made significant strides in keeping constant and continuous contact with the local residents, something that is not happening at Aganang Municipality.

4.5.9   Effectiveness or lack thereof of public participation towards service delivery is hampered by availability of financial support to ward committees, skills capacity and term of office of ward committees.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter focuses on the conclusion of this study. It does this by summarising the main findings and makes recommendations on how to improve effectiveness of public participation programmes towards service delivery. Conclusions are informed by data analysis done in chapter four and literature review in chapter two of the study.

The research was also based on the following main objectives:

- To review effectiveness of the current models of public participation programmes,

- To develop and implement District-wide model for effective public participation programmes,

- To make findings and recommendations towards improving effective public participation programmes in the District.

5.2 Conclusions drawn from the study

The dawn of democracy in South Africa in 1994 saw a commitment by the democratic government (led by the ANC) to address the social ills of apartheid through establishing policies that would transform local government (Constitution of Republic of South Africa (RSA) Act 108 of 1998). The transformation of local government was seen as ensuring the inclusion of citizens, and particularly communities and groups, in society that were previously excluded in policy and decision-making processes of the country. The Integrated Development Plan (IDP), which is the planning tool of local government was seen as one of the ways to ensure this inclusion.

The White Paper on Local Government (1998) recognizes that building local democracy is a central role of local government, and calls on municipalities to develop strategies and mechanisms to continuously engage with citizens. The government through this legislation developed a concept of Public participation, as mechanism to put communities at the centre of development within local government service delivery.

The study was therefore conducted to evaluate effectiveness of public participation programmes towards service delivery within the Capricorn District Municipality. In this study emphasis was also placed on various pieces of legislation aimed at promoting public participation within the sphere of local government, with particular emphasis on local government sphere. Although the legislation provides a broader policy framework for local government to capacitate their local communities to enable them to participate effectively in various programmes of municipality, such as the IDP process, however, there are still some challenges with regard to involvement and lack of capacity by the community to effectively participate in municipal affairs. Participatory skills were identified as one of the major challenges within communities, particularly those without education to make positive contribution on matters relating to service delivery in their wards. This is the case where people with less education in the municipality becomes spectators rather than active participants within programmes of the municipality.

During the discussion emphasis was on different benefits to public participation, which are increased level of information in communities, better need identification for communities, improved service delivery, community empowerment, greater tolerance of diversity and greater accountability between members of the community and municipality.

According to Arnstein's ladder of participation these municipalities' participation is still at "*Tokenism level*", where the community is provided with information from council, this may be through report back meeting to the community and the comments by the community may not be taken into account, secondly that the community is given information about a project and ask to make comments, comments are made through public meetings, and lastly the council pays lip service to the ideas and suggestions of the community to keep them happy but does not act on any of the suggestions provided.

It is clear that public participation plays a significant and critical role towards level and quality of service delivery as shown by the findings from the two local municipalities under study.

5.3 General Conclusion

It is clear that public participation have great role to play in terms of bridging the gap between communities and municipalities, as it facilitate greater community involvement in planning and implementation of service delivery. However, there seems to be a greater understanding of the concept and its importance, this is not matched with implementation of the programmes towards service delivery, particularly in municipalities.

It is based on this statement that conclusion is drawn from the findings of the research that was conducted in municipalities to evaluate the effectiveness of public participation programmes towards service delivery, that:

- Despite 83% of respondents being capacitated by the municipality on the importance of public participation programmes, but there is still 17% of the respondents indicated that they have not been capacitated. This clearly indicated the work that needs to be done by municipalities in ensuring that ward committees are indeed capacitated.

- There seems to be good working relationship between ward committees and councilors in the performance of work, which includes conducting door to door to identify and collect community needs. This is indicated by 100% feedback provided by the respondents participated in the research study in both local municipalities,

- Poor communication between municipalities and communities seems to be the main contributory factor towards ineffective public participation programmes, as this is clearly demonstrated by 86% and 89% of the respondents respectively.

- Provision of transport for communities to participate in municipal programmes remains one of the major challenges towards effective public participation, as it was indicated by 91% of the respondents. The challenge is further complicated by the fact that majority of people are unemployed and that most villages are far from each other and therefore cannot afford or access transport.

- There is lack of constant feedback by municipalities on service delivery to communities. This contributes negatively to effective public participation programmes.

- Level of education among rural communities play critical role towards effective public participation in municipalities. This has been revealed by the findings of the research in

which majority of the respondents indicated that level of literacy has impact towards participation within the municipal programmes.

Deputy President Kgalema Motlanthe said "Some service delivery protests that have hit local government were in some cases little to do with lack of service delivery. It was more about the delivery of mismatched priorities and in some cases services that are outside the local government sphere". He further highlighted that there needs to be better communication between councilors and communities. Transparency in municipalities, better budgeting, establishing effective ward committees and sub-councils in municipalities were necessary measures to clear backlogs (*Sowetan, 2012:4).*

However, the issue of public participation is supported by various pieces of legislation, among others, the White Paper on Transforming Public Service Delivery (*Batho Pele White Paper*) and Municipal Systems Act. In terms of Section 4 of Municipal Systems Act, it imposes a duty on municipalities to contribute towards building the capacity of local communities, to enable them to participate in the affairs in the municipality. This could be done through creating a conducive environment for implementing a continuous systematic process of involving citizens in taking decisions relating to the affairs of municipalities.

However, public participation is still problematic, despite its importance in government, particularly at local government level.

5.4 Recommendations

The following are the recommendations based on the findings of the research study:

5.4.1 Strengthening the role of ward committees

Immediately after local elections, which takes place every five years, municipalities in consultation with communities in each ward elect representatives called ward committees. This structure plays an important role as a link between council and the community. In this regard Ababio (2007: 614) contends that ward committees form bridges by facilitating communication between council and the citizens they represent, and actively participating in determining core municipal processes. It is therefore important that municipality should capacitate ward committees on public participation, community liaison and on IDP process, among others to strengthen their role within the wards. For this purpose, the municipality has to annually allocate

funds in its budget in order to implement capacity building programmes towards strengthening the role of ward committees. In addition, ward councillors' offices should develop proper administrative and management system to support ward committees. Resolutions of council should also be circulated to all ward committees.

5.4.2   Strengthening public participation mechanisms

From the findings of the research conducted recommendation is therefore made that there is a need for municipality to strengthen mechanisms in place to ensure effective public participation programmes towards service delivery. Mechanisms include, among others:

- Improved approach to IDP consultations. In this approach the municipality must ensure that community members take ownership and also become part of decision making during IDP consultations as well as on implementation of decisions.

- Public hearings. One mechanism of strengthening public participation is through public hearings.

- Outreach or public participation programme.

Craythorne (2003: 263) however, points out that in developing a culture of community participation, a municipality needs to develop a culture of municipal governance that complements formal representative government with participatory governance. Apart from the culture the municipality has to develop and strength current mechanisms in place regarding public participation, particularly at ward level.

5.4.3   Building community capacity to engage with municipalities

Part of the recommendation is that active participation by communities in matters of local governance should be encouraged. This includes matters such as capacity building programme, ward service delivery audit, enhancing participation, ensuring customer-care principles and strengthening relations with community based organisations. It is also the responsibility of leadership of each municipality to create conducive environment for community to engage municipality by ensuring that ward councilors are at all times consult with the community.

5.4.4 Strengthen public participation structures

In order to have effective public participation programmes it is important that municipalities through council should strengthen public participation structures, such as ward committees and community development workers. These structures should be strengthened through training and workshops to capacitate them on the role public participation and its impact towards service delivery in the municipality. When functioning well these structures will play an important role in facilitating communication and mobilization between ward councilor and community and also enable effective public participation.

5.4.5 Role clarification between ward committees and community development workers

One of the important tasks of the municipalities to clarify the roles of ward committees and community development workers to ensure effective public participation. This will ensure that the structures work as collective towards effective public participation programmes.

5.4.6 Improved public participation strategies

As part of recommendations of the study municipalities, particularly the Office of the Municipal Manager should improve its public participation strategies in order to guarantee the right to participation by all communities. The strategies include, among others, ward public meetings, council outreach and IDP consultations that ensure communities participate and also form part of council decision-making in municipalities. These strategies will also allow communities to receive feedback from municipal council on service delivery matters. Mathekga & Buccus, 2006 commented that there is a need for guaranteed local community participation and local communities must not be seen as only rubberstamping decisions that have been pre-arrived at without their consultation or participation.

5.4.7 Improved relationship between ward councilors and ward committees

One of the challenges affecting quality and level of public participation on council programmes in municipalities is poor relationship between ward councilors and ward committees, which hamper achievement of development goals within the local community, as it was evidence in Aganang Local Municipality. Ward committees are sometimes exploited by ward councilors to promote their own political agenda rather than promoting the agenda of communities, which

affects effective public participation aimed at bettering the lives of communities they serve. It is therefore the responsibility of Council Speaker in municipality to maintain healthy relationship between ward councilors and ward committees for promotion of effective public participation.

5.4.8 Mechanisms to monitor impact of public participation programmes

Even though government has successfully managed developed policy framework on public participation, there is lack of proper monitoring on the programme by municipalities. As a result municipalities pay lip service to the concept of public participation. In terms of Arnstein's ladder of participation "non-participation level" is still applicable in municipalities.

It is therefore important that municipalities through council should implement mechanisms through the office of the speaker to monitor impact of public participation programmes to communities and towards improvement of service delivery. The mechanism will assist in greater accountability between communities and council. It will also ensure communities make follow-up and monitor implementation of projects and track progress against the projects.

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Letter to participant

Dear participant

I am a student at University of Limpopo, Turfloop School of Leadership in the School of Management Sciences. As part of my studies towards my Masters Degree in Public Administration, I am required to submit a research in partial fulfillment of my Degree. The research is conducted under the promotion of Dr O. Mtapuri in the Department of Management Sciences.

My research interest is to assess the effectiveness of public participation programmes towards service delivery within the Capricorn District Municipality.

With regard to ethical issues guiding this research, the researcher pledges adherence to ethical conduct as it applies to participants. This means that

- Respondents are not required to disclose their identity meaning confidentiality is guaranteed,
- The information collected from the respondents will be used for the research purposes only,
- Respondents have the right to participate and withdraw their participation in the study at any time.

Guidelines to participants

This research survey is aimed at studying and identifying the perception of ward on the effectiveness of public participation programmes in the municipality. There is no right or wrong answers and your honest, anonymous opinion will be appreciated.

ANNEXURE B

INTERVIEW SCHEDULE FOR WARD COMMITTEES

Municipality　　:　　_____

Village/Ward　　:　　_____

Gender　　　　:　　_____

Date　　　　　:　　_____

1.What does your work entails in municipality?

_____

_____

_____

2.Are you being supported by Ward Councilor in performance of your work?

Yes ☐

No ☐

3.What is your role as a Ward Committee in promotion of public participation programmes?

_____

_____

_____

4.What is your relationship with other structures (Community Development Workers, Magoshi, Headmen) within your ward in promoting public participation programmes?

_____

_____

_____

5.Were you capacitated to understand the importance of public participation in the municipality?

Yes [   ]

No [   ]

6.What do you want the municipality do to ensure effective participation of communities in municipal programmes?

_____

_____

_____

7.Do you think late communication or delivery of information to community has impact towards participation in municipal programmes?

Yes [   ]

No [   ]

8.How do you ensure that the community participates actively in the programmes of council within the ward?

_____

_____

_____

9.Do access to public transport, have impact on effective participation by the community in municipal programmes?

Yes [   ]
No [   ]

10.Do public participation programmes, such as Outreach and IDP consultations accelerate service delivery within the ward?

Yes [   ]
No [   ]

If yes, how:

_____

_____

_____

11.As Ward Committee member, do you encourage community to participate in council programmes?

Yes ☐
No ☐

12.Do you think level of literacy in the ward has an impact towards community participation in municipal programmes?

Yes ☐
No ☐

ANNEXURE C

LOCATION MAP OF THE CAPRICORN DISTRICT MUNICIPALITY