AN ASSESSMENT OF COMMUNITY PARTICIPATION IN THE MATTERS OF LOCAL GOVERNANCE WITH SPECIAL REFERENCE TO THE MAFIKENG LOCAL MUNICIPALITY AREA

BY

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A MINI-DISSERTATION SUBMITTED TO THE FACULTY OF COMMERCE AND ADMINISTRATION, GRADUATE SCHOOL OF BUSINESS AND GOVERNMENT LEADERSHIP AT THE NORTH WEST UNIVERSITY IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF BUSINESS ADMINISTRATION

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# DECLARATION

I, KWADI BOAS MOKGOPHE, declare that the dissertation for the degree of Master of Business Administration (MBA) at the North-West University hereby submitted, has not been previously submitted by me for a degree at this or any other university, that it is my own work in design and execution and that all materials contained herein have been duly acknowledged.

Signature:...................................

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# ABSTRACT

The Constitution of the Republic of South Africa directs municipalities to encourage the involvement of communities and community organizations in the matters of local government. In terms of Basic values and principles governing public administration – people's needs must be responded to, and the public must be encouraged to participate in policy-making.

The study undertaken sought to assess the level of community participation in matters of local governance within the Mafikeng Local Municipality's area of jurisdiction. The study was prompted by a number of sporadic disturbances alleged to have been triggered by poor service delivery that plagued the municipality before and after the March 2006 local government elections. It would seem that there was an ineffective and irregular interaction or communication between the municipal council and its important stakeholders, the broader community. It appeared that public participation is not yet firmly rooted within the municipality.

In order to resolve the perceived problem relating to the uncertain level of community participation in matters of local governance, the researcher sought to:

- Determine the different approaches engaged by the Mafikeng Local Municipality towards ensuring sufficient community participation;
- Determine the challenges facing the municipality in promoting community participation in matters of local governance;
- Determine the structures that have been established to enhance community participation;
- Determine the effectiveness of the structures;
- Determine the role played by councillors; and
- Determine the residents' perceptions regarding the role played by the councillors in fostering optimal community participation.

To this end, local and international lessons, experiences and best practices were sought through literature review so as to discover issues that can be recommended for emulation by the municipality.

It was imperative to obtain the broader Mafikeng Local Municipality's community views on the subject matter under investigation so as to ascertain whether the perception has any basis. A questionnaire was used as an appropriate tool for collecting data. A universe of sixty respondents comprising thirty males and thirty females were drawn from both urban and rural residents. They were of different age categories and educational level. The questionnaire was self-administered by the researcher.

Data collected were computer analysed through the use of tables and figures. The conclusions reached supported the perception employed by the community that residents' participation was either low or partially implemented.

A number of recommendations were put forward including amongst others that :

- Councillors should recommit themselves to serve their communities better; feedback systems should be developed, implemented and sustained, communication channels be improved and capacity challenges be dealt with to build competence. Partial community participation should be replaced by effective and constructive community involvement in local governance issues that impact on their daily lives.

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## LIST OF ACRONYMS

| | |
|---|---|
| ANC | African National Congress. |
| BAASD | Bay Area Alliance for Sustainable Development. |
| CBOs | Community Based Organisations. |
| CBP | Community Based Planning. |
| CDWs | Community Development Workers. |
| CRM | Customer Relations Management. |
| DBSA | Development Bank of Southern Africa. |
| DPLG | Department of Provincial and Local Government. |
| EXNORA | Excellent Novel and Radical. |
| GEAR | Growth, Employment and Redistribution. |
| GTZ | German Agency for Technical Cooperation. |
| IDP | Integrated Development Plan. |
| LED | Local Economic Development. |
| LGSETA | Local Government Sector Education Training Authority. |
| MEC | Member of the Executive Council. |
| MFMA | Municipal Finance Management Act. |
| NGOs | Non-Governmental Organisations. |
| PMS | Performance Management System. |
| PPPs | Public Private Partnerships. |
| PRI | Panchayati Raj Institutions. |
| SALGA | South African Local Government Association. |
| SMMEs | Small, Medium and Micro Enterprises. |
| USAID | United States Agency for International Development. |
| VCO | Voluntary Community Organisation. |
| VCS | Voluntary Community Sector. |

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# CHAPTER ONE

## 1.    ORIENTATION

## 1.1    INTRODUCTION

After the 1994 democratic elections in South Africa, local government found itself faced with a massive challenge of providing basic municipal services to an increased number of communities, made up of millions of ordinary South Africans who struggled against the system of apartheid for years with a view to improve the quality of their lives. Residents of Mafikeng Local Municipality that the researcher selected as an area for the study, which comprises  many rural villages, formed part of the vast majority that needed basic municipal services that were never provided before. For the municipality to respond accordingly to the challenge, community involvement in municipal affairs became critical.

According to the White Paper on Local Government, apartheid has fundamentally damaged the spatial and economic environments in which people live, work, raise families, and seek to fulfill their aspirations.  Local government, being that sphere of government that is closest to people, was constitutionally mandated to assume a central role to build local communities and environments they live in, as the basis for a democratic, integrated, prosperous and truly non-racially biased society.

According to Abraham Lincoln (1809 – 1865), "no man is good enough to govern another man without that other's consent," Daily Sun, Monday (12 February 2007:30).  The statement emphasises the importance of participative governance.

In terms of section 152 of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) local government is mandated to:

- Provide democratic and accountable government for local communities;
- Ensure the provision of services to communities in a sustainable manner;
- Promote social and economic development;
- Promote a safe and healthy environment; and
- Encourage the involvement of communities and community organisations in the matters of local government (White Paper, March 1998: ix).

It is obligatory that local government must operate within the ambit of a developmental government system which is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way (White Paper, 1998: ix).

Municipalities are tasked with developmental duties, captured in section 153 of the Constitution. In terms of this section, a municipality must:

(a)   structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote social and economic development of the community; and

(b)   participate in national and provincial development programmes.

This suggests that there has to be proper linkages between the growth and developmental strategies of all three spheres of government, being national, provincial and local government. It would be improper for a municipality to default on its obligation as it has the right to govern on its own initiative, the local government affairs of its community, subject to the national and provincial legislation, as provided for in the Constitution.

Of cardinal importance in the developmental duties of a municipality, is its ability to meet the very basic needs of the community, especially those communities that have been disadvantaged for many decades. These needs relate to jobs, land, housing,

water, electricity, telecommunications, transport, a clean and healthy environment, nutrition, health care and social welfare that will result in reconstructing family and community life of the South African society. People should be involved in the programmes aimed at addressing the above issues through being part of the decision-making processes on where infrastructure is to be located. These are the views expressed in the Reconstruction and Development Programme (RDP) (1994:7).

The Municipal Demarcation Board, directed by the Local Government: Municipal Demarcation Act 1998 (Act 27 of 1998) determined wall-to-wall municipal boundaries in terms of section 25, of the Act. According to the new boundaries, every inch of the Republic of South Africa, is within a municipal government. The Mafikeng Local Municipality, being part of South Africa in the Province of the North West was also affected by this robust transition that sought to combine the previously neglected areas of traditional rural communities with the urban settlement of Mafikeng and Mmabatho.

The then Minister of Provincial and Constitutional Development, Mr. Mohammed Valli Moosa, in his Foreword to the White Paper on Local Government (1998:v) described "local government as the sphere of government that interacts closest with communities, is responsible for the services and infrastructure so essential to our people's well being, and is tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability." These sentiments are critical where government is committed in deepening democracy.

## 1.2   DEMOCRACY AND PUBLIC PARTICIPATION

Democracy is a way of governing the country. The most common definition of democracy that it is rule by the nation that voted in the leaders to govern according to the will of the nation. People are given an opportunity to choose, through their right to vote, people to represent them in government, be it at national, provincial or local spheres. They do this in regular, free and fair elections. However, this requires that the nation must be consulted at frequent intervals between elections. Democracy, furthermore, means that the people who have been elected are accountable in various

ways to the people who voted for them. They have to act and deliver on the promises they made during the elections and they have to be open (transparent) in their actions. This is what is expected of the councillors of the Mafikeng Local Municipality who were voted into office by the local community in the March 2006 local government elections. http://www.paralegaladvice.org.za/doc/chap06a/02/html 2007-04-02).

The involvement of communities and community organisations in the matters of local affairs is of paramount importance in the cultivation of relationships that are mutually beneficial and adding value to those that are involved, that is, councillors, officials and the citizens. Leaders provide focusing direction and consult with constituencies that they lead through this involvement.

The Local Government Municipal Systems Act, 2000 (Act 32 of 2000) says that there is a need to create a more harmonious relationship between municipal councils, municipal administrations and the local communities through the acknowledgement of reciprocal rights and duties (p.4). Municipal councils must be accountable to their local communities. In addition, the Constitution says it is important that communities participate in local government. The most important way the communities can follow to participate in local government is through the structure of ward committees.

There are three significant pieces of legislation that serve services consumers that can be used by citizens to enforce accountability of local councillors and local council, should the need arise. These pieces of legislation are:

- Promotion of Access to Information Act (Act No 2 of 2000), which gives the people the right to have access to any information which the government has if they need it to protect their rights;
- Protection of Disclosure Act (Act 26 of 2000), which protects people who speak out against government corruption, dishonesty or bad administration; and
- Promotion of Administrative Justice Act (No 3 of 2000), which says all decisions of administrative bodies have to be lawful, procedurally fair and reasonable. People have a right to be given reasons for decisions taken by government officials.

The above are borne out of the Bill of Rights enshrined in the country's Constitution, namely, section 32: Access to information and section 33:

Just administrative action: (http://www.paralegaladvice.org.za/docs/chap06/06.html 2007/04/02).

The Ward Committee Resource Book by the Department of Provincial and Local Government and German Agency for Technical Cooperation (dplg and GTZ 2005: 10) focusing on public participation in local government regarded as the level of government closest to the people, suggests that the core of all the legislation that has been put in place is to find ways that ensure that citizens give input to the decisions that local councils make. The purpose of all the pieces of legislation is to make sure that citizens participate fully in the decisions that affect them at local level.

## 1.3 LEGISLATION AND POLICIES GUIDING PUBLIC PARTICIPATION

Since the dawn of democracy in 1994, the government of the Republic of South Africa mounted a concerted effort in developing pieces of legislation that would shape and guide local government. Some of the legislation is listed below:

(a)     The Constitution of the Republic of South Africa Act 1996 (Act 108 of 1996);

(b)     The Batho Pele White Paper 1997;

(c)     The White Paper on Local Government, 1998;

(d)     Local Government: Municipal Demarcation Act 1998 (Act 27 of 1998);

(e)     Local Government: Municipal Structures Act, 1998 (Act 117 of 1998);

(f)     Local Government: Municipal Systems Act, 2000 (Act 32 of 2000);

(g)     Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003); and

(h)     The Guidelines for the Establishment and Operation of Municipal Ward Committees, 2005. (dplg and GTZ 2005:13).

It will be noted, when going through all the pieces of legislation that they explain the way in which local government is to function and also provide the necessary

framework for how local government should interact with local communities  (dplg and GTZ 2005:13).

### 1.3.1  The Constitution of the Republic of South Africa, 1996

Herein are found two most significant objectives of local government enshrined in section 152 of the Constitution that relate to public participation which are to:

- Provide democratic and accountable government for local communities; and
- Encourage the involvement of communities and community organisations in the matters of local government.

### 1.3.2  The White Paper on Local Government, 1998.

The White Paper – that is otherwise referred to as the "mini – constitution" for the local sphere of government – establishes the basis for a new developmental local government system, which is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way (p:iv).  If this vision is to be realised, municipalities are encouraged to build local democracy by developing strategies and mechanisms to continuously engage with citizens, business and community groups. The White Paper requires active participation of citizens at four levels as:

(i)     Voters;

(ii)    participants in the policy process;

(iii)   Consumers and service use; and

(iv)    Partners in resource mobilization.

Furthermore the White Paper states that municipalities must     represent  the interests of the people in the community and work with all sections of the community to build a shared vision and     set goals for development (dplg and GTZ 2005:13-14).

## 1.3.3 Local Government: Municipal Structures Act, 1998.

Chapter 2 (Section 19) of the Act requires a municipality to strive, within its capacity, to achieve the objectives set out in Section 152 of the Constitution, namely to:

- Develop mechanisms to consult the community and community organizations in performance of its functions and exercising its powers; and
- Annually review the needs of the community and municipal priorities and strategies for meeting those needs and involving the community in municipal processes.

Part 4 of Chapter 4 of the Act, is the section that requires the establishment of ward committees, with a view to enhance participatory democracy in local government. The very chapter further provides that the Ward Councillor shall be the Chairperson of the Ward Committee and obliges the municipal council to make rules regulating the procedure to elect members of the ward committees. The Act amongst others has:

- A framework for the powers and functions of ward committees;
- The term of office;
- Procedures for dealing with vacancies;
- A ruling on remuneration; and
- Procedures for dissolution of ward committees (dplg and GTZ 2005 :14)

## 1.3.4 Local Government: Municipal Systems Act, 2000

In accordance with Chapter 4 of the Act, municipalities must develop a culture of municipal governance that works hand-in-hand with formal representative government (that is elected leaders) with a system of participatory governance, that is, community participation. It also requires that municipalities develop processes and procedures for community participation. In Section 5(1) of the Act, the rights and duties of members of local community are outlined so as to:

- Contribute to the decision-making process of the municipality; and submit written or oral recommendations, representations and complaints to the municipal council or to another political structure or a political office bearer or the administration of the municipality;

- Prompt responses to the written or oral communications, including complaints to the municipal council;
- Be informed of the decisions of the municipal council, or another political structures or any political office bearers of the municipality, affecting the rights, property and reasonable expectation. The legislation is put in place as it recognises that participatory democracy is a critical component of local government (dplg and GTZ:14-15).

## 1.3.5 Local Government: Municipal Finance Management Act 2003 (MFMA)

The Act directs that a budget together with accompanying documents must be made available to the public immediately after it has been tabled in council. The council must allow for public representations on the budget in accordance with section 22(a) (i) and (ii). In this instance, Ward Committees are a good way for the budget to be circulated and to facilitate representation and feedback from the community.

Municipalities have an obligation to produce and table an annual report as an important mechanism for accountability and transparency. The purpose of the annual report is "to promote accountability to the local community for the decisions made throughout the year by the municipality or municipal entity in compliance with section 121(2) of the Act". The council meeting that deals with the annual report must be open to the public and sufficient time must be allocated to members of the public to address the council as provided for in section 130 (1) of the MFMA (dplg and GTZ 2005:18).

## 1.3.6  BATHO PELE WHITE PAPER, 1997.

The Batho Pele White Paper's aim is to provide a citizen – oriented customer service. It means that all public servants, including municipal staff are required to ensure that the service they render to the public is efficient and polite.   Batho Pele calls for a shift away from inwards-looking, bureaucratic systems, processes and attitudes to an attitude that says "the needs of the public come first".  This suggests that new ways of working with the public are required, such as offering a public service that is better, faster and more responsive to the citizens' needs  (dplg and GTZ 2005:19).

The objectives of service delivery therefore include welfare, equity and efficiency. Batho Pele is a Sesotho expression meaning *"People First"*.  The Batho Pele policy framework as captured in government gazette No 18340, of 1 October  1997:15, consists of eight service delivery principles listed hereunder:

- Consultation
- Service standards
- Access
- Courtesy
- Information
- Openness and transparency
- Redress
- Value for money.

## 1.3.6.1 THE IMPORTANCE OF TAKING COMMUNITIES ALONG

It is important that communities should always be taken along in the continuous shaping of their hard earned democracy. The value of their inputs in governmental decision-making processes is of cardinal importance, for it is their government and not government of the political office bearers and officials.  The emphasis is that during the IDP, Performance Management System (PMS), Budgetary and by-laws development processes public participation should be central all the time. The local municipality, being the representative of the people has an enormous task of ensuring that the people's needs receive serious attention and get their priorities right.

All governments, national, provincial and local government are the ever important stakeholders in making significant contribution towards the attainment of the Millennium Development Goals of the United Nations, of which South Africa is a signatory. All developmental planning initiatives should focus on enhancing the quality and accessibility of government services by the ordinary citizens, through improving efficiency and accountability to the recipients of public goods and services (Member of the Executive Council (MEC) for Finance during the North West Province's 2007/2008 Budget speech).

The United Nations Millennium Development Goals include:
- The eradication of extreme poverty and hunger;
- The achievement of universal primary education;
- The reduction in child mortality;
- Improvements in maternal health; and
- The combating of HIV/AIDS and other diseases.

(North West MEC for Finance's Provincial Budget Speech 2007/2008).

Flowing from the above information, it would be of necessity for a municipality to develop and adopt a customer relations management strategy/policy that is not found in the private sector but is crucial in public sector institutions – where "shareholders" and "customers" are the same people. If one is dissatisfied with one's local municipality, there is no alternative supplier of municipal services to which one can switch. Public unrest could soon turn into conflict and the destruction of public property, as evidenced in some parts of the country, especially the Free State Province, in the run up to the 1st March 2006 local government election as reported in Local Government Bulletin , Nicol (September 2006:18). Effective communication is the best tool to avoid confrontations and resultant destruction of public and private properties.

Mafikeng Local Municipality, like other municipalities country wide, has experienced disturbances attributable to poor service delivery. Places affected by such sporadic disturbances were Signal Hill, Extension 39, Tsetse, Ramatlabama, Lokaleng, Mmasutlhe and Flats residents, prior to the 2006 municipal government elections and in the recent past. See the area/ complaint specific table provided bellow. The incidents may be attributed to poor communication and information flow.

Communities there deserve to be guided to understand that they have an obligation to know the channels that need to be followed in order to institutionalize their relationship with organs of the democratic state.

**Table 1.1 Areas that experienced protest marches**( Local government report)

| Area/ locality | Type of complaint/s |
| --- | --- |
| Signal Hill | Lacks services generally and unemployment |
| Extension 39 | Electricity and roads/streets |
| Tsetse | Water, electricity and roads |
| Ramatlabama | Water and roads |
| Lokaleng | Water, roads and unemployment |
| Mmasutlhe | Roads and electricity |
| Mmabatho Flats residents | Lack of maintenance and sale of flats to private persons. |

## 1.4 Customer relations management issues

A political will has to be there at municipal level to establish a political customer relations management. As Nicol (September 2006:18) argues, political customer relations management needs to be seen as part of a package of approaches that a municipality needs to master when planning a customer care strategy. "Customer Relations Management (CRM) is not only about smiles at the front desk and a responsive back office; it also depends on getting your balancing act right. Managing customer relations would require the feeding of CRM components, namely Corporate CRM, Political CRM and Functions specific CRM" as viewed by" (Nicol,2006).

In the North West Province municipalities are encouraged to adopt customer care guidelines and a complaint handling system designed by the provincial department responsible for local government. On a six monthly basis, that is end of June and of December each year, municipalities are expected to submit reports to the department which indicate the number of complaints received, resolved, or not resolved – and providing reasons for pending ones. With these reports the department is able to have

a sense of what is developing at municipalities in as far as customer service and complaints handling are concerned and render advice where necessary.

In her address to the South African Local Government Association (SALGA) National Members Assembly, during 2006, the Deputy President, Ms Phumzile Mlambo-Ngcuka, asserted that leaders within local government, which includes senior officials in municipalities, will increasingly be called upon to lend impetus and support to the process of public participation in the affairs of communities they serve, be political custodians of good governance and accountability, and rigorously advocate for the needs of communities (Portfolio – Municipalities in South Africa, 2006).

The Deputy President also impressed upon the audience, the Department of Provincial and Local Government's Five Year Local Government Strategic Agenda. Included in that was a set of benchmarks for an ideal functional municipality which are prioritised as follows:

- Municipal transformation and institutional development;
- Local Economic Development;
- Basic Service Delivery and Infrastructure Investment;
- Financial viability and Financial Management; and
- Good Governance and Community Participation.

(Portfolio – Municipalities in South Africa, 2006).

## 1.4.1 Key features on good governance and community participation

The identified features are:

- Functional community participation mechanisms and ward committee;
- Established feedback mechanisms in order to ensure responsiveness to Communities;
- Continuous and special attention to historically marginalised and excluded communities; and
- Effective intergovernmental relations.

The Deputy President pointed out that a very substantial proportion of operational problems and blockages in municipalities arise from an inability on the part of political decision-makers as well as administrative officials to agree on the role to be played by each governance structure and political office bearer, and to implement an appropriate system of delegation as required by section 59 of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000). (Portfolio-Municipalities in South Africa 2006:22-23).

## 1.4.2 About community participation

The Deputy President indicated that experience has shown that community participation, which is commonly defined as an open and accountable process through which individuals and groups within selected communities can exchange views and influence decision-making, is an essential part of effective and accountable governance at local level. One important way of achieving successful and lasting models, to ensure that community participation takes place, is through establishing structures and institutionalised frameworks for participatory local governance. Structures and institutionalised models of participation generally work where there is a political commitment to their implementation, she added.

It has become widely accepted that good communication is an essential part of developmental local government and it is evident that unless communities across the social economic spectrum, understand the business of the council that they elected and know how their rates and service charges are spent, municipalities are not meeting their obligation to be developmental, the Deputy President asserted. (Portfolio – Municipalities in South Africa, 2006).

## 1.4.3 Safety and environmental concerns

A municipality should engage in a massive cleanup campaign from time to time or when the necessity demands. Illegal trade like shebeens should be controlled. Activities that impede the flow of traffic and disturb shops' normal operation as in the

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Mafikeng Central Business District, need to be regulated by creating stands at selected places where hawkers may be accommodated and regulated through a number of appropriate by-laws (Sikiti, 2006:40), in Local Government Bulletin of September 2006. On transport planning Sikiti argues that, this has a key role in organising relationships between economic development, infrastructure, population, markets and resources. Clearly, adequate transport and good roads infrastructure coupled with proper safety measure will boost investor confidence in a municipality.

### 1.4.4 Public Private Partnerships (PPPs)

It is often spoken of the "People Contract for better South Africa" entered into between the government and the citizens of South Africa. There is an awareness that the government alone cannot solve the problems the nation is facing without private partnership participation. Economic development is a matter that requires the involvement of all spheres of civil society and the business community, especially private companies so as to push back the frontiers of poverty. Municipalities need to team up with the private sector to unlock opportunities, promote economic growth and create jobs if building sustainable livelihoods is to become a reality (Sikiti 2006:41).

According to the Municipal Service Partnership, Participant Manual (DPLG and United States Agency for International Development USAID 2002: 14) Community Based Organisations (CBOs) and Non-Governmental Organisations (NGOs) often have particular skills relating to facilitating development initiatives, developing small medium and micro-sized enterprises, and capacity building. Another advantage of developing partnership is that CBOs and NGOs often have close linkages with community groups and can act as effective intermediaries in development initiatives.

In developmental local government, Local Economic Development (LED) is seen as "a process whereby local initiatives combine skills, resources and ideas in stimulating local economies to respond innovatively and competitively to changes in the national and global economy, while promoting job creation, poverty alleviation and redistribution". LED is a bottom-up and integrated answer to the challenges of unemployment, social exclusion and poverty. LED enhances local ownership of the

development process and fosters innovation by using local knowledge and capacities. It also addresses the different dimensions of the development process by promoting entrepreneurship, networking, institutional building and local investment (Municipal Service Partnership, Participant Manual DPLG and USAID 2002:14).

The Mafikeng Local Municipality should develop its own growth and development strategy that will dovetail well with that of the District, Province and country. It should involve all the necessary stakeholders, including private partners, the aim being to transform the area into a sought-after destination for investment, tourism and business. The municipality is blessed with an airport of international status and is also declared an industrial development zone with its close proximity to the neighbouring Botswana. Improvement of the poor roads infrastructure should receive serious and urgent attention for this to be realised.

Furthermore, Mafikeng Local Municipality may consider the possibility of organising a infrastructure summit, that would attract key industrial players such as financial institutions, IT companies, building and construction firms, engineering companies, donors and grant funders and all other interested parties involved in infrastructure development (Sikiti 2006:41). The aim being to seek alternative, innovative and cost-effective development and funding solutions to expedite Mafikeng's capital and infrastructure projects, including addressing current, future projects and infrastructural backlogs and 2010 World Cup projects, as did the City of Johannesburg with its infrastructure conference in 2006. Mafikeng as the capital of the North West Province is going to play a critical role during the 2010 World Cup (Sikiti 2006: 41). Some of the competing clubs would want to use the Mafikeng stadium as a venue for practicing.

Best practices are found around the country. The Ekurhuleni Metropolitan Municipality held a "Growth and Development Summit" during September 2006, with the theme of "Age of Hope: Forging Partnerships to Build Sustainable Communities in Ekurhuleni". The summit outlined its Integrated Development Plan (IDP), discussed challenges in the Metro and proposed a range of development programmes. All these endeavours would make ideal opportunities for partnering and funding (Sikiti 2006:41).

### 1.4.5 Current municipal practices to support business and new investment

According to its Website, the eThekwini Municipality established the Business Support Unit in 2002 (Sikiti 2006:42). The purpose of this unit is to provide integrated business support to existing and potential services, to help them undertake income-generating activities resulting in economic growth and job creation, in line with the Small Business Act, Informal Economic Policy and Targeted Procurement Policy.

The unit is tasked to regulate the informal economy to ensure that survivalists and traders "graduate" to the formal economy. The Business Unit also strives to create a "friendly" environment in which Small, medium and micro enterprises (SMMEs) can flourish. In addition, the unit has put in place progressive business policies and programmes to sustain both the informal and formal economies of the municipality (Sikiti, 2006:42).

### 1.5 STATEMENT OF THE PROBLEM

A number of sporadic disturbances alleged to have been triggered by poor service delivery plagued Mafikeng Local Municipality before and after the March 2006 local government elections. It would appear that these were as a result of an ineffective and irregular interaction of communication between the municipal council and its important stakeholders, the broader community. The community seems to be yearning for regular feedback from the municipality. It would appear that public participation is not yet firmly rooted within the municipality.

It should be noted that the notion of public participation in all spheres of government is embedded in the Republic of South Africa Constitution Act, 108 of 1996. Regarding the local sphere of government the Constitution states the following:

- In section 152 (1)(e) one of the objects of local government is to encourage the involvement of communities and community organisations in the matters of local government; and

- Section 195(1)(e) is focusing on the basic values and principles governing public administration, people's needs must be responded to, and the public must be encouraged to participate in policy-making.

The Local Government Municipal Structures Act, 117 of 1998 as amended, allows for a Category A municipality with a sub-council or ward participatory system, or a category B municipality like Mafikeng, with a ward participatory system, and Executive Committees or Executive Mayors who must annually report on the involvement of communities and community organizations in the affairs of the municipality (Draft National policy framework on public participation 2007:8).

The Local Government Municipal Systems Act, 32 of 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 same Act, the council has the duty:
- To encourage the involvement of the local community; and
- To consult the community about the level, quality, range and impact of municipal services provided by the municipality, either directly or through another service provider.

Chapter 4 of the Local Government: Municipal Systems Act is loaded with clear and specific requirements for public participation in local governance. Section 16 requires that:
- The municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance;
- Must encourage and create conditions for the community to participate in the affairs of the municipality including in the IDP, performance management system, monitoring and review of performance, preparation of the budget and strategic decisions regarding municipal services; and

- Must contribute to building the capacity of the local community to participate in the affairs of the municipality and councillors and staff to foster community participation.

The local communities themselves have a responsibility to work in partnership with the municipality and other stakeholders. The draft national policy framework on public participation states that it is important to develop a cooperative governance framework where citizens, councillors and officials take collective responsibility for development at the local level.

The new local government system has introduced the Ward Committee System with a view to deepen local democracy and establish a formal link between the community and the municipality. A ward committee consists of ten persons elected by the ward community from interest groups within that particular ward and a ward councillor who must also be the chairperson of the committee. The guidelines for the establishment and operation of municipal ward committees were published by the Ministry for Provincial and Local Government in 2005, Notice 965 of 2005. The status of ward committees, Code of conduct and their functions and powers are outlined in the Notice.

The Mafikeng Local Municipality is composed of twenty-eight (28) wards. All of them have established Ward Committees. That means that there are 280 Ward Committee members serving the municipality. The question that comes to mind is, to what extent are they being given the necessary support to be functional. Are they indeed functional? Every effort should be made to support these ward committees to be functional and effective. The municipality should provide the necessary resources in support of ward committees.

According to Lesabe (2002:37), the ward committees if properly constituted, trained and functional as expected, should serve as the most convenient vehicle of ensuring full community involvement and participation in the matters relating to local governance. Through community participation the bottom-up decision-making process is encouraged. The residents are provided with a platform to engage with their political

representatives and also influence on how the scarce resources should be allocated so as to promote sustainable livelihoods across the poor members of the community.

In an effort to foster a harmonious relationship between the council and the community, ongoing information sharing and taking the broader community on board as regards the developmental programmes and the constraints or challenges facing the municipality, is vital. Vigorous public education and awareness would pay dividends in the long term. Community members will benefit in terms of knowledge acquisition, have a clearer understanding on how the municipality operates and skills to be gained (National Curriculum Statement: 6).

Before the March 2006 local government elections, the African National Congress (ANC) pledged to act decisively to improve interaction with communities through ward committees, with a view to correcting a weakness that resulted in communities rioting and rebelling against what they believed were unacceptable and corrupt councillors in the two previous years (Sunday Times: Politics 15/04/2007).

In pursuit of enhancing sound community participation in the affairs of Mafikeng Local Municipality, the following reach questions were identified as problems to be addressed by the study:

- What are the different approaches engaged by the Mafikeng Local Municipality towards ensuring sufficient community participation?
- What are the challenges facing Mafikeng Local Municipality in promoting community participation within its area of jurisdiction?
- What structures have been established to enhance community participation in matters of local governance?
- Are the structures that have been established effective?
- What were the roles played by councillors to ensure optimal community participation? and
- What are the residents perceptions regarding the role played by their councillors in fostering optimal community participation?

### 1.5.1 Mafikeng Local Municipality's profile

Mafikeng Local Municipality has a population of 266,000 and a total of 758 municipal employees. Councillor M D Sejosengoe is the Executive Mayor and Mr H J Smit is the Municipal Manager, while Mr Naidoo is the Acting Fianncial Director. The Municipality was favoured with a capital budget of R316 807 000, and an operating budget of R181 000 000, for the financial year 2006/2007. The information is availed in Portfolio – Municipalities in South Africa (2006:260).

### 1.6 THE RATIONALE OF THE STUDY

This study sought to check on hurdles that impede the Mafikeng Local Municipality from enhancing sufficient community participation. Community participation is not a privilege but a right enshrined in the Constitution that must not be compromised or stifled. The dawn of a democratic rule in South Africa carries with it a strong commitment towards promoting effective governance and improving the quality of life for all citizens, cited the Public Service Commission's Report, October 2006:2.

Section 153 of the Constitution of the Republic of South Africa (1996) directs that a municipality must structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and participate in national and provincial programmes. That requires of a municipality to ensure that its structures, systems, processes and orientation are properly geared to effectively deliver services to the public. This may only be attainable if the consumers of public goods and services are taken on board through the promotion of community participation and engagement.

Full community participation or consultation was unheard of during the apartheid era. It was a total taboo that is why a lot of confrontation arose. Things were imposed on people and not planned with them. Mafikeng Local municipality was adversely affected by the Bantustan policy before liberation. Coming from that background, it is important that the Mafikeng Local Municipality should embrace every effort in raising

awareness amongst residents and strengthening capacity on community participation and engagement in local government issues. That will also call for the adoption of the new concept of Community Based Planning (CBP). The CBP argues that unless poor people can influence the budgets, the ability to promote sustainable livelihoods for poor people will be limited, as well as the impact of local democracy.

Community-Based Planning is advocated for the following reasons:
- To improve the quality of plans;
- To improve the quality of services;
- To improve the community's control over development; and
- To increase community action and reduce dependency (CBP Facilitators Guide 2005:5).

## 1.7    THE AIM OF THE STUDY

The aim of the study was to assess the level of community participation in matters of local governance within the Mafikeng Local Municipality's area of jurisdiction and to recommend possible improvement measures.

## 1.8    SPECIFIC OBJECTIVES

More specifically the study sought to examine the following objectives:
- To determine the different approaches engaged by the Mafikeng Local Municipality towards ensuring sufficient community participation;
- To determine the challenges facing Mafikeng Local Municipality in promoting community participation within its area of jurisdiction;
- To determine the structures that have been established to enhance community participation in matters of local governance;
- To determine the effectiveness of the structures that have been established;
- To determine the role played by councillors to ensure optimal community participation; and
- To determine the residents' perceptions regarding the role played by their councillors in fostering optimal community participation.

## 1.9    CLARIFICATION OF CONCEPTS

The Longman Dictionary of Contemporary English (1983) provides the following clarification of key words:

**Public** : refers to people in general.

**Participation**: refers to the act of taking part or having a share in activity or events.

**Assessment**: refers to a judgement or opinion.

## 1.9.1  PUBLIC PARTICIPATION

According to Ballarat City Council, public participation is defined as " providing opportunities for people who are affected by or interested in a Council decision to participate in the decision making process in order to enhance the resulting decision, plan or project" (http://www.ballarat.vic.gov.au/Your_Council/ Privacy Local Laws Consultation /Public 2008/08/08).

## 1.10    Empirical Exploration

The problem identified was clarified through empirical exploration.

## 1.10.1 Questionnaire design

The researcher designed a questionnaire and subjected it to pre-testing. According to Martins, Loubser and de J van Wyk (2002:232), pre-testing is regarded important so that one may satisfy oneself that the questionnaire one has designed will perform its various functions in collecting data.

## 1.10.2 Population Sampling

A stratified random sampled population from Mafikeng Local  Municipality  residents made up of 30 males and 30 females will be used in the study.

## 1.10.3 Data Analysis

A computerised data analysis method will be used. Excel software package and SPSS 15.0 software package will be used. Statistical analysis that includes frequency distribution, percentages, graphs, chi-square test of independence and spearman's rank correlation will be employed.

## 1.11 Summary

The chapter provided a reflection on the local government landscape after the 1994 democratic elections in South Africa and the challenges that faced municipalities regarding service delivery. Central to that was the introduction of the concept of community participation in municipal affairs as directed by the Constitution and other related sub-ordinate legislation aimed at deepening democracy at grassroots level. An indication was made as to why Mafikeng Local Municipality was chosen as an area of study. Furthermore, both the objectives of this research study as well as the research problem have been formulated, providing a research foundation. Chapter 2 will cover an appropriate literature study of relevance to the research problem. This will be followed by further chapters on research methodology and design, data analysis, and a final chapter on conclusions and recommendations.

# CHAPTER TWO

## 2. LITERATURE REVIEW

### 2.1 INTRODUCTION

The literature review seeks to draw from domestic and international literature some of the lessons, experiences and best practices that may be emulated in pursuit of high quality citizen engagement in local affairs. That was done because it is argued that if cities and towns want to respond effectively to citizens needs, municipal councillors and officials need to start listening to citizens and recruit their help in crafting the policies and decisions that will shape the future of their community (http://www.extension.unh.edu/News/publpart.htm 2008/08/08). This also provides a further step towards greater democratisation.

#### 2.1.1 Policy considerations

As a basis the Constitution commits the state as a whole to promote human dignity, equality and freedom for all South Africans. Moreover, the Reconstruction and Development Programme (RDP) and Growth, Employment and Redistribution (GEAR) commit the government to implementing developmental programmes to eradicate poverty. The question is what is the role of developmental local government in the entire process? Chapter 7 of the Constitution started to answer the question by pronouncing the purpose of local government in the form and objects of local government (Towards a White Paper on Local Government in South Africa: 29).

Section B of the White Paper (p17) that deals specifically with developmental local government, defines it as follows: "developmental local government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and to improve the quality of their lives."

The primary role of municipalities is to ensure the provision of essential municipal services like water, sanitation, electricity, for example, to all South Africans. The secondary role is to promote economic and social development, and to participate in national and provincial development programmes. These two tasks are what is meant by the developmental role or duties of municipality (Towards a White Paper on Local Government in South Africa: 29)

Section 17(2) of the Local Government: Municipal Systems Act (Act No. 32 of 2000) stipulates that "a municipality must establish appropriate mechanisms, processes and procedures to enable the local community to participate in the affairs of the municipality".

Local government as the third sphere of government closest to the people, is bound by the basic values and principles governing public administration, and must ensure that, amongst other the following principles embodied in chapter 10 of the Constitution are maintained and adhered to:

- A high standard of professional ethics is promoted and maintained;
- Services must be provided impartially, fairly, equitably and without bias;
- People's needs must be responded to, and the public must be encouraged to participate in policy-making; and
- The administration must be accountable.

Making the public servants aware of their responsibility, Minister Geraldine J Fraser-Moleketi, Minister for Public Administration, in the Foreword in the "Draft Concept Document" for the Public Service Week, 18th to 22nd June 2007, said "Public service delivery improvement continues to be a challenge that requires the commitment of all public servants to work towards, not only meeting government's objectives but also satisfying the aspirations of members of the public for access to quality services and a better life for all. Nothing should justify our failure to respond to these expectations, as they are legitimate and noble". She reiterated that public servants should do their normal work differently through living the Batho Pele principles and the new belief set of "*We belong, We care, We serve*".

The theme of the Public Service Week was *"Promoting Good Governance with emphasis on Anti-Corruption and Ethics"*. The above message and theme equally apply at municipal level because local government is not for councillors and officials but for the civil society that voted councillors into office. The council should strive to get optimal involvement of communities in issues of governance.

## 2.2    WHAT IS PUBLIC PARTICIPATION

The National Policy Framework for Public Participation document defines public participation as "an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making." It is also defined as a domestic process of engaging people, deciding, planning, and playing an active part in the development and operation of services that affect their lives.

There are indeed valid reasons that support the notion of public participation. According to the Department of Provincial and Local Government (DPLG), public participation is necessary due to the following four main reasons:

- Firstly, public participation is encouraged because it is a legal requirement to consult;
- Secondly, it could be promoted in order to make development   plans, and services more relevant to local needs and conditions;
- Thirdly, participation may be encouraged in order to hand over responsibility for services and promote community action;
- Lastly, public participation could be encouraged to empower    local communities to have control over their own lives and livelihoods.

Lesabe (2002: 34) asserts that the notion of community participation in matters of local governance comes from the understanding that elected councillors cannot on their own identify and address the needs of their communities without the assistance or involvement of their community members and community organisations.

## 2.2.1 Basic assumptions underlying public participation

The basic assumptions underlying public participation, according to the National Policy framework for Public Participation include:

- Public participation is designed to promote the values of good governance and human rights;
- Public participation acknowledges a fundamental right of all people to participate in the governance system;
- Public participation is designed to narrow the social distance between the electorate and the elected institutions;
- People can participate as individuals, interest groups communities more generally; and
- In South Africa, in the context of public participation, community is defined as a ward, with elected ward committees.

Hence ward committees are expected to play a pivotal role in linking up elected institutions with the people, and these linkages are reinforced by other forums of communication within communities like the izimbizo, roadshows and the makgotla.

## 2.2.2 Levels of participation

Arnstein (1969) in the "National Policy Framework for Public Participation" outlined the ladder of participation as follows:

*Citizen control* – People participate by taking initiatives independently of external institutions for resources and technical advice they need, but retain control over how resources are used. An example of citizen control is self-government, the community makes the decisions.

*Delegated power* – In this regard government ultimately runs the decision-making process and funds it, but communities are given some delegated powers to make

decisions. People participate in joint analysis, development of action plans and formation or strengthening of local institutions.

*Partnership* – An example is joint projects – community has considerable influence on the decision making process but the government still takes responsibility for the decision. Participation is seen by external agencies as a means to achieve project goals, especially reduced costs. People may participate by forming groups to meet predetermined objectives related to the project.

*Placation* – The community is asked for advice and token changes are made.

*Consultation* – The community is given information about the project or issue and asked to comment – for example, through meetings or surveys – but their views may not be reflected in the final decision, or feedback given as to why not.

*Informing* – Community is told about the project – for example, through meetings or leaflets; community may be asked, but their opinion may not be taken into account.

*Therapy* – People participate by being told what has been decided or already happened. It involves unilateral announcements by an administration or project management without any listening to people's responses.

*Manipulation* – Participation is simply a pretence, for example, with "people's" representatives on official boards but who are not elected and have no power, or where the community is selectively told about a project according to an existing agenda.

## 2.2.3 Community Based Planning (CBP)

The most important vehicle to foster public participation is through Community Base Planning that is primarily ward based. The Community Based Planning and IDP Guide 3: CBP/IDP Management Guide explains that CBP is "a form of participatory planning which has been designed to promote community action and to link to the Integrated Development plan (IDP). Information that is generated during the CBP

process can be effectively used in the IDP because it is the information derived from the wards' ordinary residents inputs.

In Community Based Planning the "people especially poor people are active and involved in managing their own development and therefore claiming their rights and exercising their responsibilities." Furthermore, the presence of a responsive, active and accessible network of local service providers, that is, community-based, private sector and/or government is acknowledged at community level.

At local government level services are facilitated, provided or promoted effectively and responsively coordinated if providers are held accountable. Community based planning seeks to empower the community to plan for itself and to help the local government to understand and address service needs. It is also designed to link to the statutory planning system, local government's IDP, while using the statutory participatory mechanism, the ward and ward committee.

### 2.2.3.1 The Objectives of CBP

There are commonly four different types of reasons why participatory planning is being advocated. These are:
- To improve the quality of plans;
- To improve the quality of service;
- To improve the community's control over development; and
- To increase community action and reduce dependency.

This suggests that community based planning must be empowering for communities and also lead to improved ward, local authority and other agency plans and services. It is imperative that the municipality empowers its ward councillors and ward committees to facilitate a planning process that will enable each committee to generate a mandate for its term of office (CBP/IDP Management Guide: 4).

The CBP methodology provides municipalities with the means to strengthen the participatory aspects of their IDP, thereby assisting them to give greater effect to the requirements of the White Paper on Local Government and the Municipal System

Act, 2000. It also goes further to promote ward level plans and to enhance community action, thus promoting other aspects of government policy such as *Letsema* and *Vuk'uzenzele*, mobilising communities and citizens to take the destiny of their lives into their own hands, through volunteering. The approach requires firm commitment from the municipality to enable citizens to move from being merely passive consumers of services to active citizens that are able to participate in meeting their development priorities (CBP/IDP Management Guide: 6).

### 2.2.3.2 The Principles of CBP

The CBP is guided by a number of principles, some of which are listed below:
- The inclusion of poor people in planning;
- Planning that is linked to legitimate structure (the ward and ward committee);
- Planning that is not a once off exercise, but is part of a longer process, with implementation, monitoring and   evaluation and annual reviews;
- Plans that are people focused and empowering;
- Planning that promotes mutual accountability between community and officials; and
- Commitment from councillors and officials to both plan and implement, and responsibility to ensure it gets done (CBP/IDP Management Guide: 4-5).

Chapter 5 of the Local Government: Municipal Systems Act, Act No. 32 of 2000, is dedicated to Integrated Development Planning. Section 23 (1) provides that "a municipality must undertake developmentally-oriented planning so as to ensure that it-
(a)     strives to achieve the objects of local government set out in section 152 of the Constitution; and
(b)     gives effect to its developmental duties as required by section 153 of the Constitution".

Section 26 of the same Act, sets out the core components of integrated development plans as enlisted hereunder.
An integrated development plan must reflect –

- the municipal council's vision for the long term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs:
- an assessment of the existing level of development within the municipality, which must include an identification of communities which do not have access to basic municipal services;
- the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- the council's development strategies which must be aligned to any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;
- a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality;
- the council's operational strategies;
- applicable disaster management plans;
- a financial plan, which must include a budget projection for at least the next three years; and
- the key performance indicators and performance targets determined in terms of section 41.

The Act emphasises the point that local communities must be consulted on their development needs and priorities; and organs of state, including traditional authorities and other role players are to be identified and consulted on the drafting of the integrated development plan.

The same sentiments find expression in Module 2, Community Based Planning Programme, Work Book and Guide for Ward Committees (dplg, Local Government Sector Education Training Authority (LGSETA), gtz and inwent 2007:18) saying that "effective community based planning requires the inclusion of all stakeholders in the planning process such as residents, councillors, municipal officials, members of community structures such as ward committees and CBOs, traditional leaders, local interest groups and local business."

It should be borne in mind that communities are made up of people with different backgrounds, different interests, different cultures, religions, ethnic and income groups. Balancing and accommodating these different interests is a major challenge. Factors such as limited resources and access and control of resources add to these challenges (Module 2, Community Based Planning Programme 2007:19). Municipalities should constantly therefore, strive to create an environment that ensures maximum participation by all sections of the communities in the developmental processes of their municipalities.

## 2.2.4 BITOU LOCAL ECONOMIC DEVELOPMENT IN THE WESTERN CAPE

The Bitou Local Municipality requested assistance from the Development Bank of Southern Africa (DBSA's) Development Fund in formulating a local economic strategy. The objective of the project was to revitalize economic activity in the municipal area, build its economic competitiveness and attract investment.

### 2.2.4.1 The basis of the project

The project was based on the following:

- An inclusive and transparent process that draws in marginalised social groups, including women, youth and the poor;
- A shared vision of improving the quality of life for all in the area;
- The strong political will and commitment of local leaders to plan and implement the strategy; and
- A drive to mobilise and institutionally strengthen key role players, management and civil society.

Achievements of the project were that the municipality and the rest of the project team managed to recruit very competent consultants and the project was implemented

efficiently and precisely. The consultants had a clear understanding of the process of consultative strategy formulation.

## 2.2.4.2 Community mobilisation

An intensive community input shaped the drafting of the local economic development strategy. A series of training workshops, both for the community and the Project Steering Committee, enabled the municipality to draw up an informed, community-owned strategy. Municipality staff were pleased that they have been capacitated to the extent that they can in future go through a similar process without the assistance of consultants and arrive at an improved strategy document.

The project contributed to sustainability and self-reliance and to an enduring awareness about local economic development as well as senior officials buying into the strategy. The training of the Project Steering Committee and community members have created a significant pool of knowledge in the municipality (DBSA Development Fund Activities 2004/05:6).

During the first quarter of 2005, DBSA together with the Department of Trade and Industry (DTI), embarked on a Community Public-Private Partnership Programme. The Community Public-Private Partnership Programme aimed at unlocking the economic value of state or community-owned land and in so doing, revitalizing rural economies, reducing poverty, increasing community empowerment and promoting sustainable resource use in some of the country's poorest regions. The work focused on the sourcing of viable commercial partnerships and promoting an enabling environment for the development of joint ventures through the formulation of guidelines, frameworks and other support material relevant to the Southern African region (DBSA Development Fund Activities 2004/05:40).

The two cases mentioned above illustrated the importance of engaging the services of DBSA with intent to take community participation and community empowerment to higher level. The Mafikeng Local Municipality can also follow the same route to beef up some of its existing community participation initiatives. If funds are seen as an

inhibiting challenge, the municipality may submit business proposal requesting a project's financial support from potential donor funders like the DBSA.

In the United Kingdom, nearly every one participates in some form of collective action in their community even if they do not vote or have any engagement with governmental decision-making structures. Voluntary and community organizations (VCOs) within the civil society play an important part in the lives of the communities, enabling people to come together for their own purpose and take part in community activities. It is often through this engagement and the social interaction it provides, that people develop or express their sense of community cohesion
(http://www.ncvo-vol.org.uk/policy/localgovrnment/?id=3903 2007/04/02).

The voluntary and community sector (VCS) can also play a key role in enabling citizens' and communities' participation in civil structures. Many local VCOs, it is cited, have a different form of legitimacy amongst local communities than do councillors or Members of Parliament (MPs) because of their mission and values, specialisation, independence from government and their location. Access to community interests should supplement the democratically elected mandate of the local authority. Both local authorities and VCS have vital strengths that are needed for a strong and healthy society
(http://www.ncvo-l.org.uk/policy/localgovernment/?id=39032007/04/02).

### 2.2.4.3 Governance

Governance is about forging relationships and listening to all groupings while government is about a mandate to make decisions on a range of issues with the public good in mind. It means governing with the people, rather than for the people (Towards a White Paper on Local Government in South Africa:26). The essence of governance is how a municipal council relates to its constituency, that is, those individuals who elected it. In pursuit of good governance and broader delivery and developmental goals, municipal councils need to deal with civil society as a whole. A municipality must not only interact with the organisations of civil society, but must

also mediate conflict which might arise between those organisations over claims of public resources (Towards a White Paper on Local Government in South Africa: 26).

Civil society refers to the organizations that communities establish outside of government. It includes such groupings like Civic Associations, Burial Society, Women's Associations, Rate Associations, Environmental Group, Stokvels and others, where members of the public organise themselves around common interests (Towards a White Paper on Local Government in South Africa: 53).

## 2.3 SOME INTERNATIONAL LESSONS CONCERNING COMMUNITY PARTICIPATION

One of the noble fruits derived from effective community participation is sustainability because it inculcates a sense of ownership and cooperation amongst the participants. That is illustrated below by the Sustainability Triad 1 dealing with participation and the Sustainability Triad 2 dealing with decision-making diagrams supported by relevant case studies.

### 2.3.1 Sustainability Triad 1:Participation

Sustainability is about fostering participation with dialogue, cooperation and communication. The three are interdependent.

**Diagram 2.1: Participation**



Dialogue

Cooperation        Communication
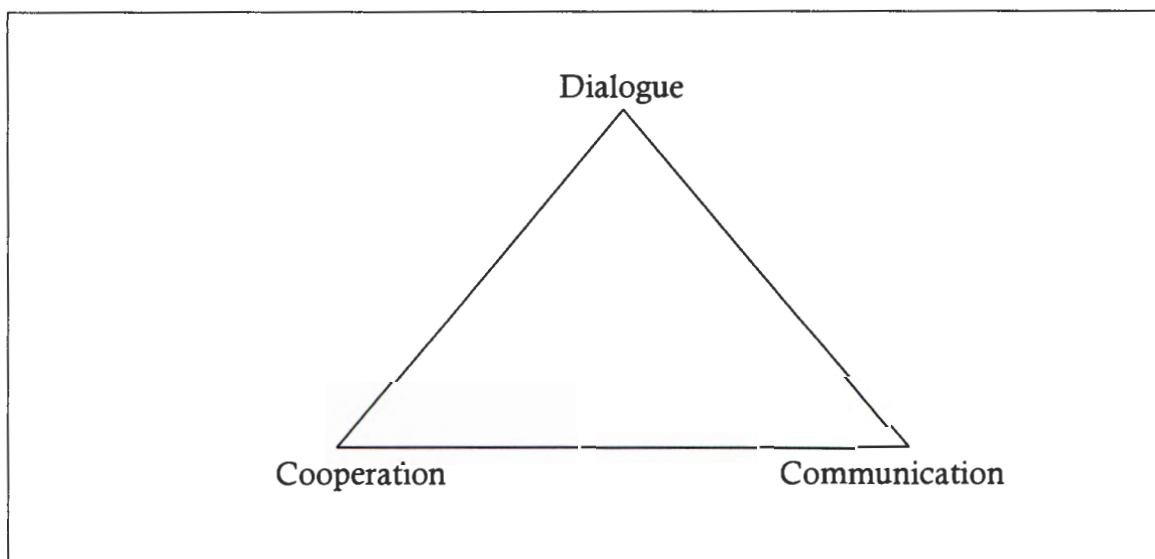
The Participation Triad has commitment, communication and cooperation as its defining corners. The involvement of the community in any activity that affects their life is inherently critical. This has been emphasised time and again in a variety of forums and is an important element in all stages of project or programme implementation.

For an innovative community, effective and comprehensive participation enables exchange of ideas and opinions both among themselves and also from external experts and resource persons, strong interpersonal rapport and sharing of information (communication), that is grounded in mutual respect and shared responsibilities (commitment), and working together towards common and mutual benefit (cooperation). Participation includes such issues as solidarity among the community members, value-adding to available knowledge, either within the community or external (http://www.gdrc.org/sustdev/triads/triad1.html 2007/04/16).

**Case Study 1:**

Excellent Novel and Radical (EXNORA) International is a broad based voluntary, non-governmental organization. It has created wide spread environmental and civic awareness by promoting community /street directly involved in a voluntary effort in waste collection, removal, recycling and keeping their environment clean and green. The local units of EXNORA have made innovations to this scheme by adopting different methods of disposal, recycling, reuse and composting of waste, which reflects initiative and a conscious decision making process
http://www.gdrc.org/sustdev/triads/triad1.html 2007/04/16).

**Case Study 2:**

The Bay Area Alliance for Sustainable Development (BAASD), in California, United States, consists of around 36 members of the leaders from various stakeholders in the region. It is initiated to create better social and environmental changes in the large region of the Bay Area, members of which are selected to have good geographic and

sector balance. The BAASD is currently developing strategic plans called "Regional Compact" to attain the goal of creating sustainable community. In the process of developing and implementing plans, different local stakeholders, business leaders, government officials, leaders of interest groups or non-profits, get together and exchange information/opinions/priorities for continual productive discussion for environmentally healthy society with social equity and economic viability (http://www.gdrc.org/sustdev/triads/triad1.html 2007/04/16).

### 2.3.2  Sustainability Triad 2: Decision-making

The Decision-Making Triad has consensus building, awareness building, and review and hearings as its three defining corners.  Environmental decisions are taken everyday, and it is those taken by the individuals, households and communities that have broad and lasting impact.

**Diagram 2.2:  Decision-making**



Consensus Building

Public Review Hearings

Awareness And Building
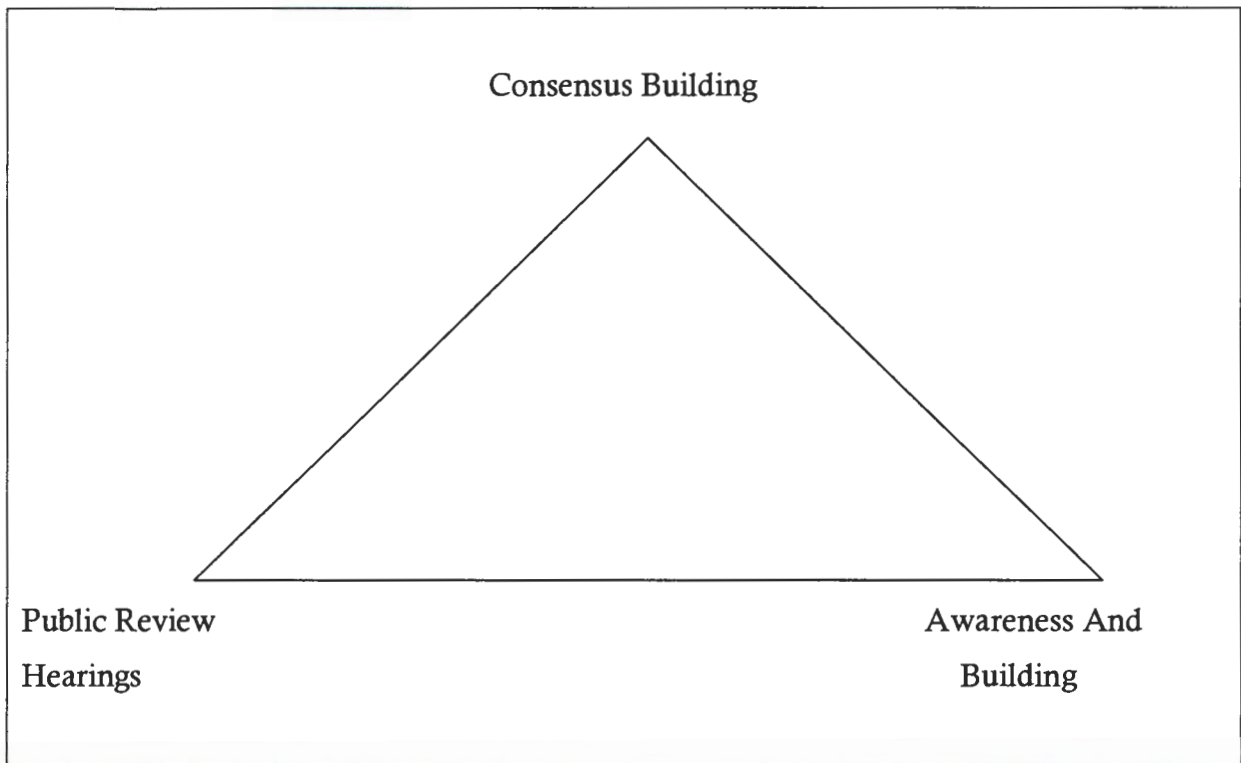
Therefore, taking effective decisions that have a positive impact on the environment as a whole, both local and global, is imperative.  Creating collective agreement on opinions reached by a community is important (consensus building) for action; and

initiating action on decisions taken necessitates the overall understanding of the causes and effects (awareness building), and the active involvement of all members of the community to discuss and debate the issues concerned (review and hearings). (http://www.gdrc.org/sustdev/triards/triad2.html 2007/04/16).

The above concept is illustrated by the following two case studies:

## CASE STUDY 3:

Environmental activities in Minamata City, Japan, have been featured by the experience of Minamata Disease, as well as people's efforts to overcome the issues. Minamata Disease, being first discovered in 1956, was caused by the consumption of fish or shellfish contaminated by methyl mercury compound discharged from a chemical plant, and it brought about disorder of the central nervous system. According to the statistics of the government, 12,617 people have been certified as Minamata Disease patients (of which 1,408 people died). Even after the issue of compensation for patients was solved, there was an urgent need for people to overcome social issues faced in the community where cooperative spirit among citizens was severely affected by the tragic incident.
(http://www.gdrc.org/sustdev/triads/triad2.html 2007/04/16).

One of the core methods that was adopted for rebuilding the community was "Jimotogaku" (Community Studies), which is the concept developed by Mr. Tetsuro Yoshimoto, who is the head of an NGO called Jimotagaku Association, as well as an officer of the Environment Section of Minamata City Government. The concept of "Jimotogaku" essentially puts the community in the driver's seat – the spot for the decision making, to formulate, develop and guide local development in the neighborhood and the city. The core idea that lies under "Jimotogaku" is how to shift from the excess industrialised/ modernised society to the creation of the society where people can coexist with nature, and establish sustainable lifestyles. In order to achieve this at the local level, both the capacity of the residents to make appropriate judgments and their ability to take action, need to be fostered. This requires the sufficient understanding by the residents about the local environment, anticipate/expect the

results and outcomes/sub-effects that the external pressure will bring about, and prevent problems by creating its own unique life culture. Only after understanding fully the production, consumption, and reproduction cycle existing in the natural environment in their community could residents develop their own action plans to achieve sustainability (http://www.gdrc.org/sustdev/triads/triad2.html 2007/04/16).

The 'Jimotogaku' is implemented through activities including mapping of natural resources and water flows in a community, researching the culture, history, tradition, and customs of a community, analysis of the lifestyles of the people, production and consumption processes of various products consumed, the treatment and recycling process of wastes generated in a community, and organisation of citizen's discussion forums where community residents can discuss and share views on their concerns, needs and wishes, as well as exchange views with other sectors, such as the local government (http://www.gdrc.org/susdev/triads/traid2.html 2007/04/16).

The results of Jimotogaku activities were reflected in the establishment of a Basic Environmental Plan, ISO14001 activities, development of the local information database, and other development and environmental planning by the city office. The enhanced knowledge of people on their community also resulted in strengthening of their voice in a dialogue and the discussion forums with the city office and businesses. The sufficient knowledge not only on the environment but also on living culture (tradition, culture, history, lifestyles and others) of the community enhanced people's decision making capacities in designing their unique living environment (http://www.gdrc.org/sustdev/triads/traid2.html 2007/04/16).

## CASE STUDY 4:

The history of conceiving and executing public budgets in Brazil is marked by serious deformations related to power concentration, resource waste, political affairs and corruption. In Porto Alegre, this history has been changed. During 1989, the City Hall of Porto Alegre created an innovative and revolutionary system to formulate and follow-up the municipal budget. About 70 cities in Brazil are reported to have adopted

a participatory budgeting system that allows citizen participation in decision-making over resources allocation

(http://www.gdrc.org/sustdev/triads/triad2.html 2007/04/16).

## 2.4    LINKING PARTICIPATION AND LOCAL GOVERNANCE

According to the Institute of Development Studies, for the last twenty years, the concept of "participation" has been widely used in development, referring primarily to participation in projects or in the "community". This concept is now being related to rights of citizenship and to democratic governance. The result is that there emerged a multitude of new programmes for decentralized governance that are found in both southern and northern countries

(http://www.ids.ac.uk/ids/particip/researc/localgov.html 2007/04/02).

The 73$^{rd}$ Constitutional Amendment, in India, was passed to provide status to the Panchayati Raj Institutions (PRI). The amendment mandated a community role in planning and development projects. It further created reserved seats for women and scheduled caste and tribes, potentially providing an opportunity to bring historically marginalised groups into the political process. Other countries like Bolivia, Philippines, Uganda and Tanzania also passed similar laws

(http://www.ids.ac.uk/ids/particip/researc/localgov.html.07/04/02)

Most countries have realised that democratic decentralization offers significant potential windows of opportunity for strengthening grassroots participation in local governance. However, many obstacles existed that required new strategies and approaches, like participatory planning, citizen education and awareness building, participatory budgeting and promoting accountability of elected officials to citizens

(http://www.ids.ac.uk/ids/particip/research/localgov.html. 2007/04/02).

### 2.4.1  Participatory planning

In countries such as the Philippines, India and Bolivia, the new legislation offers possibilities for new processes of participatory planning to influence the priorities of local governments. The most extensive model for this is said to be founding the

Peoples Campaign for Decentralised Planning in Kerala, which has mobilized thousands of people at the panchayat level. In the Philippines, the Batman project is using participatory planning in a large number of municipalities in across the country. In many instances, participatory planning methodologies are being used and local governments are requesting input by NGOs and others who have such skills (http://www.ids.ac.uk/ids/particip/research/localgov.html 2007/04/02).

### 2.4.2 Citizen education and awareness building

Another set of strategies has involved using popular education and communication methodologies to strengthen the awareness of local citizens of their rights and responsibilities under the new local governance legislation. In Karnataka, for instance, the use of radio has been pioneered as an awareness building tool. Bangladesh and India are using popular theatre for similar purposes (http://www.ids.ac.uk/ids/particip/research/localgov.html 2007/04/02).

### 2.4.3 Promoting accountability of elected officials to citizens

While focus is on enhancing direct participation of citizens in the governance process, others are about maintaining accountability of elected officials and government agencies to the citizenry. In the Indian state of Rajasthan, the women's led right-to-information movement has demanded a minimal level of transparency by local governments, especially in the use of local funds. Other more professional advocacy organisations, such as the Public Affairs Centre in Bangalore, developed "Report Cards" of local governments in the delivery of services. In both Bolivia and India, legislation allows for local "vigilance" committees to serve a monitoring and watchdog role (http://www.ids.ac.uk/ids/particip/research/localgov.html 2007/04/02).

### 02.4.4 City of Ballarat: Public Participation, Community Consultation and Engagement

Public participation at the City of Ballarat in Australia, introduced a framework that provides in the public participation, community consultation and engagement practices of Council and:

- To ensure that public participation processes are integrated with policies, plans and strategies of Council; and
- To enhance the capacity of Council and its officers in public participation practices.

Ballarat City Council's framework for effective public participation is based on the listed principles:

- Council will always be clear and open about its intentions and actions;
- Council will always be prepared to listen to people;
- Council will have proper processes for information gathering and public exchange;
- Council recognises the legitimacy of diverse groups to enter debates;
- Council will accept criticism; and
- Council will encourage and support structures and processes for community participation and consultation.

The Council views public participation as a vital means of obtaining community input into the decision-making process so as to ensure that views on community issues can be identified and communicated to Council (http://www.ballarat.vic.au/Your_Council/PrivacyLocalLawsConsultation/Public 2008/08/08)

### 2.4.5 Benefits of public participation

The benefits derived from public participation are:

- Compliance with legislation, regulations and policies;
- Communication to communities and stakeholders about the activities

and programmes of the municipality and to identify their role;

- To promote and facilitate accountability to communities;

- Facilitate engagement with role-players and identify and agree on responsibilities and expectations of each other;

- Inculcate the spirit of activism, empowerment and capacity building of communities;

- Political buy-in and accountability;

- Improve on planning and implementation; and

- An inclusive community participation contributes towards raising awareness on civic responsibility (Motlogelwa MP, 31 October 2007)

## 2.5 THE SIGNIFICANCE OF THE STUDY

The legislative requirements that activate community involvement in democratic decision making processes is paramount, and places an enormous responsibility on both the political office bearers and their officials. Mafikeng councillors are not exonerated.

The view is that based on the results of the study, Mafikeng local municipality would be better placed to elevate the level of local community participation in civic matters and partnership building. There is no end in improving on the concept of community participation. To this end, the challenges are many and varied.

### 2.6 Summary

This chapter covered issues of community participation, the benefits thereof, and the lessons that can be gleaned from both local and international experience. It is clear that aspects such as participatory planning, citizen education and awareness building and a strategy of promoting accountability of elected officials towards the citizens they serve are key aspects leading to success. The next chapter will cover the research methodology and design of this study.

# CHAPTER THREE

## 3.  RESEARCH METHODOLOGY

### 3.1    INTRODUCTION

The researcher has chosen to examine the level of community participation or involvement in matters of local governance within the Mafikeng Local Municipality's area of jurisdiction. It is apparent that community participation happens at a low mode or the residents are apathetic. At the same time there is an apparent simmering of dissatisfaction amongst the ordinary residents, due to the perceived non-delivery of services by the Mafikeng Local Municipality that prompted for the identification of the municipality as a case study. This chapter entails the methodology or research design, which is the blueprint for reaching the objectives and answering the questions related to the identified problem and the type of tools used for collecting data from the sample population (Martins et al 2002:87).

A number of sporadic disturbances alleged to have been triggered by poor service delivery plagued Mafikeng Local Municipality before and after the March 2006 local government elections. It would appear that these were as a result of an ineffective and irregular interaction of communication between the municipal council and its important stakeholders, the broader community. The community seems to be yearning for regular feedback from the municipality. It would appear that public participation is not yet firmly rooted within the municipality.

In pursuit of enhancing sound community participation in the affairs of Mafikeng Local Municipality, the following reach questions were identified as problems to be addressed by the study:

- What are the different approaches engaged by the Mafikeng Local Municipality towards ensuring sufficient community participation?
- What are the challenges facing Mafikeng Local Municipality in promoting community participation within its area of jurisdiction?

- What structures have been established to enhance community participation in matters of local governance?
- Are the structures that have been established effective?
- What were the roles played by councillors to ensure optimal community participation? and
- What are the residents perceptions regarding the role played by their councillors in fostering optimal community participation?

### 3.1.1 Population sampling

Information will be sought from the population comprising of 30 males and 30 females residents within Mafikeng Local Municipality's area of jurisdiction. The population of the municipality is estimated at 266 000 as provided in Portfolio- Municipalities in South Africa (2006:260). Stratified random sampling technique was used in this instance. According to Bless and Higson-Smith (1995:86-89) *random* expresses the idea of chance being the only criterion for selection and each element of the population stand the same chance, likelihood or probability of being chosen for the sample. *Sampling* means abandoning certainty in favour of probability.

### 3.2    SITE OF THE STUDY

The Mafikeng Local Municipality was selected as an appropriate site because of the perceived lack of active community involvement in matters of local governance.

### 3.3    PROCEDURE FOR DATA COLLECTION

Data was collected through the use of questionnaires. The data collected was unique to the researcher and the research project and no one else was allowed access to it in order to protect the privacy and integrity of respondents. Both quantitative and qualitative means were applied to obtain information required for the study (http://brent.tvu.ac.uk/dissguide/hm1u3/hm1u3text3.htm 2008/09/02)

### 3.3.1 Research instrument used

The questionnaire as a research instrument was developed as it was considered to be the most cost effective tool for data collection, given the time constraint. An effort was made that the questionnaire be worded in such a way that all respondents in the target population would interpret and understand it in almost the same way. The questionnaire was pre-tested among the randomly selected participants from the local community whose inputs were considered for incorporation when finalising the questionnaire. The reason is that one has to be satisfied that the questionnaire one has designed will satisfactorily perform its intended functions.

Martins, Loubser & de J van Wyk (2002: 232) view the pre-testing as the most inexpensive insurance the researcher can buy to assure the success of the questionnaire and the research project the questionnaire was first pretested. It was given to people who wouldn't be included in the sample. The questions were then modified after the pretest. The route followed by the researcher was that of hand delivering the questionnaire to the respondents and completed documents collected on an agreed date, as stated by Martins, Loubser and de J van Wyk (2002:150).

The questionnaire is the core component of the research. It is therefore critical that each facet of the document be critically examined before being finalised and sent off to respondents. Due to the fact that, should an error be made in the wording of the questionnaire, the error cannot be corrected afterwards, each question had to be carefully tested on the target group before finalising the questionnaire and sending it off (Martins et al 2002: 150). According to Alreck and Settle (1985:194-2004) as cited in Martins, Loubser & de J van Wyk (2002: 150-154) quality is of paramount importance in the questionnaire design.

### 3.3.2 Questionnaire design

Questionnaires are a popular means of collecting data, but are difficult to design and often require more refinement before an acceptable questionnaire is produced. Furthermore, a neat and professionally looking questionnaire will encourage the respondents to favourably consider the researcher's request to participate and increase the response rate (http://brent.tvu.ac.uk/dissguide/hm1u3/hm1u3text3.htm 2008/09/02)

According to Barker and Blankenship (1975:235) quoted by Martins, Loubser and de J van Wyk (1996, third impression 2002:215) the questionnaire determines the type of information the research will generate. Therefore, the researcher must establish three parameters before developing a questionnaire.

These parameters are to:
- State the problem which initiated the research and to determine the information needed to solve it;
- Define the population to be surveyed; and
- Choose the best means of collecting the required information.

For instance, if the questionnaire is designed for a mail survey, the literacy level of respondents and involvement in the subject need to be taken into consideration. When it comes to telephone survey, the main considerations will be to restrict both the number of alternatives set for respondents and the length of the questionnaire (Martins et al 1996 and third impression, 2002:215).

Careful questionnaire development is essential to ensure that the questions will elicit all the required information and that the questions are clear and unambiguous. The development of a quality questionnaire requires knowledge of the area being studied and of the capability of respondents to provide the required information (http://www.oag-bvg.gc.ca/internet/English/oag-bvg_e_19728.html 2008/07/29)

### 3.3.3 The purpose of questionnaires

Questionnaires are used as a mechanism for obtaining information and eliciting opinions. They however have a number of advantages and disadvantages like other evaluation tools. The key strengths and weaknesses of questionnaires are sumarised in bullet points below. In general, questionnaires are said to be effective mechanisms for efficient collection of certain kinds of information (http://www.economicsnetwork.ac.uk/handbook/questionnaires/13.htm 2008/07/29)

#### 3.3.3.1 Advantages of questionnaires

The main advantages of questionnaires are:
- They are relatively easy to analyse;
- A large sample of the given population can be contacted at relatively low cost;
- They are simple to administer;
- The format is familiar to most respondents;
- Respondents have time to think about their answers; they are not usually required to reply immediately; and
- They permit anonymity.

It is usually argued that anonymity increases the rate of response and may increase the likelihood that responses reflect genuinely held opinions (http://www.evalued.bcu.acuk/tutorial/4a.htm 2008/07/29)

#### 3.3.3.2 Disadvantages of questionnaires

The following are the main disadvantages of questionnaires:
- If you forget to ask a question, you cannot usually go back to respondents, especially if they are anonymous;
- It is sometimes difficult to obtain a sufficient number of responses, especially from postal questionnaires;

- Respondents may ignore certain questions;
- Questions may be incorrectly completed: and
- Questionnaires are unsuitable for some kind of respondents, like, visually impaired people (http://www.evalued.bcu.ac.uk/tutorial/4a.htm 2008/07/29)

### 3.3.4 Questionnaire format and contents

The questionnaire was designed by the researcher following the Likert scale approach where a series of attitude statements were provided and the respondents indicated by ticking the appropriate relevant block whether they strongly disagree, disagree, agree or strongly agree with each of the statements (http://brent.tvu.ac.uk/dissguide/hm1u3/hm1u3text3.htm 2008/02/09).

### 3.3.5 Division of the questionnaire

The questionnaire was divided into three sections. Section A dealt with biographical and demographical information of respondents. That included issues of age, gender, educational qualifications, current position and residence. Section B focused on governance and service delivery. Of significance were the different approaches used for community participation, challenges faced, established structures and their effectiveness, councillors' role and the residents' perceptions. The participants were requested to indicate by means of a cross in the blocks of their choice whether they strongly disagree, disagree, agree or strongly agree with each of the statements provided. Section C was concerned with the general rating of Mafikeng Local Municipality, especially service delivery and self-marketing amongst others.

### 3.4 RELIABILITY AND VALIDITY ISSUES

### 3.4.1 Reliability

"Reliability is the consistency of one's measurement, or the degree to which an instrument measures the same way each time it is used under the same condition with

the same subjects."
(http://www.socialresearchmethods.net/tutorial/Colosi/1colosi2.htm 2008/10/22).

Test/retest which is regarded as the more conservative method to estimate reliability of the instrument used by the researcher was employed. The questionnaire was subjected to test/re-testing so as to bring about possible improvements to it based on inputs from participants. The results were satisfactory. Valuable suggestions from participants were incorporated into the questionnaire before implementation
(http://www.socialresearchmethods.net/tutorial/Colosi/1colosi2.htm 2008/10/22).

Martins et al (2002:47) stress the issue of transparency in the research process. According to the authors, transparency of research methodology is a prerequisite for ethical research practice.

### 3.4.2 Validity

Cook and Campbell (1979) define validity as the "best available appropriation to the truth or falsity of a given inference, proposition or conclusion"
(http://www.socialresearchmethods.net/tutorial/Colosi/1colosi2.htm 2008/10/22).

One was obliged to take cognisance of the external validity and internal validity issues while engaged with the study. External validity is said to be of cardinal importance for any research because the purpose of research is to reduce uncertainty in real-life decisions. It was therefore incumbent upon the researcher to ensure that within the confines of the chosen sample, the findings would be representative of the universe from which the sample was drawn, as stated by Martins et al (2002:47).

In as far as internal validity is concerned, Martins et al (2002:46), one has to ensure that the chosen research methodology or instrument would be able to measure what one set to measure. A questionnaire was adopted as it was deemed to be the most appropriate tool towards resolving key research questions under the circumstances.

## 3.5    PROCEDURE FOR DATA COLLECTION

The researcher distributed 60 questionnaires to 30 males and 30 females of the participating population. The questionnaires had a covering letter explaining what needs to be done in completing the questionnaires, requested their cooperation and thanked respondents for their cooperation. On follow up the researcher received back 26 questionnaires from males and 30 from female respondents. In total 56 out of 60 questionnaires were returned. A satisfactory response rate of 93% was realised.

## 3.6    SUMMARY

The chapter highlighted the method followed during the research process, indicating issues of population sampling, data collection and the tool used to collect data. The chapter that follows will deal with data analysis and interpretation.

# CHAPTER FOUR

## 4. DATA ANALYSIS AND INTERPRETATION

### 4.1 INTRODUCTION

The chapter covers an analysis and interpretation of the data collected from the participating population around Mafikeng Local Municipality's area of jurisdiction. The aim was to assess the level of community participation in the matters of local governance. Sixty questionnaire copies were administered amongst would-be respondents. Out of the number of questionnaires distributed, fifty-six were returned completed. A response rate of 93% was registered.

### 4.2 BIOGRAPHICAL AND DEMOGRAPHICAL INFORMATION

#### 4.2.1 Respondents' ages

**Table 4.1     Age Category (in years)**

| Age category | Frequency | Percent |
|---|---|---|
| Below 30 | 6 | 10.7 |
| 31 - 35 | 5 | 8.9 |
| 36 - 40 | 12 | 21.4 |
| 41 - 45 | 8 | 14.3 |
| 46 - 50 | 15 | 26.8 |
| Over 50 | 10 | 17.9 |
| Total | 56 | 100 |
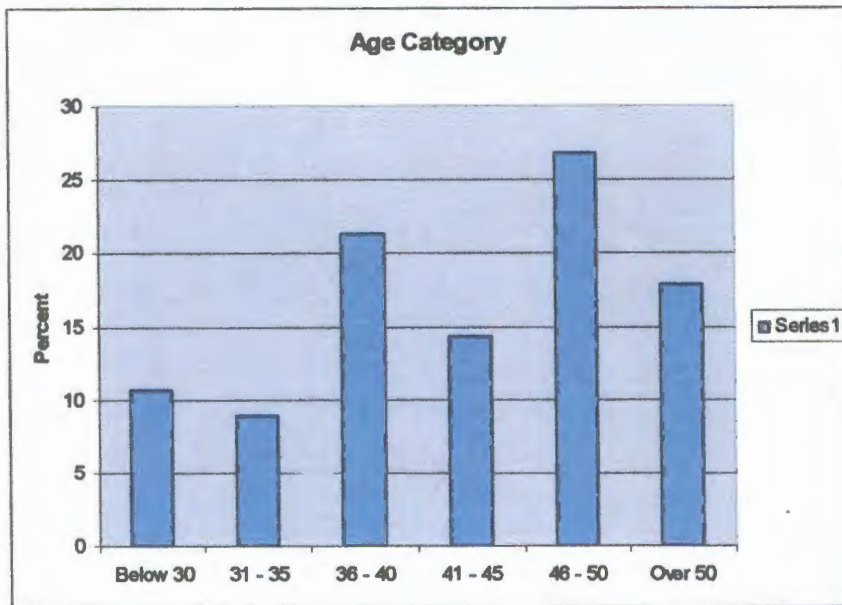
**Figure 4.1: Age Category (in years)**

Table 4.1 which addressed age category in years was designed to illustrate the different frequency and percentage of responding population. The table is supported by figure 4.1. The outcome was that 26.8% of respondents fell under category 46-50, followed by age category 36-40 with 21.44%, the over 50 registered 17.9% while below 30 registered 10.7%. The findings are that most of respondents are of mature age.

**4.2.2 Gender distribution**

**Table 4.2: Gender**

| Gender | Frequency | Percent |
|--------|-----------|---------|
| Male | 26 | 46.4 |
| Female | 30 | 53.6 |
| Total | 56 | 100 |
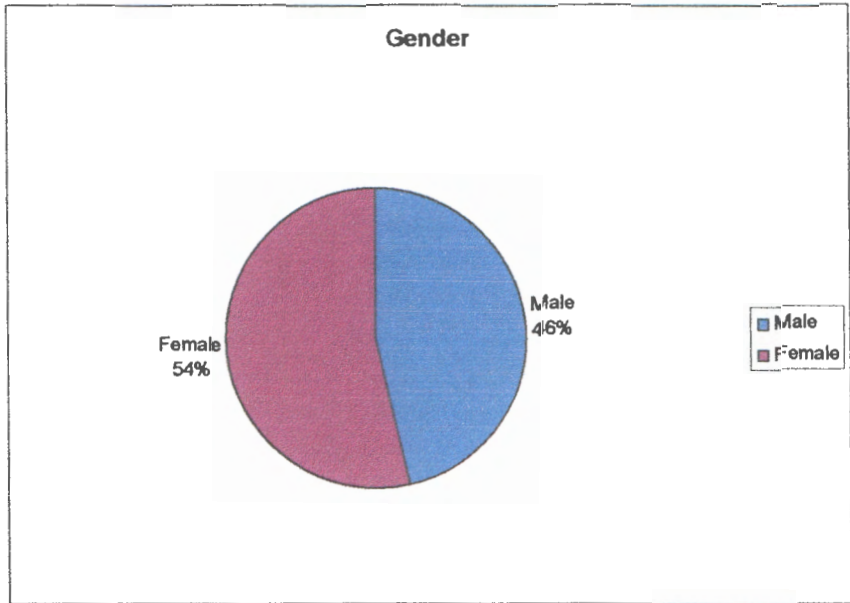
**Figure 4.2: Gender distribution**

Figure 4.2 reflects the distribution of male and females respondents of the sample. According to the table 46.4% were male and 53.6% were females. The majority of respondents are females.

**4.2.3 Educational Qualifications**

**Table 4.3: Educational Qualifications**

| Qualifications | Frequency | Percent |
|---|---|---|
| Diploma | 21 | 37.5 |
| Degree | 11 | 19.6 |
| Honours | 3 | 5.4 |
| Masters | 6 | 10.7 |
| Other | 15 | 26.8 |
| Total | 56 | 100 |
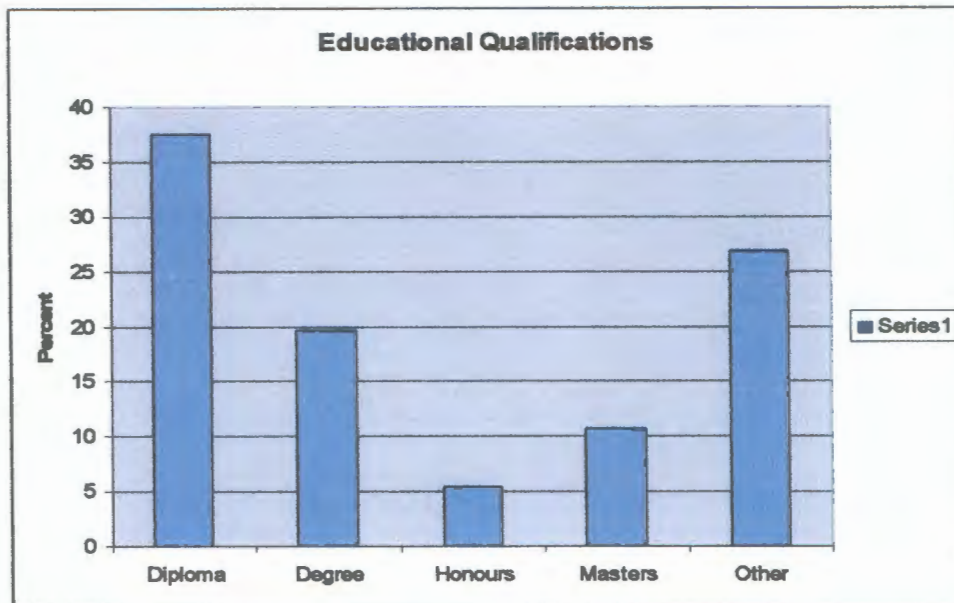
**Figure 4.3: Educational Qualifications**

Table 4.3 reveals that most of the respondents, 37.5% possessed a diploma followed by 19.6% who have degrees while 26.8% indicated the category other and 10.7% of the respondents have a masters degree and only 5.4% have honours. Figure 4.3 reflects these findings in graphical form.

**4.2.4 Current Position**

**Table 4.4: Sample distribution by Current Position**

| Current Position | Frequency | Percent |
|---|---|---|
| Senior Manager | 5 | 8.9 |
| Middle Manager | 14 | 25 |
| Junior Manager | 21 | 37.5 |
| Others | 16 | 28.6 |
| Total | 56 | 100 |
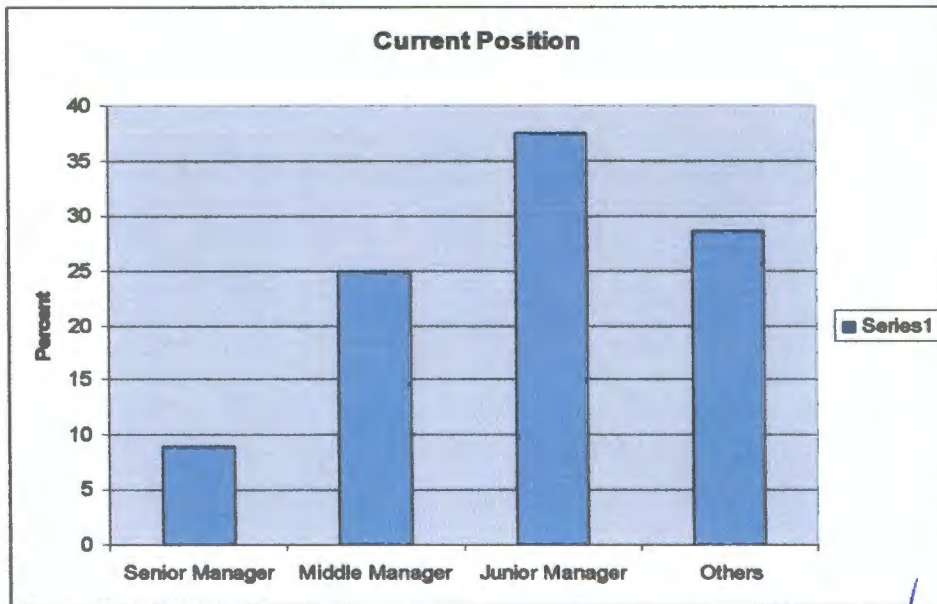
**Figure 4.4: Sample distribution by Current Position**

Table 4.4 reflects that Junior managers made the higher proportion, 37.5% of the sample respondents followed by others at 28.6%. Again 25% of respondents were Middle Managers while 8.9% were Senior mangers. With Junior Managers registering 37.5% and Middle Managers ranking 25% it can be concluded that a bigger number of respondents knew what is expected of them in terms of the study.

**4.2.5 Residence**

**Table 4.5: Residence**

| Residence | Frequency | Percent |
|-----------|-----------|---------|
| Urban | 35 | 62.5 |
| Rural | 21 | 37.5 |
| Total | 56 | 100 |
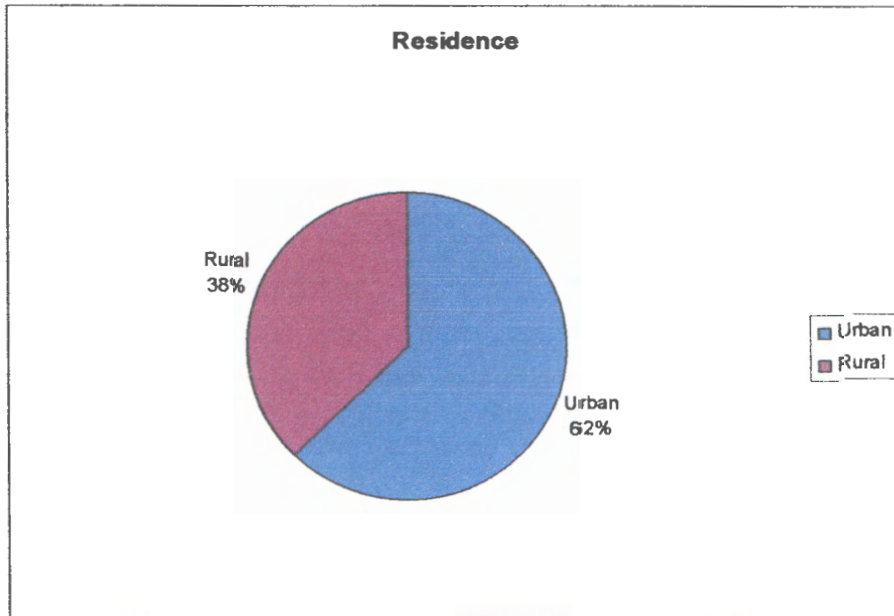
**Figure 4.5: Residence**

According to Table 4.5 supported by Figure 4.5 sixty-two percent (62%) of the sample respondents were urban based while thirty-eight percent (38%) were rural based. The sample was not evenly distributed in relation to both residences.

### 4.2.6 Relationships in the ward

**Table 4.6: Relationships in the ward**

| Item | Yes (%) | No (%) |
|------|---------|--------|
| Do you know in which ward number you reside? | 51.8 | 48.2 |
| Do you know your Ward Councillor? | 67.9 | 32.1 |
| Do you know your ward committee members? | 32.1 | 67.9 |

Table 4.6 revealed that 51.8% of respondents knew in which ward they reside whilst 48% did not know their ward. Furthermore 67.9% as opposed to 32.1% knew their ward councillors. Again 32.1% knew their ward committee members whilst 67.9% did not know their ward committee members. The interpretation is that there is a low interest on local governance issues amongst residents.

## 4.3 GOVERNANCE AND SERVICE DELIVERY

### 4.3.1 Approaches

**Table 4.7: Different approaches engaged by Mafikeng local municipality towards ensuring sufficient community participation.**

| No. | Item | SD(%) | D(%) | A(%) | SA(%) |
|-----|------|-------|------|------|-------|
| 1.1 | Mafikeng local municipality has adopted policies aligned to community participation. | 17.9 | 26.8 | 51.8 | 3.6 |
| 1.2 | The municipality actively engages the community during IDP and Budget process. | 12.5 | 26.8 | 53.6 | 7.1 |
| 1.3 | The municipality has established ward committees that serve as a link between the council and the community. | 12.5 | 14.3 | 57.1 | 16.1 |
| 1.4 | The Mayoral Imbizos are being regularly held as one of the instruments used to interact with the residents. | 14.3 | 32.1 | 46.4 | 7.1 |
| 1.5 | The municipality does use newsletters, notices, radio, TV talk shows and print media to enhance community interaction. | 14.3 | 21.4 | 51.8 | 12.5 |
| 1.6 | Community members are being invited to the presentations of Auditor General's and Mayoral Annual reports. | 17.9 | 33.9 | 41.1 | 7.1 |

**Key:** SD = Strongly Disagree, D = Disagree, A = Agree, SA = Strongly Agree

**Table 4.7** Different approaches engaged by Mafikeng Local Municipality towards ensuring sufficient community participation. Six items were listed for investigation under this Table.

### Item 1.1 Mafikeng Local Municipality has adopted policies aligned to community participation.

It was noted that 51.8% of respondents agree with the statement, 26.8% disagree, 17.9% strongly disagree and only 3.6% strongly agree. This suggests that slightly over half of respondents are aware of policies that have been adopted but more still needs to be done to reach the remaining 17.9% and 26.8% who disagree and strongly disagree respectively. This suggests that more communication needs to undertaken by the municipality.

**Item 1.2 The municipality actively engages the community during IDP and Budget process.**

The majority, 60.7% of the research sample indicated that the municipality actively engages the community during IDP and Budgeting process. However, the remaining part of the sample, (39.3%) disagree. This suggests that an increased awareness campaign may be necessary to bring more people on board, as they may not be aware of the constraints facing the municipality regarding effective service delivery.

**Item 1.3 The municipality has established ward committees that serve as a link between the council and the community.**

The large majority, 73.2% agree that ward committees have been established. Indeed records obtained from the municipality showed that all the 28 ward committees in the 28 wards have been established. However not all of them are equally functional and effective. Ward 1 and Ward 11 are not active. The functionality of ward committees should be boosted so as to reach out to the remaining 26.8% who disagreed.

**Item 1.4 The Mayoral Imbizos are being regularly held as one of the instruments used to interact with the residents.**

The sample respondents tended to be divided as only 53.5% tended to agree that mayoral imbizos are being regularly held. An alarming number of respondents, 14.3% strongly disagree and 32.1% disagree. That poses a challenge to the municipality to engage in more rigorous outreach programmes to interact with residents.

**Item 1.5 The municipality does use newsletters, notices, radio, TV talk shows and print media to enhance community interaction.**

The majority of the sample, 64.3% confirmed that the municipality does use the above-mentioned tools to interact with the community. On the other hand 21.4% disagree and 14.3% strongly disagree. This result suggests that the municipality needs to improve ways to engage those resources to keep the latter part of the community informed.

**Item 1.6 Community members are being invited to the presentations of the Auditor General's and Mayoral Annual reports.**

Less than half the respondents, 48.2% agree that this took place. The disturbing picture is that 33.9% disagree and 17.9% strongly disagree. The scenario suggests that the

municipality should do more to reach out to attract the community to these important gatherings. Access to information is a must and can possibly reduce protest marches.

### 4.3.2 Challenges

**Table 4.8: The challenges facing Mafikeng local municipality in promoting community participation within its area of jurisdiction**

| No. | Item | SD(%) | D(%) | A(%) | SA(%) |
|-----|------|-------|------|------|-------|
| 2.1 | The municipality vigorously engages the community in the development of it's communication policies. | 17.9 | 42.9 | 33.9 | 5.4 |
| 2.2 | The municipality has the capacity to drive community building progammes. | 16.1 | 32.1 | 50 | 1.8 |
| 2.3 | The municipality has proper office structures from which ward committees can operate. | 25 | 35.7 | 33.9 | 5.4 |
| 2.4 | Communication between the municipality and the community is effective. | 26.8 | 39.3 | 30.4 | 3.6 |
| 2.5 | The municipality holds regular community meetings to provide feedback. | 25 | 41.1 | 30.4 | 3.6 |
| 2.6 | There appears to be apathy towards local governance issues amongst community members. | 8.9 | 30.4 | 53.6 | 7.1 |

**Key:** SD = Strongly Disagree, D = Disagree, A = Agree, SA = Strongly Agree

**Item 2.1 The municipality vigorously engages the community in the development of its communication polices.**

The outcome was that 42.9% of respondents disagree, 17.9% strongly disagree and only 33.9% and 5.4% agree and strongly agree respectively. Public comments in the development of such policies are necessary to promote trust and ownership. This result clearly suggests that more active engagement should be planned as future strategy.

**Item 2.2 The municipality has the capacity to drive community building programmes.**

The sample of respondents appear divided on this issue as only 51.8% tend to agree that the municipality has the capacity to drive community building programmes.

## Item 2.3 The municipality has proper office structures from which ward committees can operate.

The majority of the sample 60.7% is of the opinion that the municipality has no proper office structures from which ward committees can operate and 66.1% perceive the communication between the municipality and the community to be ineffective.

The above aspect is further emphasised in that 66.1% of the sample held the view that the municipality does not hold regular community feedback meetings.

## Item 2.4 Communication between the municipality and the community is effective.

The results dispute the statement. Around 39.3% of respondents disagree while 26.8% strongly disagree. A small number of 30.4% agrees and 3.6% strongly agree. The challenge facing the municipality is that of improving communication with its community. There is seldom notification regarding services disruptions or a word of apology concerning that.

## Item 2.5 The municipality holds regular community meetings to provide feedback.

The outcome painted a different picture. There is 41.1% of respondents who disagree and 25% strongly disagree. About 30.4% agree and 3.6 strongly agree. This suggests that feedback is not really taking place as required by law. Ward community meetings should be promoted.

## Item 2.6 There appears to be apathy towards local governance issues amongst community members.

The majority of the sample 60.7%, agree that there appears to be apathy towards governance issues amongst community members. The municipality should make a concerted effort to improve the situation and earn the trust of the residents. Residents meetings should not be hijacked into political party meetings. Politicians should refrain from making empty promises. The municipality is indeed facing serious challenges in promoting community participation.

### 4.3.3 Structures established

**Table 4.9:  The structures that have been established to enhance community participation in matters of local governance.**

| No. | Item | SD(%) | D(%) | A(%) | SA(%) |
|---|---|---|---|---|---|
| 3.1 | Mafikeng local municipality has adopted a ward committee establishment policy. | 12.5 | 25 | 51.8 | 10.7 |
| 3.2 | Mafikeng local municipality has adopted Public participation policy. | 16.1 | 25 | 51.8 | 7.1 |
| 3.3 | Mafikeng local municipality has adopted a Communication strategy. | 12.5 | 41.1 | 42.9 | 3.6 |
| 3.4 | Mafikeng local municipality has established ward committees in all 28 wards to enhance community participation. | 10.7 | 25 | 51.8 | 12.5 |
| 3.5 | The Office of the Speaker responsible for ward committees has a support staff dedicated to ward committees. | 10.7 | 28.6 | 53.6 | 7.1 |
| 3.6 | A fully functional IDP Representative Forum has been established. | 12.5 | 32.1 | 50 | 5.4 |
| 3.7 | Ward committees are included as IDP Representative Forum members. | 10.7 | 32.1 | 57.1 | 0 |
| 3.8 | CDWs are deployed in most wards to complement ward committees. | 7.1 | 30.4 | 51.8 | 10.7 |

**Key:** SD = Strongly Disagree, D = Disagree, A = Agree, SA = Strongly Agree

### Item 3.1 Mafikeng Local Municipality has adopted a ward committee establishment policy.

Around 51.8% of respondents agree, 10.7% strongly agree.  There are those forming 25% who disagree and 12.5% strongly disagree.  More than half the respondents are aware of that statement or existence of the policy. This is positive progress.

### Item 3.2 Mafikeng Local Municipality has adopted Public Participation Policy.

The outcome showed that 51.8% of respondents agree, 7.1% strongly agree. There was 25% who disagree and 16% who strongly disagree.  The statement is supported by slightly above half the respondents. As 41.1% of the sample is in disagreement, this suggests that the municipality has more work to do in adopting a public participation policy.

**Item 3.3 Mafikeng Local Municipality has adopted a Communication strategy.**

The results are not satisfactory. There was 42.9% who agree, 3.6% strongly agree, 41.1% disagree and 12.5% strongly disagree. In total the sample response is divided on this issue, and more than half of the sample hold the view that the municipality has not adopted a visible and clear communication strategy. This aspect needs more internal investigation.

**Item 3.4. Mafikeng Local Municipality has established ward committees in all 28 wards to enhance community participation.**

The majority of the sample 64.3%, agree that the Mafikeng Local Municipality has established ward committees in all 28 wards to enhance community participation. However, much more needs to be done as 3.1 – 3.3 suggest that the communication strategy and participation policy are not yet fully active.

**Item 3.5 The office of the Speaker responsible for ward committees has a support**
**          staff dedicated towards ward committees.**

Around 53.6% of respondents agree, 7.1% strongly agree while 10.7% disagree and 28.6% strongly disagree. Effective communication and citizen empowerment can improve the situation.

**Item 3.6 A fully functional IDP Representative Forum has been established.**

Around 50% of respondents agree, 5.4% strongly agree while 32.1% disagree and 12.5% strongly disagree. The two combined, that is those who agree and those who strongly agree are in the majority. More people are aware of the existence of a functional IDP Representative Forum.

**Item 3.7 Ward Committees are included as IDP Representative Forum members.**

Around 57.1% agree, 32.1% disagree and 10.7% strongly disagree. It was noted that above half the respondents agree with the statement.

**Item 3.8 CDWs are deployed in most wards to complement ward committees.**

Whilst 62.5% of the sample respondents appear to be aware that CDWs are deployed in most wards to complement ward committees, the remainder of the sample is not aware of these structures.

Summing up the results of the above it appears evident that just above half the respondents are aware of the structures that have been established by the municipality to enhance community participation. Whilst progress has been made, it is evident that the local municipality needs to engage in a much more rigorous communication strategy.

### 4.3.4  Effectiveness of structures
**Table 4.10:  The effectiveness of the structures that have been established.**

| No. | Item | SD(%) | D(%) | A(%) | SA(%) |
|-----|------|-------|------|------|-------|
| 4.1 | Ward committees do maintain contact with their ward community to ascertain community's needs, problems and aspirations. | 10.7 | 37.5 | 42.9 | 8.9 |
| 4.2 | Ward committees do hold regular monthly meetings according to their adopted schedule for ward committees meetings. | 10.7 | 46.4 | 37.5 | 5.4 |
| 4.3 | Minutes and attendance registers pertaining to meetings are kept and submitted regularly to the Office of the Speaker. | 7.1 | 50 | 33.9 | 8.9 |
| 4.4 | Ward committees are involved in the IDP Representative Forum. | 12.5 | 32.1 | 51.8 | 3.6 |
| 4.5 | There is feedback to ward committees on priorities identified by the municipal council. | 8.9 | 42.9 | 46.4 | 1.8 |
| 4.6 | A harmonious working relationship prevails between councillors, ward committees, CDWs and the community. | 21.4 | 41.1 | 35.7 | 1.8 |

**Key:** SD = Strongly Disagree, D = Disagree, A = Agree, SA = Strongly Agree

**Item 4.1 Ward committees do maintain contact with their ward community to ascertain community's needs, problems and aspirations.**

Very low percentages have been recorded here. Around 42.9% of respondents agree, 8.9% strongly agree while 37.5% disagree and 10.7% strongly disagree. Ward committees do not maintain active contact with their ward communities. More needs to be done in terms of providing ward committees with relevant skills to confidently carry out their responsibilities.

**Item 4.2 Ward committees do hold regular monthly meetings according to their adopted schedule for ward committees meetings.**

A very negative picture prevails in this area. Whilst the sample respondents remain divided on this issue 58.1% versus 42.9% agree, it appears clear that insufficient monthly meetings are being held. Without these meetings it appears that attendance registers are also not being properly maintained and regularly submitted to the Office of the Speaker (Item 4.3). Feedback, be it positive or negative has to be given so that the community can know of challenges faced by the municipality.

**Item 4.3 Minutes and attendance registers pertaining two meetings are kept and submitted regularly to the office of the Speaker.**

Around 33.9% of respondents agree, 8.9% strongly agree while 50% disagree and 7.1% strongly disagree. This may be due to the fact that the issue is more office based and the public may not be aware of what is happening inside the office. Regular feedback meetings can correct the situation.

**Item 4.4 Ward Committees are involved in the IDP Representative Forum.**

Around 51.8% do agree and 3.6 strongly agree. Those who strongly disagree and disagree registered 12.5% and 32.1% respectively. The conclusion is that ward committees are involved in the IDP Representative Forum.

**Item 4.5 There is feedback to ward committees on priorities identified by the municipal council.**

The outcome is that 46.4% agree, 1.8% strongly agree while 42.9% disagree and 8.9% strongly disagree. Those who do not agree and strongly disagree combined are in the majority. It is therefore concluded that feedback from municipal council to ward committees is not satisfactory and requires a lot of improvement.

**Item 4.6 A harmonious working relationship prevails between councillors, ward committees, CDWs and the community.**

The picture is not rosy here. There is 35.7% of respondents who agree, 1.8% strongly agree while 41.1% disagree and 21.4% strongly disagree. The two categories combined, that is, those who disagree and strongly disagree are clearly in the majority.

The working relationship amongst all stakeholders needs serious attention so that service delivery and life improvement can be enhanced. There appears to be not enough interaction and the municipality must embark on relationship building programme.

### 4.3.5 Role played by councillors

**Table 4.11: The role played by councillors to ensure optimal community participation.**

| No. | Item | SD(%) | D(%) | A(%) | SA(%) |
|-----|------|-------|------|------|-------|
| 5.1 | Councillors are encouraging the community as service consumers to make inputs on the way services are rendered. | 16.1 | 39.3 | 35.7 | 8.9 |
| 5.2 | Councillors ensure that monthly ward committee meetings are being held and minutes and attendance registers are being submitted to the Speaker's office. | 8.9 | 57.1 | 28.6 | 5.4 |
| 5.3 | Councillors encourage residents to pay for their rates and services. | 19.6 | 28.6 | 42.9 | 8.9 |
| 5.4 | Ward councillors and ward committees ensure that regular ward community meetings are held to pinpoint community needs and provide feedback. | 14.3 | 44.6 | 35.7 | 5.4 |
| 5.5 | Collectively councillors actively promote local community capacity to keep community informed on municipal governance. | 23.2 | 33.9 | 41.1 | 1.8 |
| 5.6 | Councillors maintain effective communication with their communities through ward committees, CDWs, newsletters, TV and radio as channels for information. | 17.9 | 32.1 | 41.1 | 8.9 |

**Key:** SD = Strongly Disagree, D = Disagree, A = Agree, SA = Strongly Agree

**Item 5.1 Councillors are encouraging the community as service consumers to make inputs on the way services are rendered.**

The outcome showed that the community does not play any meaningful role. Around 35.7% of respondents agree with the statement, 8.9% strongly agree while 39.3% disagree and 16.1% strongly disagree.

66

**Item 5.2 Councillors ensure that monthly ward committee meetings are being held and minutes and attendance registers are being submitted to the Speaker's Office.**

Around 57.1% respondents disagree, 8.9% strongly disagree. It was noted that only 28.6% agree and 5.4% strongly agree. Respondents are of the view that councillors do not take their obligations seriously, and there appears to be insufficient follow-up on these matters.

**Item 5.3 Councillors encourage residents to pay for their rates and services.**

The sample respondents appear to be divided on this issue. It may be construed that some councillors are not fulfilling this responsibility.

**Item 5.4 Ward councillors and ward committees ensure that regular ward community meetings are held to pinpoint needs and provide feedback.**

This is a very critical item. The sample is divided on this issue. However, 58.9% of respondents are of the opinion that regular ward meetings are not taking place to ensure feedback and pinpoint community needs.

**Item 5.5 Collectively councillors actively promote local community capacity to keep community informed on municipal governance.**

Again the sample is divided in its response. However, 57.1% of respondents maintain that councillors do not actively promote local community capacity to keep them posted on municipal governance matters.

**Item 5.6 Councillors maintain effective communication with their communities through ward committees, CDWs Newsletters, TV and radio as channels for information.**

Once more the sample is divided in its opinion. The results suggest that that some councillors maintain effective communication whilst the other half does not. The reasons for lack of communication with their communities require further investigation in order to put a proper strategy in place.

### 4.3.6 The residents' perceptions

**Table 4.12:** **The residents' perceptions regarding the role played by their councillors in fostering optimal community participation.**

| No. | Item | SD(%) | D(%) | A(%) | SA(%) |
|---|---|---|---|---|---|
| **6.1** | Councillors are being perceived to be far from the communities they are supposed to serve. | 10.7 | 30.4 | 35.7 | 23.2 |
| **6.2** | Councillors are deemed to be mostly interested in the elite section of the community. | 8.9 | 25 | 44.6 | 21.4 |
| **6.3** | Councillors are being perceived not to be effectively communicating with their communities. | 10.7 | 16.1 | 50 | 23.2 |
| **6.4** | Councillors are interacting with ward residents through holding regular ward community meetings. | 17.9 | 37.5 | 37.5 | 7.1 |
| **6.5** | Councillors are encouraging communities to attend ward committees and council meetings. | 12.5 | 39.3 | 39.3 | 8.9 |
| **6.6** | Most councillors are perceived to be self-serving. | 5.4 | 21.4 | 39.3 | 33.9 |

**Key:** SD = Strongly Disagree, D = Disagree, A = Agree, SA = Strongly Agree

### Item 6.1 Councillors are being perceived to be far from the communities they are supposed to serve.

The majority of the sample surveyed 58.9%, hold the perception that councillors are far from the communities they are supposed to serve whilst 41.1% hold the opposite view. A plausible reason for this perception is that, as already stated, a lack of participation and poor communication.

### Item 6.2 Councillors are deemed to be mostly interested in the elite section of the community.

The majority of respondents are in support of the statement. The result places a bigger responsibility on councillors to do more in changing this perception.

### Item 6.3 Councillors are being perceived not to be effectively communicating with their communities.

The result indicates that 73.2% of the sample respondents are in agreement with the statement and 55.4% maintain that there is insufficient interaction with ward residents (6.4), and that 73,2% of councillors are self-serving (6.6).

**Item 6.4 Councillors are interacting with ward residents through holding regular ward community meetings.**

It was noted that 37.5% of respondents agree and 37.5% disagree. Besides, 17.9% strongly disagree and 7.1% strongly agree. Those who disagree and strongly disagree are found to be in the majority. The conclusion is that councillors are not holding regular ward community meetings.

**Item 6.5 Councillors are encouraging communities to attend ward committees and council meetings.**

The outcome is that 39.3% agree and 39.3% disagree, furthermore 12.5% strongly disagree and 8.9% strongly agree. The majority of the population do not support the statement. It is concluded that councillors are not encouraging communities to attend ward committees or council meetings.

**Item 6.6 Most councillors are perceived to be self-serving.**

Responses are such that 39.3% agree, 33.9% strongly agree while 21.4% disagree and 5.4% strongly disagree. It can be concluded that those in support of the statement are in the majority. It requires of councillors to work hard to change their personal blends to positive image.

**Summary**

Based on the perceptions of the residents regarding the role played by their councillors in fostering optimal community participation, this area needs greater investigation and renewed strategy to foster greater constructive engagement in the future.

## 4.4    GENERAL QUESTIONS

**Table 4.13: General Questions**

The general questions were asked to give respondents an opportunity to rate the municipality's overall status using a scale of poor, average, good and excellent.

| No. | Item | Poor(%) | Average(%) | Good(%) | Excellent(%) |
|---|---|---|---|---|---|
| 7.1 | How would you rate Mafikeng local municipality regarding service delivery? | 46.4 | 44.6 | 8.9 | 0 |
| 7.2 | How would you rate Mafikeng local municipality's self marketing? | 50 | 42.9 | 7.1 | 0 |
| 7.3 | How would you rate the different approaches engaged by Mafikeng local municipality towards ensuring sufficient community participation? | 37.5 | 48.2 | 14.3 | 0 |
| 7.4 | How would you rate the structures that have been established to enhance community participation in matters of local governance? | 35.7 | 41.1 | 21.4 | 1.8 |
| 7.5 | How would you rate the effectiveness of the structures that have been established to enhance community participation? | 39.3 | 39.3 | 19.6 | 1.8 |
| 7.6 | How would you rate the role played by councillors to ensure optimal community participation? | 41.1 | 48.2 | 8.9 | 1.8 |

**Item 7.1 How would you rate Mafikeng Local Municipality regarding service delivery?**

The outcome was that 46.4% registered poor, 44.6% indicated average and 8.9% registered good.

**Item 7.2 How would you rate Mafikeng local municipality's self-marketing?**

Half the respondents, 50% said poor, 42,9% recorded average and 7.1% fell under good rating.

**Item 7.3 How would you rate the different approaches engaged by Mafikeng Local Municipality towards ensuring sufficient community participation?**

About 37.5% recorded poor, 48.2% settled for average and 14.3% indicated good rating.

**Item 7.4 How would you rate the structures that have been established to enhance community participation in matters of local governance?**

The ratings are as follows:  Poor 35.7%, 41.1% average, 21.4% good and 1.8% went for excellent.

**Item 7.5 How would you rate the effectiveness of the structures that have been established to enhance community participation?**

The ratings recorded are 39.3% rated poor 39.3% registered average while 19.6% indicated good and 1.8% excellent.

**Item 7.6 How would you rating the role played by councillors to ensure optimal community participation?**

About 41.1% rated poor, 48.2% average, 8/9% good and 1.8% recorded excellent.

**Summary**

The overall picture that can be gleaned from table 4.13 indicates a negative perception of the Mafikeng municipal council as rated by the sample respondents. The majority of the population sample holds the view that the municipal council is not effectively delivering. The municipality structures are viewed as being average to poor; service delivery is not what it could be or not meeting expectations; and that councillors due to inept structures are not performing optimally. Furthermore, the municipality is not effectively marketing itself. Whilst a lot may have been accomplished over the past years, a lot remains to be done regarding future performance.

## 4.5  CHI-SQUARE TEST OF INDEPENDENCE

This test of independence is concerned with the relationship between two different factors (or categories) in a population under study.

### 4.5.1 Perceptions of rural and urban residents about councillors.

**Table 4.14: Perceptions of rural and urban residents about councillors.**

| | Councillors are being perceived to be far from the communities they are supposed to serve. | | |
|---|---|---|---|
| **Residence** | Disagree | Agree | Total |
| Urban | 11 | 24 | 35 |
| Rural | 12 | 9 | 21 |
| Total | 23 | 33 | 56 |

Chi-square=3,586    p-value=0,058    df = 1

Excel software package was used to perform a chi-square test for the data in Table 4.14.  The chi-square statistic and the p-value with one degree of freedom were 3,586 and 0,058, respectively. Since the p-value is less than 10% level of significance, then the perception of residents about councillors being far from the communities they are supposed to serve is significantly dependent on their residences. It means that the majority (24/35 = 68,6%) of the urban residents tend to agree that councillors are being perceived to be far from the communities they are supposed to serve, whereas the majority (12/21 = 57,1%) of .the residents from the rural areas tend to slightly disagree.   Figure 4.6 below justifies this research's findings.
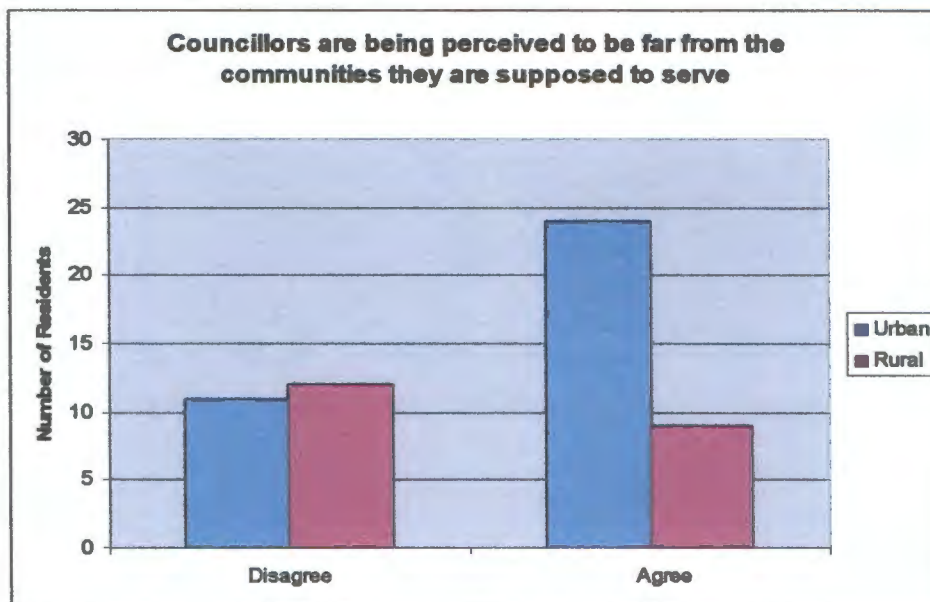
**Figure 4.6 Councillors perceived to be far from communities**

According to **Figure 4.6** demonstrating the number of rural and urban residents who agree or disagree regarding the statement " councillors are being perceived to be far from the community they are supposed serve" revealed that urban residents who agree are the highest while those who disagree rural residents are slightly higher.

**4.5.2 Perceptions of male and female residents**

**Table 4.15: Perceptions of male and female residents about councillors.**

| | Councillors ensure that monthly ward committee meetings are being held and minutes and attendance registers are being submitted to the Speaker's office. | | |
|---|---|---|---|
| Gender | Disagree | Agree | Total |
| Male | 22 | 4 | 26 |
| Female | 15 | 15 | 30 |
| Total | 37 | 19 | 56 |

Chi-square    = 7,445  p-value     =0,006    df = 1

Excel software package was used to perform a chi-square test for the data in Table 4.15. The chi-square statistic and the p-value with one degree of freedom were 7,445 and 0,006, respectively. Since the p-value is less than 1% level of significance, then the perception of residents about councillors ensuring that monthly ward committee meetings are being held and minutes and attendance registers are being submitted to the Speaker's office is significantly dependent on their gender.

It means that the majority (15/19 = 78,9%) of the residents who tend to agree are women, whereas the majority (22/37 = 59,5%) of .the residents who tend to disagree are men. Figure 4.7 below justifies this research finding.
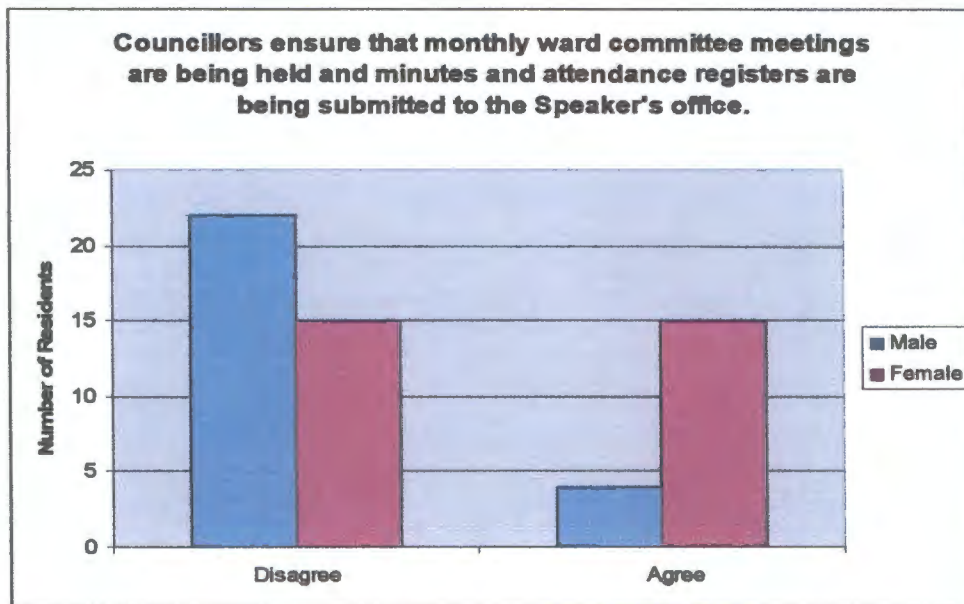
### 4.5.3 Ensuring holding of monthly ward committee meetings



**Figure 4.7 Councillors ensure holding of monthly ward committee meetings**

According to **Figure 4.7** illustrating the number of residents according to gender, who disagree or agree with the statement " councillors ensure that monthly ward committee meetings are being held and minutes and attendance registers are being submitted to the Speaker's office" revealed that the highest number of males disagree while the majority of females agree.

## 4.6 TEST OF SIGNIFICANACE (SPEARMAN'S RANK CORRELATION)

This test is concerned with the relationship between two ranked variables (X and Y). The relationship is statistically significant if the p-value is less than 5% level of significance.

The coefficient of Spearman's rank correlation is given by

$$r = 1 - \frac{6\sum D^2}{N(N^2 - 1)}$$

where

$D$ = differences of ranks of corresponding values of X and Y

$N$ = number of paired values in the data

$-1 \leq r \leq 1$

### 4.6.1 Current positions of residents and their perceptions

**Table 4.16 : Spearman's rank correlation between the current positions of residents and their perceptions about local governance issues and councillors.**

| Item | | Current Position |
|------|------|------|
| There appears to be apathy towards local governance issues amongst community members **(2.6).** | Correlation coefficient ( r ) | -0,296 |
| | p - value | 0,027 |
| Councillors are being perceived to be far from the communities they are supposed to serve **( 6.1).** | Correlation coefficient ( r ) | -0,321 |
| | p - value | 0,016 |
| Councillors are being perceived not to be effectively communicating with their communities **(6.3).** | Correlation coefficient ( r ) | -0,280 |
| | p - value | 0,037 |

SPSS 15.0 software package was used to perform the correlation analysis and the results are shown in Table 4.16. The p-value = 0,027 indicates that the correlation between current position and statement 2.6 is significant at 5% level of significance. Since the correlation coefficient ( r = -0,296) is negative, it means that residents who occupy high positions tend to agree that there appears to be apathy towards local governance issues amongst community members, whereas residents in lower positions tend to disagree.

The p-value = 0,016 indicates that the correlation between current position and statement 6.1 is significant at 5% level of significance. Since the correlation coefficient ( r = -0,321) is negative, it means that residents who occupy high positions tend to agree that councillors are being perceived to be far from the communities they are supposed to serve, whereas residents in lower positions tend to disagree.

The p-value = 0,037 indicates that the correlation between current position and statement 6.3 is significant at 5% level of significance. Since the correlation coefficient, ( r = -0,280) is negative, it means that residents who occupy high positions tend to agree that councillors are being perceived not to be effectively communicating with their communities, whereas residents in lower positions tend to disagree.

# CHAPTER FIVE

## 5. Summary, Recommendations and Conclusions

### 5.1 Introduction

The main focus of this chapter will be the summary of the findings derived from literature consultation as well as analysing data provided by the universe. It also recommends measures to be taken to improve community participation issues.

### 5.2 Summary

Chapter one provides for challenges that faced local government on issues of service delivery after the 1994 democratic elections in South Africa. It also presents systems that national government developed to address the problem especially in relation to public participation so as to deepen democracy. The problem statement, namely the level of community participation and the objectives of undertaking the study are covered.

Chapter two is concerned with literature review in order to draw from domestic and international written material some best practices and lessons that may be emulated to enhance community participation beyond mere compliance with legislation requirements. Basic assumptions underlying public participation, levels of public participation and international lessons are covered in the chapter.

When it comes to chapter three, issues dealt with include research methodology, population and sampling, procedure for collecting data, research instrument used to collect data as well as how data were processed. Data collected were for the purpose of obtaining the residents' perception regarding public participation on local governance matters.

Chapter four is dedicated to data analysis. These data were sourced from the population through empirical investigation so as to get the residents' perception in as far as community participation on issues of governance is concerned. The study revealed that there is much to be done to improve the level of community participation within Mafikeng Local Municipality area.

### 5.2.1 Summary of findings

The summary of the findings is outlined as follows:

### 5.2.1.1 Governance and service delivery

### Table 4.7 Different approaches

The majority of respondents believe that the municipality is having different approaches towards ensuring sufficient community participation.

### Table 4.8 Challenges

According to the majority of respondents there are challenges concerning the promotion of community participation. Ward committees have no offices of their own. Some use councillors homes as venues for meetings.

### Table 4.9 Established structures

More than half the respondents agree that there are established structures within the Mafikeng Local Municipality. There are ward committees and IDP Representative Forum structures to mention some.

### Table 4. 10 Effectiveness of the structures

The bigger number of respondents believe that these established structures are not effective. Ward committees have not been thoroughly trained to give them the necessary skills.

### Table 4.11 Role played by councillors

The majority of the population is of the view that councillors are not doing their best to ensure optimal community participation.

### Table 4.12 Residents perceptions on the role of councilors

The respondents who perceive councilors to be failing to interact effectively with residents as well as self-serving are in the majority according to the study.

## 5.3 General questions

**Table 4.13 General questions on the overall status of Mafikeng Local Municipality**

Respondents rated Mafikeng Local Municipality average in areas like service delivery, self-marketing and effectiveness of established structures and councillors.

## 5.4 Discussion of the findings

These findings revealed that community participation has not firmly taken root in the municipal practice and procedure. Although good policies are formulated effective and efficient implementation remains a challenge. It should be borne in mind that public participation is the best tool that can assist decision-makers in getting to know the concerns, needs and aspirations of the vulnerable members of the community.

## 5.5 Implications of the findings

The implications of the findings are, according to the researcher that Mafikeng Local Municipality needs to recommit itself to a form of community participation that is genuinely empowering and not token consultation (Dplg, 2005:1) as required by the National policy framework on public participation. Lack of resources to build the necessary capacity is great drawback.

## 5.6 RECOMMENDATIONS

There is a need for the Mafikeng Local Municipality to step up an effective partnership between all civil society groupings within its boarders so as to enhance community involvement in matters of local governance.

- Policies and strategies developed for community participation initiatives including the Batho Pele principles should be implemented accordingly;

- Councillors should recommit themselves to revive their pledge to serve the communities who elected them to positions of power to the best of their ability;

- The municipality should develop feedback systems like community satisfaction surveys, suggestion boxes, toll free number and municipal website with dedicated official to enhance community participation.

- Communication channels and information flow should be revamped;

- The municipality should develop a self-assessment tool regarding issues of community involvement which will serve as a yardstick;
- The responsibility of ensuring implementation of public participation should be added as part of performance agreement for senior officials;
- Focused training of ward committees and councilors alike should be intensified. Ward committees have not been properly trained since establishment;
- National and provincial governments should provide funds for the training of ward committees and implementation of community participation process.
- Issues raised by members of the community during imbizos should be responded as a matter of urgency. There is a tendency to leave issues hanging until the next imbizos thus adding to apathetic stance
- The municipality, through ward committees, CDWs, NGO and CBOs, should on an ongoing basis appeal to the community to avail themselves by participating in various civil society structures and share their experiences with the municipality that is faced with massive developmental needs.

## 5.7 Limitations of the study

The vast radius of the municipal area disadvantaged communities at remote villages as they could not be reached due to time and costs constraints. Collecting completed forms from some respondents proved to be costly because of repeated visits as they were no found present most of the time.

## 5.8 Suggestions for further study

Topics such as customer satisfaction and Batho Pele implementation survey are recommended for further studies.

## 5.9 Conclusions

The implementation of public participation policy and Batho Pele principles is still weak and could assist Mafikeng Local Municipality in improving its image and enhancing trust between the municipality and the local community. Partial implementation of community participation is not generating awareness and encouragement amongst communities to take charge of their own development and holding councillors accountable.

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## 7. ANNEXURE A

## RESEARCH QUESTIONNAIRE

## SECTION A

## BIOGRAPHICAL AND DEMOGRAPHICAL INFORMATION

1. Age category

| 1.1 | Below 30 | |
|-----|----------|---|
| 1.2 | 31 - 35 | |
| 1.3 | 36 - 40 | |
| 1.4 | 41 - 45 | |
| 1.5 | 46 – 50 | |
| 1.6 | 51 and above | |

2. Gender

| 2.1 Male | |
|----------|---|
| 2.2 Female | |

3. Qualifications

| 3.1 | Diploma | |
|-----|---------|---|
| 3.2 | Degree | |
| 3.3 | Honours | |
| 3.4 | Masters | |
| 3.5 | Other, specify | |

4. Current Position

| 4.1 | Senior Manager | |
|-----|----------------|---|
| 4.2 | Middle Manager | |
| 4.3 | Junior Manager | |
| 4.4 | Others, Specify | |

5. Residence

5.1 Where are you resident within Mafikeng?

| Urban | |
|-------|---|
| Rural | |

5.2 Do you know in which ward number you reside?

| Ward No... | Not sure.... | Do not know... |
|------------|--------------|----------------|

5.3 Do you know your Ward Councillor?

| Yes | No |
|-----|-----|

5.4 Do you know your ward committee members?

| Yes | No |
|-----|-----|

## SECTION B

## GOVERNANCE AND SERVICE DELIVERY

1. **Different approaches engaged by Mafikeng local municipality towards ensuring sufficient community participation.**

   <u>Questions</u>

   1.1 Mafikeng local municipality has adopted policies aligned to community participation?

   | Strongly disagree | Disagree | Agree | Strongly agree |
   |---|---|---|---|
   | | | | |

   1.2 The municipality actively engages the community during IDP and Budget processes?

   | Strongly disagree | Disagree | Agree | Strongly agree |
   |---|---|---|---|
   | | | | |

   1.3 The municipality has established ward committees that serve as a link between the council and the community?

   | Strongly disagree | Disagree | Agree | Strongly agree |
   |---|---|---|---|
   | | | | |

   1.4 The Mayoral Imbizos are being regularly held as one of the instruments used to interact with the residents?

   | Strongly disagree | Disagree | Agree | Strongly agree |
   |---|---|---|---|
   | | | | |

   1.5 The municipality does use newsletters, notices, Radio, TV talk shows and print media to enhance community interaction?

   | Strongly disagree | Disagree | Agree | Strongly agree |
   |---|---|---|---|
   | | | | |

   1.6 Community members are being invited to the presentations of Auditor General's and the Mayoral Annual reports?

   | Strongly disagree | Disagree | Agree | Strongly agree |
   |---|---|---|---|
   | | | | |

2. **The challenges facing Mafikeng local municipality in promoting community participation within its area of jurisdiction.**

   **Questions**

   2.1 The municipality vigorously engages the community in the development of it's communication policies?

   | Strongly disagree | Disagree | Agree | Strongly agree |
   |---|---|---|---|
   | | | | |

   2.2 The municipality has the capacity to drive community building programmes?

   | Strongly disagree | Disagree | Agree | Strongly agree |
   |---|---|---|---|
   | | | | |

   2.3 The municipality has proper office structures from which ward committees can operate?

   | Strongly disagree | Disagree | Agree | Strongly agree |
   |---|---|---|---|
   | | | | |

2.4    Communication between the municipality and the community
       is effective?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

2.5    The municipality holds regular community meetings to provide
       feedback?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

2.6    There appears to be apathy towards local governance issues
       amongst community members?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

3.    The structures that have been established to enhance

      community participation in matters of local governance.


**Questions**
3.1    Mafikeng local municipality has adopted a ward committee
       establishment policy?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

3.2    Mafikeng local municipality has adopted Public participation
       policy?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

3.3    Mafikeng local municipality has adopted a Communication
       strategy?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

3.4    Mafikeng local municipality has established ward committees in
       all the 28 wards to enhance community participation?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

3.5    The Office of the Speaker responsible for ward committees has
       a support staff dedicated to ward committees?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

3.6    A fully functional IDP Representative Forum been established?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

3.7    Ward committees are included as IDP Representative forum
       Members?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

3.8 CDWs are deployed in most wards to complement ward committees?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|

## 4. The effectiveness of the structures that have been established.

### Questions

4.1 Ward committees do maintain contact with their ward community to ascertain community's needs, problems and aspirations?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|

4.2 Ward committees do hold regular monthly meetings according to their adopted schedule for ward committees meetings?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|

4.3 Minutes and attendance registers pertaining to meetings are kept and submitted regularly to the Office of the Speaker?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|

4.4 Ward committees are involved in the IDP Representative Forum?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|

4.5 There is feedback to ward committees on priorities identified by the municipal council?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|

4.6 A harmonious working relationship prevails between councillors, ward committees, CDWs and the community?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|

## 5. The role played by councillors to ensure optimal community participation.

### Questions

5.1 Councillors are encouraging the community as service consumers to make inputs on the way services are rendered?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|

5.2 Councillors ensure that monthly ward committee meetings are being held and minutes and attendance registers are being submitted to the Speaker's office?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|

5.3 Councillors encourage residents to pay for their rates and services?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

5.4 Ward councillors and ward committees ensure that regular ward community meetings are held to pinpoint community needs and provide feedback?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

5.5 Collectively Counillors actively promote local community capacity to keep communities informed on municipal governance?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

5.6 Councillors maintain effective communication with their communities through ward committees CDWs, news letters TV and radio as channels for information?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

## 6. The residents' perceptions regarding the role played by their councillors in fostering optimal community participation.

**Questions**

6.1 Councillors are being perceived to be far from the communities they are supposed to serve.

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

6.2 Councillors are deemed to be mostly interested in the elite section of the community?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

6.3 Councillors are being perceived not to be effectively communicating with their communities?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

6.4 Councillors are interacting with ward residents through holding regular ward community meetings?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

6.5 Councillors are encouraging communities to attend Ward Committee and Council meetings to be updated on the developments?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

6.6 Most councillors are perceived to be self-serving?

| Strongly disagree | Disagree | Agree | Strongly agree |
|---|---|---|---|
| | | | |

## SECTION C.

## 7. GENERAL QUESTIONS

7.1     How would you rate Mafikeng local municipality regarding service delivery?

| Poor | Average | Good | Excellent |
|------|---------|------|-----------|
|      |         |      |           |

7.2     How would you rate the Mafikeng local municipality's self marketing?

| Poor | Average | Good | Excellent |
|------|---------|------|-----------|
|      |         |      |           |

7.3     How would you rate the different approaches engaged by Mafikeng local municipality towards ensuring sufficient community participation?

| Poor | Average | Good | Excellent |
|------|---------|------|-----------|
|      |         |      |           |

7.4     How would you rate the structures that have been established to enhance community participation in matters of local governance.

| Poor | Average | Good | Excellent |
|------|---------|------|-----------|
|      |         |      |           |

7.5     How would you rate the effectiveness of the structures that have been established to enhance community participation?

| Poor | Average | Good | Excellent |
|------|---------|------|-----------|
|      |         |      |           |

7.6     How would you rate the role played by councilors to ensure optimal community participation?

| Poor | Average | Good | Excellent |
|------|---------|------|-----------|
|      |         |      |           |

Thank you for your cooperation, time, and participation.

**END**