



**An evaluation of North West Provincial
government's communication system towards
rural development: A multisectoral approach**

TTM Lobelo

 **orcid.org 0000-0003-2727-2893**

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Promoter: Dr NA Tshidzumba

Co-promoter: Dr J de Jager

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Student number: 16366158

DEDICATION

This thesis is dedicated to my family, Lobelo family for love and support. I will also like to dedicate this to Dr Sophia Modiehi Mosime, she gave me an opportunity and drive to achieve and excel in the field of academia. Without her invaluable support, influence and guidance I would have taken a different path, May her Soul Rest in Peace.

DECLARATION

I (full names) : Mooki M Lobelo

Student # : 16366158

Declare that the dissertation on the evaluation of the North West Provincial Government's communication system towards rural development: A Multisector approach, hereby submitted, has not been submitted by me or any other person for any degree. I further declare that;

1. I understand what plagiarism entails and have duly complied with the policy of the university.
2. I declare that the material in the dissertation is my original work, where other people's work has been used, they have been properly acknowledged and referenced following university requirements.
3. I also declare that I will not allow anyone to copy my work to pass it off as his or her work.

Signature

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To my friends, never above you, never below you and always beside you

ABSTRACT

The notion of development particularly rural development, brings forth responsibilities for the government, more precisely the local government to implement development programmes aimed at improving the livelihood of local communities. The national government established the National Development plan (NDP) vision: 2030, with the sole purpose of improving service delivery and development towards its constituencies. The North West provincial government (like all other eight provincial governments in South Africa) uses municipalities as third tier of government responsible for the implementation of development initiatives, policies and programmes aimed at rural development and poverty alleviation.

The study emphasised the importance of communication in the development of rural communities and its role in fostering a conducive relationship and environment for effective and efficient community development. Theories provide ways of how communication is viewed, they also provide direction or views of analysing aspects of communication such as participatory communication and multisector approach. The research interests concern the subject matters relating to participatory communication, multisector approach and rural development. The local population are custodians of their development as they have indigenous and relevant information about their circumstances and needs. As theories are made up of concepts, the present research deals with how communication, development communication, participatory communication and, the multisector approach could all play a major role in efficient and effective development processes in rural areas. Fundamental to the success of a multisector approach to rural development is community participation, collaboration and coordination between all stakeholders in the development process.

Development is about community empowerment from environment scanning of the needs of communication and the active participation of local communication. ICTs herein based on telecentres as central to empowering the local communities by providing basic tools to empower themselves through education and economic benefit through technological intervention. Telecentres form part of an integration of for sustainable rural development and community upliftment. ICTs are also known to transform communities; it is also critical to

determine the implications that these changes will have for the poor communities that ICTs are supposed to transform.

The nature of the study is based on whether the North West communication system is effective and efficient in fostering positive communication and participation between the government and communities. The researcher used qualitative methods to gather and analyse the data so as to ascertain the extent to which the system is performing to its optimum capacity. An effective system is one which creates a conducive environment for participatory governance and improvement of rural development and service delivery. It is thus concluded by the study that, a multisector approach is best suited as a communication/development strategy, in creating an environment for sharing information between the provincial government and communities and also enhancing public participation.

Keywords: development communication, multisector approach, participatory development communication, Information and Communication technologies, national development plan., rural development, North West Provincial Government and governance, collaboration, cooperation and coordination

LIST OF TABLES

| | |
|--|-----|
| TABLE 1: RESULTS AND SUMMARY (PREMIER'S OFFICE) | 165 |
| TABLE 2: RESULTS AND SUMMARY (PROVINCIAL DEPARTMENTS AND AGENCIES) | 170 |
| TABLE 3: RESULTS AND SUMMARY (DR KENNETH KAUNDA DISTRICT) | 175 |
| TABLE 4: RESULTS AND SUMMARY (BOJANALA DISTRICT) | 181 |
| TABLE 5: RESULTS AND SUMMARY (NGAKA MODIRI MOLEMA DISTRICT) | 189 |
| TABLE 6: RESULTS AND SUMMARY (DR RUTH MOMPATI DISTRICT) | 195 |

LIST OF FIGURES

FIGURE 1: GYANDOOT INTRANET/CENTRE

140

TABLE OF CONTENTS

| | |
|--|-----------|
| DEDICATION | 2 |
| DECLARATION | 3 |
| ACKNOWLEDGEMENTS | 4 |
| LIST OF FIGURES | 8 |
| FIGURE 1: GYANDOOT INTRANET/CENTRE | 8 |
| CHAPTER 1: INTRODUCTION AND BACKGROUND | 15 |
| 1.1. INTRODUCTION | 15 |
| 1.2. BACKGROUND..... | 18 |
| 1.2.1 South Africa as a Constitutional Democracy | 19 |
| 1.2.2 South African’s attempt at bridging the Digital Divide | 21 |
| 1.2.3 The establishment of the Government Communication and Information Systems (GCIS) | 23 |
| 1.2.4 National Development Plan Vision 2030 | 25 |
| 1.3. PROBLEM STATEMENT | 26 |
| 1.4. OBJECTIVES OF THE STUDY | 27 |
| 1.4.1 Primary objectives; | 28 |
| 1.4.2 Secondary objective; | 28 |
| 1.5 SIGNIFICANCE OF THE STUDY | 28 |
| 1.6 DEFINITION OF KEY TERMS | 30 |
| 1.6.1. Development Communication | 31 |
| 1.6.2 Participatory Development communication..... | 31 |
| 1.6.3 Participatory Communication..... | 32 |
| 1.6.4 Communication..... | 32 |
| 1.6.5 External Communication | 32 |

| | |
|---|-----------|
| 1.6.6 Internal Communication | 33 |
| 1.6.7 Public Policy..... | 33 |
| 1.6.8 Governance | 33 |
| 1.6.9 Multisector approach | 34 |
| 1.6.10 Rural development..... | 34 |
| 1.7. LITERATURE REVIEW | 35 |
| 1.8. THEORETICAL PERSPECTIVES | 37 |
| 1.9. RESEARCH METHODOLOGY..... | 38 |
| 1.10 Research Design | 39 |
| 1.10.1 Suitability of the design | 40 |
| 1.10.2 Mode of reasoning | 41 |
| 1.10.3 Time dimension..... | 42 |
| 1.10.4 Reliability, validity, replicability and credibility | 42 |
| 1.11 POPULATION OF THE STUDY | 44 |
| 1.11.1 Sampling | 45 |
| 1.12. DATA COLLECTION AND ANALYSIS | 46 |
| 1.12.1 Semi-structured interviews and questionnaires | 46 |
| 1.1.3 DELIMITATION OF THE STUDY | 48 |
| 1.14 ETHICAL CONSIDERATIONS | 48 |
| 1.15 OUTLINE OF THE RESEARCH..... | 48 |
| 1.16. CONCLUSION..... | 50 |
| CHAPTER 2: LITERATURE REVIEW & THEORETICAL PERSPECTIVE..... | 51 |
| 2.1. INTRODUCTION | 51 |

| | |
|--|------------|
| 2.2.1 Multisectoral Approach | 54 |
| 2.2.1.1. Importance of a multisector approach | 55 |
| 2.2.1.2 The role of development communication in a multisector approach..... | 61 |
| 2.2.1.3. The role of communication in a multisector approach..... | 67 |
| 2.2.2.4 Importance of a multisector approach to government communication..... | 74 |
| 2.2.1.5 The role of participatory development communication in a multisector approach..... | 76 |
| 2.2.2 National Development Plan and Integrated Development Strategies | 86 |
| 2.2.3 A national and integrated strategy for the development | 89 |
| 2.2.4 Public Policy as Development Process..... | 93 |
| 2.3.1 Development Communication..... | 97 |
| 2.3.2 Modernisation Paradigm..... | 105 |
| 2.3.3 Dependency Theory | 108 |
| 2.3.4 Participatory Development Communication..... | 110 |
| 2.3.5 Multisectoral Approach | 113 |
| 2.3.6 Stakeholder Relationship | 115 |
| 2.4 SUMMARY | 117 |
| CHAPTER 3: INFORMATION AND COMMUNICATION TECHNOLOGIES; | 119 |
| AN APPROACH TOWARDS AN EFFECTIVE AND EFFICIENT GOVERNMENT COMMUNICATION..... | 119 |
| 3.2. THE ROLE OF INFORMATION TECHNOLOGY IN DEVELOPMENT | 122 |
| 3.3. THE ROLE OF INFORMATION COMMUNICATION TECHNOLOGY IN GOVERNMENT COMMUNICATION..... | 128 |
| 3.3.1 The Role of Telecentres as a Bridge to the Digital Divide and Rural Development | 134 |
| 3.3.1.1 Thabina Telecentre (Case Study) | 136 |
| 3.3.1.2 Gyandoot Intranet (Case Study)..... | 141 |

| | |
|--|------------|
| 3.4. SUMMARY | 148 |
| CHAPTER 4: RESEARCH METHODOLOGY | 150 |
| 4.1 INTRODUCTION..... | 150 |
| 4.2 Research Design | 151 |
| 4.2.1 Suitability of the design..... | 152 |
| 4.2.2 Mode of reasoning..... | 154 |
| 4.2.3 Time dimension | 154 |
| 4.2.4 Reliability, validity, replicability and credibility..... | 155 |
| 4.3 UNIT OF ANALYSIS/ POPULATION | 157 |
| 4.3.1 Selection of Sample | 158 |
| 4.5. DATA COLLECTION AND ANALYSIS | 160 |
| 4.5.1 Semi-structured interviews and questionnaires | 160 |
| 4.7 CHALLENGES ENCOUNTERED | 163 |
| 4.8 SUMMARY | 163 |
| CHAPTER 5: DATA ANALYSIS | 164 |
| 5.1 INTRODUCTION..... | 164 |
| 5.2.1 Data from North West Premier’s Office | 164 |
| 5.2.2 Data from Provincial Government Department and Agencies..... | 169 |
| | 170 |
| 5.2.2.1 Objectives..... | 171 |
| 5.2.2.2 Intergovernmental Collaboration (5 pillars) | 171 |
| 5.2.2.3 Challenges..... | 173 |
| 5.2.2.4 Successes | 173 |
| 5.3 RESULTS AND SUMMARY (MUNICIPALITIES) | 174 |
| 5.3.1 Dr Kenneth Kaunda District Municipality..... | 175 |

| | |
|--|-----|
| 5.3.1.1 Objectives & Communication channels | 176 |
| 5.3.1.2 Relationship management (Municipal Manager and Mayor) | 176 |
| 5.3.1.3 Intergovernmental Relationship /Collaboration | 177 |
| 5.3.1.4 implementation of the 5 pillars (Setsokotsane) | 178 |
| 5.3.1.5 Challenges faced by Unit | 179 |
| 5.3.2 Bojanala District municipality | 180 |
| 5.3.2.1 Objectives and Communication channels | 182 |
| 5.3.2.2 Internal Relationship (Municipal Manager and Mayor) | 183 |
| 5.3.2.3 Intergovernmental Relationship/Collaboration | 183 |
| 5.3.2.4 Implementation of the 5 Pillar (Setsokotsane) | 185 |
| 5.3.2.5 Challenges faced by the municipality | 186 |
| 5.3.2.6 Success of the Unit | 188 |
| 5.3.3 Ngaka Modiri Molema District..... | 189 |
| 5.3.3.1 Objectives and Communication channels | 190 |
| 5.3.3.2 Relationship management (Municipal Manager and Mayor) | 190 |
| 5.3.3.3 Intergovernmental Relationship/Collaboration | 192 |
| 5.3.3.4 Implementation of the 5 Pillar (Setsokotsane) | 193 |
| 5.3.3.5 Challenges faced by the municipality | 193 |
| 5.3.3.6 Success of the Unit | 194 |
| 5.3.4 Dr Ruth Mompati district..... | 195 |
| 5.3.4.1 Objectives and Communication channels | 196 |
| 5.3.4.2 Relationship Management (Municipal Manager and Mayor | 196 |
| 5.3.4.3 Intergovernmental Relationship/Collaboration | 196 |
| 5.3.4.4 Implementation of the 5 Pillar (Setsokotsane) | 197 |
| 5.3.4.5 Challenges faced by the municipality | 197 |
| 5.3.4.6 Success of the Unit | 197 |
| 5.3.5 Analysis and summary of Municipal Data | 197 |
| 5.3.5.1 Objective and Communication Channel | 198 |
| 5.3.5.2 Relationship with Executive (Mayor and Municipal Manager) | 198 |
| 5.3.5.3 Intergovernmental Relationship and Collaboration | 198 |
| 5.3.5.4 Implementation of the 5 Pillars (Setsokotsane programme) | 199 |
| 5.3.5.5 Challenges faced by the municipalities | 199 |
| 5.3.5.6 Success of the municipality | 200 |

| | |
|--|------------|
| 5.4 RESULTS AND SUMMARY (Communities) | 200 |
| 5.4.1 Kenneth Kaunda District (Matlosana and JB Marks) | 200 |
| 5.4.1.1 Demographics | 201 |
| 5.4.1.2 Knowledge information | 203 |
| 5.4.2 Bojanala District (Moses Kotane & Madibeng Local Municipality) | 210 |
| 5.4.2.1 Demographics | 211 |
| 5.4.2.1.1 Knowledge information | 214 |
| 6.4.3 Ngaka Modiri Molema District (Mafikeng and Ramotshere Moilwa Local Municipality) | 221 |
| 5.4.3.1 Demographics | 221 |
| 5.3.3.2 Knowledge information | 224 |
| 6.4.4 Dr Ruth Mompati District (Greater Taung and Naledi Local Municipality) | 231 |
| 5.4.4.1 Demographics | 231 |
| 5.4.4.2 Knowledge information | 234 |
| 5.5 SUMMARY | 240 |
| | |
| CHAPTER 6: DISCUSSIONS AND RECOMMENDATIONS | 242 |
| 6.1 INTRODUCTION | 242 |
| | |
| 6.2 DISCUSSIONS & RECOMMENDATIONS | 243 |
| 6.2.1 Discussion and Recommendation (Premier’s Office)..... | 243 |
| 6.2.1.1 Recommendations: | 246 |
| 6.2.2 Discussion and Recommendations (Government Department and Agencies)..... | 247 |
| 6.2.2.1 Recommendations | 250 |
| 6.2.3 Discussion and Recommendations (Local Municipalities and Communities)..... | 252 |
| | |
| 6.3 CONCLUSION | 261 |
| | |
| REFERENCES | 263 |
| APPENDIX B..... | 275 |

CHAPTER 1: INTRODUCTION AND BACKGROUND

1.1. INTRODUCTION

Since the advent of democracy in South Africa, the government's focus has been on improving the living standard of its citizens by focusing on rural development. The shift has been to empower the people to be self-reliant and create an environment where they participate actively in the development project. Through communication and Information as well as Communication Technology (ICTs) activities, all development processes could create a condition or an environment for such initiatives to be effective and efficient. Communication is a process through which participants share and exchange information wherein government communications is well placed as a strategic and planned process, aimed at ensuring effective dialogue between government as well as communities. According to Cornelissen (2014) managing corporate communication requires a communication strategy that is based on the general reputational position that an organisation aims to establish and maintain with its key stakeholder, herein being South African communities. As communication is one of the strategic functions of government, it needs to be a frequent and on-going exercise in all sectors of government.

Furthermore, Cornelissen (2014) states that communication strategies involve a process of bringing stakeholder reputation in line with the vision of the organisation to obtain the necessary support for the organisation's strategy. Communication thus outlines the relationship between government and its environment, and the role of government in providing its citizens with meaningful and relevant information, which could relate to development processes. A multisector approach as a communication strategy can create an environment and atmosphere for sharing information between the provincial government and community, thus creating a condition for public participation as well as aiming at meeting the expectations and needs of the community.

According to Swanepoel and De Beer (2006) societal and individual poverty is caused, perpetuated or even intensified by natural, social, economic, political, psychological and cultural factors that are present in all societies and communities. All these factors must be studied and their interdependence understood to know the environment in which poverty eradication and development must be addressed. Each environment has a stumbling block to development, yet each environment also has resources that must be identified and then applied in the struggle against poverty. It is only through a coordinated and collaborative effort, that resources could be identified to create an effective and efficient development initiative geared toward rural development.

Swanepoel *et al* (2006) further state that the government's attempt to regulate the environment and to create circumstances that will enhance or facilitate development to take place around poverty should be eradicated. The context in which development takes place is directly dependent on the degree to which development initiatives are supported by aspects such as policy and regulatory framework. This places an emphasis on the implementation of a multisector approach as it allows for the accommodation of community initiatives and linkage of other factors leading to poverty alleviation and rural development.

Successful implementation of a multisector approach could play a positive role in rural development and also contribute to the effectiveness and efficiency of the North West provincial communication system. Development communication involves using communication to foster social change, which will result in rural development. A multisector approach will be extensively discussed and the focus will be on how it could foster positive development in rural communities, this will, in turn, create channels for collaboration and cooperation between different sectors (Jameson, 2006). The role of the North West provincial government is that of a facilitator which encourages contribution from other sectors concerning rural development.

The framework of the state's role in governance, development and sustainability implies that development is not an end product but a continuous process of improvement in the living condition of people. This requires continuous information or communication between

government and its publics. It is important to note that like communication, development is a process; it is not static, but characterised by continuous change. Development initiatives in this regard, should be responsive to the specific needs of each community and reflect their interests continuously. This, in turn, requires an inclusive approach that encourages some collaborative efforts from all stakeholders in rural development programmes, as such the Saamtrek Saamwerk programmes were purported by the 5th administration as conducive for such efforts

Information should be common between the governments and its public, thus a proper collaborative and coordination plan is a prerequisite for an effective government communication system, the plan could be made possible through successful implementation of a multisector approach to rural development within the North West Province. Additionally, the information shared should add value to the lives of recipients of that particular information, the value represents a positive input of information in improving the lives. Feather (2004) points that, the value of information is an uncertain concept, which cannot be easily qualified; its value will be perceived differently by different people and perhaps even by the same person depending on the circumstances of time, place and context. The variability of the value of information is compounded by the fact that its value can be argued to increase as it becomes more common. The increase in the commonality of information will lead to an increase in knowledge and subsequently rural development; there is a causal link between communication and development.

A multisector approach could also address an establishment of information sharing between departments with similar services and communities, as parallel to a beneficial interaction system which could develop within the Province. The interaction should be based on existing community social structure, as this will allow for proper collaboration and coordination. Gustein (2007) asserts that a community empowerment approach is embedded within existing cultural and social relations. As the strength of social networks, the level of trust between members, the degree of collaboration, the extent of participation, and the experience of negotiation which will enable communities to control their own economic, cultural, and social development. A multisector approach would in essence not only allow for such collaborative and participatory effort but also strengthen those cultural and social relations. This, will ultimately, lead to sustainable rural development.

The study aimed at investigating and analysing collaborative as well as participatory efforts or relationships between all sectors within the North West province and all the programmes that are outlined by the Provincial government particularly the 5th administration. There is also a growing acknowledgement that no single sector (public or private), can take exclusive responsibility for meeting the challenges of entrenched poverty and social exclusion. Premised on the requirements for broader public accountability, transparency, good governance and cooperation from all sectors (Hopper, 2012) it can be argued that a wider and more inclusive notion of “partnership” and the "the public interest" is needed. For a multisector approach to be properly implemented there has to be a buy-in from the community within rural development partnership. Key concepts relating to the research are based on issues of governance, collaboration, cooperation and coordination between sectors. Sound policy on management and multisector guideline are required for such to be implemented at the provincial level, including municipal level to guarantee adequate, effective and efficient communication systems within the North West Province.

1.2. BACKGROUND

The basis of any government intervention effort is firstly to provide for its citizens and secondly, to improve the citizen’s standard of living, such efforts are evident, from the Reconstruction and Development Programmes (RDP) 1994, Broad-Base Black Economic Empowerment Act 53 of 2003 as Amended by Act 46 of 2013 (BBBEE) and (AA) Affirmative Action Act 29 of 1998. With a common mandate of redressing the economic, political and social inequalities caused by apartheid, these policies were designed to enhance the participation of black people in various sectors of South African society. Some of the challenges faced by the democratic government are to try to balance the scale of poverty, unemployment, and education, as well as to bridge the digital divide created by the apartheid system. Instead of this, the government had to come up with policies and programmes designed to solve the issues concerning development within the North West Province Government Policy following South Africa's first democratic elections in April 1994. That reflects an "integrated, people-centred development approach" and a commitment to promoting a "democratic, non-racial and non-sexist society" characterised by integration between decision-

makers from the public, private and voluntary sectors, and the intended beneficiaries of the development (Davids, Theron & Maphunye, 2011).

According to the National Development Plan, vision 2030 (2011), Batho Pele policy (1997) was developed as a framework for service delivery in the public service with a principle relating the utilisation of resources effectively and efficiently, responding to people's needs, encouraging participation and development-oriented public administration. All this encompasses a participatory approach to development as it also seeks citizens' participation in the development of service standards. The implementation of a multisector approach can create a platform for integrated planning and sharing of scarce resources as it has been previously stated, to be more inclusive in driving rural development programmes and policies. The feasibility of any development initiative is based on its ability/potential to address the needs of the communities as well as its responsiveness. Each community is unique in terms of needs and challenges; the development process must respond to these specifics. It should also be noted that needs differ in terms of levels, as such development cannot address the needs of a higher level before it has addressed the basic needs.

According to Cloete (2003), there are three different consecutive levels of development;

1. Developmental level 1: satisfying fundamental needs above the indigent line including physical, rational, emotional and spiritual needs;
2. Developmental level 2: consolidation of middle-class lifestyles including access to sanitation, health services, jobs, churches, recreation, schools, culture, shops and life-cycle services from cradle to grave; and
3. Development Level 3: fulfilling high level personal and abstract needs and desires including the opportunity to live an enriched life according to one's preferred alternative lifestyles. This higher-order developmental level includes specialised individual interests and preference (such as travel, music, culture, sports, hobbies, etc).

1.2.1 South Africa as a Constitutional Democracy

The fundamental rights and democratic values of human dignity and freedom are listed in the Bill of rights, which is contained in Chapter 2 of the South African Constitution Act 108 of 1996. The most prevalent value of the South African government is related to the people – centeredness (Batho Pele; 1997), which is an approach for an open government that is based on the will of the people and is responsive to the needs of the people and committed to service delivery. Notably, a responsive government is the one that seeks community participation and collaboration, to gather information on the needs of each community in addressing those particular needs. Each community is unique in terms of developmental needs and it should be addressed as such, as opposed a blanket response to rural development. A multisector approach offers abundant great opportunities and channels for the exchanging of information on community needs.

Another value provided for is that of a collaborative government, which addresses the needs for inter-departmental consultation on matters relating to common interests, as well as issues that support coordination and collaboration between government departments and stakeholder in a matter relating to rural development. This provides guidelines for a cooperative and coordination amongst the North West Provincial departments, civil society and communities in rural development programmes and initiatives. This, in turn, creates a participatory condition for effective and efficient service delivery and dissemination of information.

Communication is a process by which people arrive at shared meaning through the interchange of the message. When people create and manages messages and share their understanding of social reality, communication takes place (Rubin, Rubin, Haridakis & Pieler, 2010). A democratic government must provide its citizens with information and a platform to cater to a diversity of opinion and expression of needs. Section 32 of the Constitution stipulates that everyone has the right to access;

1. Information held by the state; and
2. Information held by another person that is required for the exercise for protection of any right.

While Sec 16 (1) stipulates issues of freedom of expression, which include the right to receive and disseminate information. The problem faced by the government here in the North West provincial government is the improvement of its communication system, as well as, access to and sharing information with communities. Most governments are judged based on how successful they communicate and openly conduct their affairs. Styles of governance are frequently judged as good or bad. Hyden and Branton (1993) suggest that four criteria can be used to assess the styles of governance in a society;

1. Degree of trust in government,
2. Degree of responsiveness in the relationship between government and civil society,
3. Government's degree of accountability to its voters; and
4. Nature of the authority that the government exercise over its society.

The Constitution of the Republic of South Africa (Act 108 of 1996) further commits the government to take reasonable measures, within its available resources to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security. The North West province and its municipalities need to adopt an approach that includes stakeholders to dispose of these imbalances created by the apartheid system. The issues relating to governance is important when dealing with stakeholder relations efficient and effective communication with constituencies, particularly how such communication leads to sustainable rural development. This requires the government to conduct their affairs openly, a manner that involves collaboration with communities as a key stakeholder, as such, an implementation of a multisector approach will pave the way for such a relationship.

1.2.2 South African's attempt at bridging the Digital Divide

As mentioned before, information leads to knowledge and knowledge leads to development. Therefore, access to communication is important to facilitate such knowledge and in part also to rural development initiative, technological influence thus play a significant role concerning the access of information. Lesame (2005) states that digital divide refers to the gap between the access to Information Communication Technologies (ICT) and internet usage by individuals, households, organisations, countries and region at different socio-economic levels.

It was referring to the digital and ICT chasm between the African and developing world. As a way to bridge the digital divide in South Africa, efforts and programmes were developed, more like an access point for information, Public Information Terminals (PIT) in Post Offices, Telecentres, schools, public libraries and Thusong Community Centres. There is a large number of people in developing countries who cannot access these services because the access points are not available where they live.

Access to information is crucial as a partial solution to the high rates of illiteracy and unemployment because it empowers users to gain knowledge. The internet is a tool that could be used to reduce the digital divide, the process of information provision will require all sectors within the society to play a role in the development of communities. The presence of ICTs or the existence of the necessary technology infrastructure do not guarantee development and economic benefits, instead, a multisectoral approach is required to create a coordination effort and a collaborative platform to rural development. South Africa is the co-founder for Information Digital Opportunity Initiative (IDOI) which was, established in 2001 to bridge the digital divide in South Africa. The initiative is a partnership between government, academics, the private sector and relevant stakeholder to map out South Africa into an information society (Lesame, 2005).

In the state of the nation address of 2001, former President Thabo Mbeki stated that the government would expedite the development of the ICT and Telecommunication sector, to bridge the digital divide. To this end, two bodies were identified as crucial to the bridging process;

1. The Presidential National Commission on Information Society and Development (PNC on ISAD), which is constituted of representatives of the public and private sector-whose roles are to establish government policy in ICTs and foster cooperation and coordination, and local government to build ways of attaining a knowledge-based society.
2. The Presidential International Task Force on Information Society and Development, comprising Chief Executive Officers from international corporations on ICT experts (Lesame, 2005).

The National Commission could be evaluated on the basis that it deals with coordination and collaboration at the provincial level and local government could be relevant based on how they play a role in that particular level they will be achieving their objectives. Key programmes relating to rural development, the establishment of the Presidential National Commission on information society would be crucial in coordinated and cooperation with the North West provincial government.

1.2.3 The establishment of the Government Communication and Information Systems (GCIS)

The commissioning of the communication task team (Comtask) led to the establishment of the Government Communication and Information Systems referred to as (GCIS), which is responsible for government communication. According to Burger (2004), the task team observed the following issues about government communication:

1. There were no clear standards to measure communication capacity and costs;
2. Government Communication suffered from poor morale and lack of mandate;
3. The erstwhile communication agency had a low level of interaction with government departments and provinces;
4. Overall, the government lack central coordination in forwarding of messages; and
5. Adequate planning of information campaigns and communication was given a low priority.

The observation highlighted above by Burger (2004) provides standards against which the implementation of a multisector approach in improving the provincial government community capacity and an improvement of the level of interaction between government departments and communities should be measured. A multisector approach could also improve coordination of the North West provincial government's coordination in the forwarding of messages for development, leading to adequate planning of development campaigns. Service delivery remains a serious challenge based on the recent service delivery strikes that have been

increasingly violent. It is therefore, evident that Local Government and Municipalities have been struggling to meet the obligation for rural development.

It was based on local government and municipalities have been struggling to meet the obligation for rural development and other related recommendations, that the Government Communication and Information System (GCIS) was established in 1998. The strategic objectives are to:

1. Ensure that the voice of government is heard;
2. Foster a more positive communication environment;
3. Have a clear understanding of the public information needs and government's communication needs;
4. Promote interactive communication between government and the public;
5. Set high standards for government communication (Burger, 2004).

By ensuring that the voice of government is heard and that a positive communication environment is created there will be sharing of information and coordination of the development process. Every government department must send relevant and true information to its constituency whilst highlighting the objectives and goals of government that are geared towards poverty alleviation and rural development. As Swanepoel *et al* (2006) points out , much of the coordination problems are the result of a misplaced view by many of the stakeholders from the government, private and non-governmental cadre that development environment with concomitant talk of any collaboration, the duplication of activities and expenses, and quite often the bewilderment of those who are supposed to be the owners of projects- the community.

The aforementioned objectives stated by Burger (2004) are paired with a mandate of coordinating, guiding and advising on government communication, including;

1. Media liaison;
2. Development Communication; and
3. Marketing.

Even where progressive policy frameworks, positive intentions and partnership structures exist, the result of anti-poverty work is often disappointing. These anti-poverty actions are:

1. Inefficient utilisation of resources;
2. The creation or perpetuation of unwieldy bureaucracies;
3. Failure to move resources and power to community-level beneficiaries;
4. Lack of real public participation; and
5. Failure to capitalise on the diverse contribution, innovation and civic energy of different stakeholder (Hopper, 2012).

1.2.4 National Development Plan Vision 2030

The National Development Plan Vision 2030 (2011) highlights communication as a strategic tool to provide guidelines and goals for development with South Africa. Former President, Jacob Zuma addressed the nations about to the Plan during the State of the Nation Address(SONA) in 2014, this provided a guideline on how the provincial and local government should interpret and implement the plan. Since South Africa needs a more inclusive economy, the plan envisages an economy that serves the need of all South Africans. It is anticipated that in 2030, the economy should firstly, be close to full employment, secondly equip people with the skills needed to ensure that ownership of production is less concentrated and finally, be diverse, and be able to grow rapidly, too, provide the resources to pay for investment in human and physical capital.

The National Development Plan (2011), advances certain proposition, to increase employment and economic growth to;

1. Support the small business through better coordination of activities in small business agencies, development financial institutions, and public and private incubators;
2. Increase investment in social and economic infrastructure to lower costs, raise productivity and bring more people into the mainstream of the economy; and
3. Reduce the regulatory burden in sectors, such as broadband internet, to achieve greater capacity and lower prices.

A capable state, that has a mutual and collaborative understanding to its citizens, is an essential precondition for South Africa's development. The country's development problems cannot be solved by the government alone as, many of these require direct interventions by an effective government that delivers public goods of high-quality education, health service, economic and social infrastructure. Additionally, the government should also guarantee the safety and security of its citizens and provides an enabling environment for private investment. As Kumar (2011), asserts, there is a need for uniformity and competence across the entire public service. A review of the government communication system is required for the continuous dissemination and sharing of information. It requires a government communication system that could provide ways to guarantee effective service and efficient delivery while guaranteeing accountability. A dysfunctional and complex provincial communication system will require continuous intervention from the national government, which would inter alia put a strain on the existing limited resources. As it stands, the information in the North West province is not adequately shared amongst the communities in matters relating to community development, again, community are neither participants nor are they considered as stakeholders.

1.3. PROBLEM STATEMENT

The generic role of any government is to provide service to its citizens and also to improve their livelihood. Below is the problem identified with the North West Province:

Statement 1:

- The North West provincial government is failing to communicate efficiently and effectively with its constituencies, about development-related issues, more so, communities cannot participate in their rural development initiatives.

Statement 2:

- There is a lack of coordination and collaboration between provincial departments and the rural communities relating to rural development objectives and implementation of development programmes.

Statement 3:

- There is also a lack of understanding of communication policies, conducive communication environment, resulting in lack of services delivery which breeds discontentment within from the publics.

Statement 4:

- The North West provincial government (5th Administration) is failing to adequately implement development programmes and foster an inclusive process with the rural communities.

According to Kothari (2004) there are two types of research problems, viz, those which relate to nature and those which relate to relationships between variables, one has to decide on the general area of interest or respect of a subject matter that works to the study. The research presupposes that North West Provincial government is not entirely effective, nor efficient in providing services as well as communicating to its public and this even though there are sound policies and developmental projects. According to Melkote (2001) many large and expensive projects promoting social change have failed to help their intended recipients, or have resulted in even worsened conditions for them- putting into perspective economic development aid has contributed too much corruption and large gaps between the wealthy elite and the masses in Third World countries.

1.4. OBJECTIVES OF THE STUDY

Objective of the study provides guidelines on what is to be achieved by the project, they also provide what is to be accomplished by and achieved, they also provide the direction of the study. According to Dudovskiy (2018) research objectives divide research into several parts address each part separately, it specifies what needs to be studied and is comprises a number of steps that address how the research aim will be achieved. As a consequence of the problems identified, the following are the objectives of the study:

1.4.1 Primary objectives;

The generic objective of the study is to analyse the North West Provincial communications systems in addressing and implementation of rural development programmes, with the main focus being on these areas;

1. The efficiency and effectiveness of communication by giving access to communities, served by district municipality through:
 - a. The channels used based on reach and cost;
 - b. the mechanism used for coordination and collaboration;
 - c. community engagement; and
 - d. stakeholder relationship and management.
2. The role played by the South Africa Local Government Agency (SALGA) as a leader in local government communication,
 - a. Through qualitative content analysis of documents- (policies, strategic and integrated development plan).
3. Efficient and effective governance within district municipalities,
 - a. Through literature review- (past research, and journals articles).
4. An evaluation of how a multisector approach could be implemented within the province for efficient service delivery,
 - a. Through an assessment of the implementation of the National Development Plan and the Municipal Integrated Development Plans, relating to the “*Saamtrek, saamwerk*”, and “*Setsokotsane*” provincial programmes.

1.4.2 Secondary objective;

1. To determine the role of Information Communication Technologies’ impact on rural development.

1.5 SIGNIFICANCE OF THE STUDY

The significance of the study provides detailed information on how the study will contribute to the body of knowledge and who will benefit from it, the North West provincial government, municipalities and rural communities. According to Cueva (2020), the significance of the study is a part of the introduction of a thesis, it should determine who benefit from the study and how the specific audience will benefit from the findings. The significance of the study could be simply reflected by the following two, questions: why should the study be published? What significant contribution is the study making to the field of research (Cueva, 2020). The study

is based on a need for a collaborative effort by all sectors in society in pursuit of poverty alleviation and rural development. The study emphasises the importance of communication, with a development communication perspective, the role it plays in generating public participation in rural development initiatives. A multisector approach has never been seen as an approach that could improve government communication aimed at rural development. This study, therefore, proves possible implementation of a multisector approach in the North West Province. Successful implementation of a multisector approach plays a significant role in improving the mechanism for coordination and collaboration between the North West Provincial Government and communities. Rural development cannot be achieved without the buy-in of local communities and partnership with relevant stakeholders, this requires a multisector approach that could create an inclusive environment for community engagement and participation. The study contributes immensely by highlighting the immense contribution that a multisector approach to government communication would make to rural development. Additionally, the study highlights how community engagement and involvement, as part of the approach are important in the achievement of holistic participatory development programmes.

A multisector approach places communication at a strategic position for a proactive, effective and efficient government communication system. A better communication strategy is required for the positive implementation of community engagement relating to rural development programmes. Barker and Angelopulo (2006) define strategy as an instrument through which an organisation proactively responds to the changing environment, by establishing goals and objectives, adopting certain courses of action, and allocating its resources accordingly. A multisector approach requires a relationship between public (inter-government) and private organisation and at the centre in the community participation in the development process. According to Steinberg and Angelopulo (2015), community participation and stakeholder involvement are crucial for the success of development programmes which rely on the principles of recognition of shared interest, accountability in all actions, facilitated decision-making process and true communication. True communication refers to communication that is genuine and intends on creating a positive environment between the participants in the communication process. The development communication principles have always highlighted a responsive and people-centred approach to development

The generic statement of the research is based on the orientation that the North West Provincial government is not adequately communicating effectively and efficiently with its community and this harms rural development. The observation is based on a top-down approach employed by the provincial government in its implementation of development programmes or policies; where consultative forums with communities are absent. This indicates a lack of two-way communication between the provincial government and its communities. As such, the provincial government seemingly takes a reactive approach rather than an integrative one in satisfying the developmental needs of rural communities. As Hyden and Brenton (1993) pointed out, the criteria for styles in governance in a society include firstly, the degree of responsiveness in the relationship between government and civil society and secondly, degree of accountability on the part of the government, particularly towards its voters. The research also presupposes that there is a lack of coordination and collaboration between the provincial government, private sector and communities in a matter relating to rural development. This is based on the widespread discontentment by communities relating to overall service delivered within the province. The evidence, of which is made clear from the service delivery protests that have spiralled across the province. It is based on such observations and making an induction that proper and successful implementation of a multisector approach could provide a bottom-up approach, and it could also improve communication within the North West Province.

1.6 DEFINITION OF KEY TERMS

Definitions are there to provide the meaning of key concepts of the research to provide description and understanding of how these terms dictate and describe guidelines for the research. To provide an explanation with the conception and operation of certain concepts in a real-life situation based on the research. To classify and provide a characterisation of the concepts to give the research perspective and direction it requires. To study a concept, a definition is required to give insight and understand to predict possible outcome in real-life situations. According to Goes & Simon (2015), the definition of terms is essential to ensure a common understanding and widely used, or the opposite – providing few if any definition, even for concepts that are critical in communicating in the intent and context of the research

1.6.1. Development Communication

The term “Development Communication” was first coined in 1992 by Nora C. Quebral, who defined the field as the art and science of human communication linked to a society’s planned transformation from a state of poverty to one of dynamic socio-economic growth that makes for a greater equity and the larger unfolding of individual potential (Manyozo, 2006).

This term has also been alternatively defined as a type of marketing and public opinion research that is used specifically to develop effective communication or as the use of communication to promote social development. Defined as the former, it often includes computerized linguistics analysis of verbatim response to qualitative survey interviews and may, at a time also involve consumer psychological "right brain (emotional) research techniques. Defined at the latter, it refers to the practice of systematically applying the process, strategies, and principles of communication to bring about positive social change. For the study, the latter definitions will be used (Manyozo, 2006).

Furthermore, McPhail (2009) defines development communication as the process of intervening systematically or strategically with either media (print, radio, television, video, and the internet), or education (training, literacy, schooling) for positive economic, personal, spiritual, cultural or political change. Development communication as a theory underpinning the study provides guidelines, framework and epistemological framework to evaluate and analyse North West government's communication system, together with the programmes (Saamtrek Saamwerk & Setsokotsane) developed to enhance service delivery.

1.6.2 Participatory Development communication

Participatory Development Communication refers to the use of mass media and traditional, interpersonal means of communication that empowers communities to visualise aspirations and discover solutions to their development problems and issues. Is also a term that denotes the theory and practice of communication used to involve people in the decision-making of the development process (Mayonzo,2006). This is an extension of Development communication if

focuses on community participation and platform established to provide communities to participate in the development projects. The *saamtrek* and *saamwerk*, loosely translate to pulling together and working together, community participation is important towards effective rural development.

1.6.3 Participatory Communication

The Participatory Communication approach focuses on the effects of individuals on Mass Communication with particular emphasis on the development of the third world. Participatory Communication sought to describe the power of the individual to influence the world and to find ways to further advocate and enrich such actions with the ultimate goal residing in a utopian scenario of positive development for all better inter-cultural understanding (McPhail, 2009). This concept places the community at the centre of development projects and goals within third world country, the communication system of the North West will be evaluated on effectiveness and efficiency concerning governance and provision of information.

1.6.4 Communication

Communication is a transactional process of exchanging messages and negotiating meaning to establish and maintain a relationship (Steinberg, 2000). Communication is defined as a process by which people arrive to share meaning through the interchanging of messages. When people create and manage messages and share their understanding of social reality, communication takes place (Rubin, Rubin, Haridakis & Pielei, 2010). Effective and efficient communication is key to any relationship, to improve on service delivery the communication system of the North West province should fare a two-way channel between all stakeholders with the province concerning sustaining development projects and NDP vision 2030.

1.6.5 External Communication

It is communication which takes place verbally (orally and in writing) and non-verbally (through attitude, appearance, gestures or facial expressions) between the organisation and the outside world, that is clients, suppliers, shareholders, the media and the public. The main aim of external communication is to maintain sound public relation and marketing (Van Staden, Marx & Erasmus-Kritzinger, 2002). This put more emphasis on channels used by the

government in communicating with its external stakeholders, which platform can be used that are both effective and effective to allow for better collaboration and coordination between the department, external agencies and communities.

1.6.6 Internal Communication

It is communication between management and staff at various levels of the organisation to reach organizational goals. An important factor in employees' job performance and therefore organizational success is the extent to which workers find communication within the organisation satisfactory (Van Staden *et al*, 2002). The harmonious functioning of the communication system internally always paves the way for effective external communication. The North West government will be analysed on the bases of the channels used to share information and platforms for coordination and collaboration with other districts and municipalities.

1.6.7 Public Policy

Is a public sector statement of intent, including sometimes a more detailed program of action, to give effect to selected normative and empirical goals to improve or resolve perceived problems and needs in society in a specific way, thereby achieving desired changes in that society (Cloete & De Coning, 2011). Munger (2000) sees policy analysis as a process of assessing, and deciding among alternatives based on their usefulness in satisfying one or more goals or values. The policy provides criteria on how information should be shared and which platforms should be used to share such information. Policies create criteria to analyse the efficiency and effectiveness of the communication system and provides distinctions and definitions for public participation.

1.6.8 Governance

Good governance is conceptualized here as the achievement by a democratic government of the most appropriate development policy objective to sustainably develop its society. This is done by mobilizing, applying and coordinating all available resources in the public, public and voluntary sectors, domestically and internationally, in the most effective, efficiency and democratic way (Cloete, 2003 in Cleome, 2011). Governance is about conducting affairs of the

province openly and transparently, this should be made possible by effective implementation of the setsokotsane and saamtrek saamwerk programmes. It is in this regards, the 2 programmes will be evaluated on that particular basis.

Governance is the empirical manifestation of state adaption to its external environment as well as being denoting a conceptual or rhetorical representation of coordination of social systems and, for the most part, the role played by the state in that process (Meek, Koliba & Zia, 2011). According to Olawu & Saku (2002), governance means more than the government, it is the style of interaction between a government and its society that it governs. While Cloete *et al* (2011) see governance as a system of values, policies and institution by which a society manages its economic, political and social affairs through interactions within and among the state, civil society and private sector.

1.6.9 Multisector approach

A multisector approach means involving all sectors of society – governments, business, civil society organisations, community and people affected by development problems, at all levels of community- addressing the causes and impact of the social problems, intended to be solved by multisector approach. Such a response requires actions to engender political will, leadership and coordination, to develop and sustain new partnership and ways of working, and to strengthen the capacity of all sectors to make an effective contribution (Spencer, 2003). The study's approach is based on the implementation of a multisector approach to rural development within the North West province, the objectives will assess the extent of such coordination and collaboration between the government, external agencies and communities concerning rural development.

1.6.10 Rural development

According to Desai (2009), rural development can be defined as a process which leads to a continuous rise in the capacity of the rural people to control their environment accompanied by a wider distribution of benefits resulting in such control. The World Bank publication defines rural development as an improvement on the living standards of the masses of the low-income population residing in areas making the process of rural development self-sustaining. The NDP vision 2030, aims at eradication of poverty and achievement of sustainable

development goals, those goals must be implanted by the provincial government, together with municipalities by establishing project together with communities as the main beneficiary.

1.7. LITERATURE REVIEW

The focus of the research is on the improvement of the North West provincial communication channels, their effectiveness and efficiency inadequately exchanging information with its constituency. The literature shows considerable research conducted on the multisector approach in other sectors, however, this is not the case when it comes to government communication but yet highlight the importance and significant community participation in rural development. The literature review involves the collection and synthesis of existing information relating to the research topic, with, the purpose being to find material related to the conceptual focus of the research problem (Du Plooy, 2001). The research sources from a broad spectrum including journals, conference papers, and government policies documents. Most of the literature identifies community participation as a prerequisite for rural development. The study identifies the below research as a starting point in the argument supporting public participation as a prerequisite for effective rural development

The first is a Joint Oxfam HIV/AIDS programme (JOHAP, 2007) which identifies a multisector initiative that was implemented in Limpopo Province (Phelang Community Centre), through an established Phalaborwa Foundation. The foundation was established by three of the large mining companies in the Phalaborwa area to address the needs of disadvantaged communities. The foundation, in collaboration with individual mining companies, indicates that assistance could provide to the Department of Health (DoH) in its community work, and the services could also be accessible to the mining community. The three companies through the partnership with the DoH emphasises a need for partnership between private and public sector all in pursuit of a common goal, development of rural communities. Human Immunodeficiency Virus (HIV) is not only a problem of the government; it is an epidemic that requires a partnership of all stakeholders. To realise their objectives, such initiative requires continuous sharing of information and coordination of activities among the concerned stakeholders.

The Phelang Community Centre has drawn lessons from which to demonstrate how multisectoral collaboration can work effectively and produce desired changes in how an organisation can respond to the scale of the HIV pandemic in the community. It coordinates the involvement of all sectors in addressing development problems, adopting a holistic approach, through continuous communication, that will establish and promote a common goal with clearly defined roles and continuously build a relationship.

A study commissioned by the Population Council (2007) utilised a multisector approach to, deals with issues of vulnerable young people. The study was conducted to enhance the economic, health and social responsibility of highly vulnerable youth. The Population Council collaborates with local partners and the Isihlangu Health and development agency and as part of the ABBA research programme consortium developed on the school-based life-skills program to respond to the unmet needs to young people in Kwazulu-Natal, South Africa, Siyakha Nentsha (IsiZulu for "building with young people). This study emphasises the importance of a Multi-sector approach in dealing with youth problems, it identified a causal connection between their development problems relating to economic, health and social issues. A multi-sector approach is successful in creating a positive condition for collaboration between development agency and local communities leading to youth development.

Another is a study by Hussien (2003), examined the role of Malawian Local Government in community development, analysed the context of community involvement on local governance. Major conclusions are that, firstly, the decentralisation process tends to feature the district, with little clarity on how community-based institutions are integrated into the local government system. Secondly, the political, socio-economic and administrative factors prevailing at a local level need to be addressed pragmatically for efficient and effective community participation in development. The Mafikeng Local Municipality and other Municipalities will be analysed and evaluated on the extent to which they have created a participative environment with its communities and the role they play in terms of governance.

The research emphasises coordination and sharing of information, as a multisector approach could facilitate and identify a sector that shares common goals and could synergise their

activities. This will also allow for an effective and efficient sharing of information between sectors- identify NGOs and CBOs that could act as participants in development projects, these organisation work closely with communities. The hallmark of development communication intervention is the explicit implicit desire to change the way people behave. The role of communication experts is to design and implement a communication message or system of information flows that would trigger reaction leading to the adoption of desirable behavioural patterns (Inagaki, 2007)

1.8. THEORETICAL PERSPECTIVES

The study is based on the following theoretical perspective:

Development communication: which fosters a transactional process between the development initiators and recipients of such programmes, it is a two-way communication which facilitates active, effective and efficient involvement on the part of the participants and which in turn accelerate development. Community participation should be a requirement for poverty alleviation and rural development, thus development communication principles should be applied to communication initiatives when dealing with communities. According to Steinberg and Angelopulo (2015) community and stakeholder involvement are crucial for the success of development programmes which relies on the principles of:

1. Recognition of shared interest;
2. Accountability in all actions;
3. Facilitated the decision-making process; and
4. True communication.

There are three paradigms to development communication, namely, Dominant paradigm (which emphasises a top-down approach), Alternative (which deals with a shift western dependency) and new paradigm (the emphasis is on two-way communication and community participation). The present study focuses on the latter paradigm as a theoretical base since it asserts that for development to be achieved there has to be active participation from communities concerned.

1.9. RESEARCH METHODOLOGY

The study evaluates and analyses the communication channels adopted by the North West Provincial Government in pursuit of rural development and promoting community engagement and participation. The researcher employs a qualitative method to gather data from departments and agencies concerning development initiative with the province. The qualitative method was chosen as it enabled the researcher to gain relevant information for assessing the communication environment. Creswell (2009) states that qualitative research approach is a means for exploring and understanding the meaning individuals' groups ascribe to a human problem. In general, terms, what distinguishes qualitative research methods from other methods is that its collective data are mostly expressed using words. Research is often defined as a systematic inquiry into a subject. The word in this definition, systematic point to the need to examine topics methodologically, look at how each variable interact with one another (Rubin, Rubin, Haridakis & Pielei, 2010).

The research is also based on grounded theory, as Silverman (2011) state that it is a method of qualitative inquiry in which research develop inductive theoretical analyses from their collected data and subsequently gather further data to check these analyses. The credibility of grounded theory starts from bottom-up, the quality and sufficiency of the data for accomplishing the research goals matter- what stands as solid and sufficient data is currently contested throughout the qualitative inquiry and also may be questioned in quantitative research (Silverman. 2011)

Communication is studied as a system, is made up of interdependent components, each component has a function to perform with the whole system- that requires an examination of components in play during the communication process. Rubin *et al* (2010). Government communications' channels will be analysed based on their effectiveness and efficiency in dissemination of information and the extent of inter-agency coordination and collaboration. Channels used for community engagement will also be evaluated and analysed on whether they could be effective and efficient in improving cooperative governance. Structurally there has to be a link between communication and development.

These structures have links between the provincial government, government agencies, external development agencies and communities. The basis of the research about the transference of information and knowledge, links between government and communities that are being provided with services. The essences are to establish the quality of information dissemination to the public, the effectiveness of the communication channel and platform and also their effectiveness and efficiency. According to Tracy (2013) qualitative research purposefully examine and make note of small cues to decide how to behave, as well as to make sense of the context and build larger knowledge claims about the culture. While Bryman & Bell (2018) states that qualitative research predominantly emphasis on inductive approach to the relationship between theory and research, in which the emphasis is placed on generating rather than providing and view social reality as both constantly shifting and emergent, as interpreted by individuals.

1.10 Research Design

The research was exploratory in nature, according to Babbie (2014), exploratory studies are appropriate for more persistent phenomena like issues relating to government communication and rural development. Exploratory studies are most typically done for three purposes;

1. To satisfy the researcher's curiosity and desires for better understanding;
2. To test the feasibility of understating a mere extensively study; and
3. To develop the methods to be employed in any subsequent study (Babbie, 2014).

Government communication has been seen as an integral part for the improvement of social delivery by exploring the communication system, the research was interested in understanding the role of communication and also the implementation of a multisector approach to rural development. The study understanding to provide how a multisector approach could improve in a collaborative and coordination of rural development initiative with the province, the literature dealt extensively with the possibility to improve efficiency and effectiveness of the system, by also introducing ICTs usage into the system. The research made recommendation towards the implementation of ward-based platforms for collaboration and coordination and also the multisector communication model.

The research was based on elements of development communication research, which focus on the responsive nature of development initiatives. Development Communication research concentrates on the application of research techniques and methods to investigate communication issues and problems that implicate communities or public outside of an institutional context, including organisation social performance in external communication (Du Plooy, 2001). Social performances of the provincial government departments were evaluated on their communication value-driven initiative to rural development, which also includes the collaborative and coordination efforts between government, agencies and rural communities.

1.10.1 Suitability of the design

According to Bryman et al (2018), there are five distinctive preoccupations by the qualitative researcher,

1. They view events and the social world through the eyes of the people being studied by probing beneath surface appearance;
2. Providing a detailed description of what is going on, and emphasising the need to understand and explain social behaviour in the specific environmental context;
3. Describing how process, events and patterns develop, unfold, interconnect, change and are in flux over time;
4. Retaining a loose structure and flexible approach, involving limited use of the predetermined analytical framework, so that the researcher is submerged in a social setting and genuinely reveals the world of the people being studied; and
5. Formulating concepts and theories inductively from the data that are collected

An analysis of the provincial departments integrate development plans will be analysis on how they provide guidelines on how communication should be conducted to achieve development goals and objectives. This explores the nature of the relationship between, communities, the provincial government and private sector, also the extent and nature of communication. According to Leedy & Ormrod (2015), the grounded theory focuses on the process related to a particular topic- including people's actions and interaction – with the ultimate goal of developing a theory about the process. This is precisely what the objective of the study is,

analyse the process of government communication, their interaction and the relationship they have with community members, thus proposing an approach that could improve the efficiency and effectiveness of government communication.

According to Bryman et al (2018), one of the main reasons is that they typically emphasise that we should understand the behaviour of members of a social group in terms of their specific environment. On the hand, Tracy (2013) states that qualitative research purposefully examines and make note of small cues to decide how to behave, as well as to make sense of the context and build larger knowledge claims about the culture. The research was based on understanding the communication requirement of the communities from different districts who have different needs and experiences and how best they could be served by the introduction of a multisector approach.

1.10.2 Mode of reasoning

The two types of reasoning, deductive and inductive, according to Panke (2018) inductive research resembles a bottom-up approach, while deductive research resembles a top-down approach, meaning that inductive research starts answering the research question by beginning with empirical or conducting an exploratory. The study in itself is based on inductive reasoning based on the identified problem statements, these were identified and act as the basis for undertaking the study concerning the effectiveness and efficiency of government communication. As Panke (2018) further clarifies that an inductive project develops a scientific answer to a research question based on empirical analysis of explicated, initial assumptions (exploratory study) – existing theories can be refined – or new thesis/hypothesis can be formulated.

According to Leedy et al (2015) states that inductive reasoning starts not with a pre-established truth or assumptions but instead with an observation, people use specific instances or occurrence to conclude entire classes of objects and events. The research furthered the following statements as observation concerning communication within the province;

1. The North West province, particularly the 5th administration failed in communicating efficiently and effectively with their constituencies;
2. Lack of coordination and collaboration between the provincial departments and rural communities;
3. Lack of understanding of communication policies and conducive communication environment; and
4. Lastly, the 5th administration failed adequately to implement their development programmes (saamtrek & saamwerk and Setsokotsane) and inclusive (coordination and collaboration) with rural communities.

1.10.3 Time dimension

According to Babbie (2014), exploratory studies are cross-sectional in nature, as they involve observations of a sample or cross-section, of a population or phenomenon that are made at one point in time. The research was conducted over a period of 2 months, requiring the researcher to visit all four districts to conduct interviews and provide community members with questionnaires. Bryman et al (2014) state that data on the variables are collected more or less simultaneously, as it has already been alluded to, the data of the research was collected within the space of 2 months, the research interviewing districts official also the rural community members of those districts.

1.10.4 Reliability, validity, replicability and credibility

According to Du Plooy (2001) measurement of reliability means that the measure must be stable and consistently produce the same measurement (or answers) over some time. The issue is to be consistent with the study over a reasonable time. For reliability to be consistent it is possible to provide multiple sources of data collection, this refers to notes, and audiotaped interviews which will ensure consistency and accuracy in interpretation.

According to Babbie (2014) reliability is a matter of whether a particular technique, applied repeatedly to the same object, yields the same results each time. The questions asked were the same across the district and importantly yielded the same results across all 4 districts relating

to government communication and community engagement, in the sense that they indicated that there is a problem in that regard. As Curtis & Curtis (2011) point out, that reliability measures the extent at which that analysis of the data yields reliable results that can be repeated or reproduced at a different time or by different researchers.

According to Du Plooy (2001) measurement of validity deals with the degree to which the measurement we use to measure what we intend or claim to have measured. This looks at whether the conclusion drawn provides an accurate description of what is happening. This study involves the effectiveness and efficiency of the North West provincial channels of communication; by analysing the channels, integrated development plan, interview all relevant stakeholders within the communication environment in the province. According to Curtis et al (2011), validity measures the extent to which the research is accurate and the extent to which truth-claims can be made, based on the research – that it measures what is intended. Based on this the intended outcomes of the research and to measure what extent to which government communication is efficient, as data could prove, the provincial government is failing in its endeavours of eradicating poverty and improving on rural development.

According to Babbie (2014) validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under construction, a measure of the social class should measure social class, not political orientation. On a more relevant aspect of validity, is the issue of content validity, as Babbie (2014) points out, content validity refers to how much a measure covers the range of meaning included within a concept, the research looks at rural development and eradication of poverty, through service delivery, effective and efficient government communication system.

According to Bryman (2014) states that replicability is where researchers choose to replicate or produces the findings of others, to establish whether or not the original results are applicable and valid in a different context. The present study's findings can be replicated in finding issues of government communication from other provinces as it covers related matters of rural development, an issue covered by the NDP vision 2030. It could also be an issue of transferability, which Stacy (2013) believes is as when the reader intuition believe that the research findings correspond to something significant in their world- transform the findings to another context situation.

Another concept which research is measured on is the issue of credibility, which Tracy (2013) says refers to dependability, trustworthiness, and expressing a reality that is plausible or seems true- good ethnography provide and credibility account of a cultural, social, individual, or communal sense of the real. The real disposition is the reality of rural development that wished to be addressed by the programme by the 5th administration, through their saamtrek and saamwerk programmes, which data showed through cross-reference data from the government employees, municipal communication directors and community members, through interviews and questionnaires that they were filling in addressing rural development

1.11 POPULATION OF THE STUDY

According to Du Plooy (2001) sampling involves following a rigorous procedure when selecting units of analysis from a larger population. The term population not only refers to people, but can also be defined as any group or aggregate of individuals, groups, organisations, social artefacts/objects, or social interaction and events. Since the study investigates government communication, the relevant population will be government official or communicators. In choosing units of analysis the researcher needed to identify the population that could best provide credible and reliable information regarding the government information and rural development issues, those who could be relevant in the process of communications and the implementation of the development programmes. For the purpose of the study the premier's office communication directorate was selected as it is responsible for the formulation and guiding of communication policies, including the 5th administration's rural development programmes (including the saamwerk saamstrek & setsokotsane). The other section of the population are the director of communication of different provincial department, responsible for articulating the policies and implementing within the department and its stakeholder, which includes communities they serve based on the objectives of those department. The other population selected are the communication directors of district and local municipalities based on their knowledge of the communication environment and their knowledge of the

communities they serve, they are also responsible for the implementation of the development programmes and communication policies and the rural communities they serve.

1.11.1 Sampling

Further Bryman (2013) stated that the sample is the segment or subset of the population that is selected for investigation, and that method of selection may be based on probability or non-probability approach. Selection of the sample was based on the knowledge of the sample concerning government communication system, development programmes, from district level to municipalities. All the district municipalities were selected as part of the population who will be interviewed and questionnaires provided for. There are two sample methods that the researcher had a choice between, that is probability sampling, which Bryman (2014) describes as a sample that has been selected using random selection so that each unit in the population has a known chance of being selected, and non-probability sample, that has not been selected using a random selection method, implying that some units in the population are more likely to be selected than others. In the case of the research, non-probability sampling was selected as it best suited the research design, as Leedy et al (2015), grounded theory researchers tend to engage in theoretical sampling, choosing data sources that are most likely to help them develop a theory of the process in question, in the regard, the adoption of the multisector approach to government communication and rural development.

Non-Probability sampling that was chosen to select the population is called purposeful and judgemental, as Leedy et al (2015) proclaims, there is a need to be intentionally non-random in the selection of data source, the sample needs to be selective or purposive, as the selection is based on those individuals or objects that will yield the most information about the topic under investigation, that being analyses of government communication system. The population selected was chosen based on their perceived knowledge of the on that topic at hand and the role they played in the implementation of the development programme during the 5th administration.

Directors (Head of Communication) of different directorates, who are responsible for providing direction for the coordination and collaboration between the district and local municipalities, in also assist in the implementation of the 5th administration's developmental programmes. Convenient sampling was employed by utilising a questionnaire with community members. This was based on the availability of the respondents from time to time, students, community members were important because of their opinion valuable as they are part of the community being serviced. The selected community members were also selected during the visits to the district and local municipalities, they represented an opportunity to provide information that is relevant towards the implementation of the development programmes, collaboration and coordination between the municipalities and the respective communities.

1.12. DATA COLLECTION AND ANALYSIS

1.12.1 Semi-structured interviews and questionnaires

Qualitative studies use methods of gaining access to research subjects; these are qualitative methods of data collection (questionnaires and semi-structured interviews) (Mouton, 2001). Interviews were adopted as methods of data collection for the study, questions were open-ended, as stated above to provide in-depth information about the role in government communication. Steinberg (2001) states that open-ended questions allow for unrestricted answers and are particularly useful as it encourages respondents to express their attitude and opinions in their own words. On the hand, Swift (2006) states that the semi-structured interview is a method of data collection, information or opinion gathering that specifically involves the asking of series of questions and which enables the interviewer to follow up and probe responses, motives and feelings. This provided the researcher leeway to adjust question-based on the uniqueness of different departments or respondents but also ensuring that the same questions are asked to every interviewee. Interviews were conducted to ascertain the channels used for community engagement and involvement in matters relating to rural development, they will be recorded, transcribed and later analysed by coding the identified themes.

The focus of the study is to evaluate the North West provincial channels for communication that encourages community participation in development initiatives, particularly the

implementation of the 5th administration's development programmes and also the implementation of a multisector approach in improving such processes. Thus the aim is to address the presumed challenges faced by the government communication in their pursuit for rural development, with an objective and research questions aligned their effectiveness and efficiency of those channels and also relating to their coordination and collaborative effort.

To address this a qualitative data collection method was used such as in-depth recorded interviews with Directors of communication from government departments, including the office of the premier, regional director of the SALGA and unstructured interviews with members of the public. Community participation has been purported as a prerequisite for development, as Freire (1970) points out that Development Communication theory and principles should be applied to communication initiatives when communicating with various communities. A multiple of data collection techniques was used, analysis of the national development plan and integrated development plans for each department, semi-structures interviews with department directors (all was discussed extensively in Chapter 6). As the study is cross-sectional, the data was collected at one point in time, therefore the interviews were conducted over a period of 2 months.

The interview schedule was composed and semi-structured interview questions were posed that required respondents to answer question relating to their communication environment, channels (internal and external), failure and success, communication programmes and campaigns. All the interviews were recorded and transcribed to gather the opinion by community members as they could best ascertain those facts and are at the advantage point to judge the performance of government communication.

Central to the study's assumption is that the government has failed to facilitate communication, collaborative and coordinated effort between government agencies and rural communities. The National Development Plan vision 2030 provides a guideline or how the provincial government should implement development programmes to achieve development goals and objectives. This was being based on the nature of the provincial government in setting up development goals and how it set out to achieve those goals and objectives.

1.1.3 DELIMITATION OF THE STUDY

The study is located within the field of communication and media studies, it explores the sub-field of development communication and participatory communication, regarding the implementation of multisector approach to rural development in the North West province specifically. The study also has aspects of government communication as it addresses the efficiency and effective of North West Province and its district municipality in addressing issues of rural development. It also discusses the use of new media (ICTs) (see Chapter 3) in relation of government communication and the North West government development programmes for rural communication and civil society. The study addresses and is in line with issues relating to sustainable development goals and the National Development Plan (NDP) vision 2030, most importantly the study also focuses on the North West 5th Administration only.

1.14 ETHICAL CONSIDERATIONS

Approval was sought from the Director of Communication, from the premier's office concerning the study. The participants were informed that participation is voluntary participation and a guarantee that their identity and other information will be held in confidentiality. The study was strictly operated within the set guidelines to protect the identity of every identifiable respondent.

1.15 OUTLINE OF THE RESEARCH

Chapter 1 Provides a general orientation of the research, its objectives, aims and significance. The research questions are posed and the theoretical perspectives of the research are outlined, providing for a platform for the other chapters.

Chapter 2 Presents the theoretical underpinning of the study and literature review. First, the overarching theory, herein being Development Communication, is discussed in conjunction with other subthemes; Modernisation Paradigm, and Participatory Communication, all of which will be discussed in-depth. Secondly, the Multisector Approach is discussed to provide guidelines concerning its implementation within the North West Province communication system.

Theories that are highlighted for their similarities and significance in the study are the Systems Theory, which emphasises an interdependence relationship between various components of the communication process. The other theory is the Stakeholder Relations Theory, which emphasises that a relationship to be formulated between client and organisation and that that relationship be continuous, there has to be coordination and collaboration. Both these theories emphasise the continuous dissemination of information and sharing of knowledge.

The literature review which relates closely with the objectives of the research and aspects of development, multisector approach and participatory development approach will be discussed using past and present research as supporting data for the benefit of the significance of the study. These subjects/subthemes are dealt with in detail to allow the basis of analysis in subsequent chapters.

Chapter 3 deals with the importance of ITC in the development process and public policy. Much focus is placed on the importance of intergovernmental relations, private sector and their participation in the implementation of development programmes.

Chapter 4 presents the methodology of the study and measure that were adopted in gathering data, as well as units and methods of analysing data.

Chapter 5 presents the data collected from the government department, municipalities and communities

Chapter 6 Deals with general findings and discussion of the data, it will also provide perspectives, implications and provide with a recommendation. Summary of the report and outline the challenges faced by the government communication system and implementation of the programmes.

1.16. CONCLUSION

Once scholars started expanding the definition of communication, it became possible to see communication and communication media as an essential support to the development process; a means of teaching, of carrying development messages, or of channelling back reaction (Servaes & Lie, 2013). Communication is central to any encounter and the development processes. For, it is through communications that relationships can be created and maintained. Communication is neither static nor stagnant, every communication encounter affects subsequent encounter either negatively or positively. As such, a systematic study of communication can provide insights into deducing the process and each component symbolically affects each other

CHAPTER 2: LITERATURE REVIEW & THEORETICAL PERSPECTIVE

2.1. INTRODUCTION

In this Chapter, different literature is explored that provide emphasis for the importance of effective and efficient communication within the development communication paradigm and the importance of implementation of a multisector approach to rural development. The fundamental principles of Development Communication are outlined and highlighted to create the basis for analysis and to understand the role and relationship between Communication and Community Development. The principles of Development Communication are based on the responsive nature of development and community involvement, this creates a theoretical base to measure the quality of such engagement and involvement. Modernisation and Dependency paradigms, provides us with a historical paradigm outlook of the importance of communication and community development and the nature of such development, whether culturally or technologically, the extent to which such development processes add value to the lives of the community or the recipient of development initiatives.

Theories are used as tools in analysing, understanding and creating prediction herein relating to communication as being paramount to the development of rural communities. They are used to establishing and verify facts relating to the importance of communication or the relationship between communication and development. Communication is an exchange of information between participants, it shifts towards active participants in the development processes. Development to be responsive requires active participation and involvement of communities during development processes. Participatory development, multisector and Stakeholder relations approaches, are all people-centred and highlight the importance of community involvement and engagement.

It is stated in the National Development Plan (2011) "vision 2030", that South Africa has the potential and capability to eliminate and reduce inequality, thus it requires an approach that moves from a passive citizenry receiving services from the state to one that systematically involves the socially and economically excluded, where people are active champions of their

development. Development is about being inclusive and being responsive to the need of each community, treating each community differently as they have different needs and therefore have to play a participatory role in their development.

South Africa's history and development path would be different from that of other countries, this will require an approach that flexible and cater for such differences. Our political, cultural and economic landscape provides for such a difference, the apartheid legacy is responsible for such and will require a development policy that bears this in mind. According to Hyden and Braton (1993) policies are public policies which succeed in empowering people to exercise choice, especially regarding the quality of life that they would prefer to maintain. Rural and Community Development are used as an outcome of governmental interventions in society that succeeds in empowering people to consider feasible actions in their lives and to make informed choices, those choices that relate to what would be both efficient and effective in alleviating development problems.

The South African citizens should aspire for circumstances where communication is of value, and lead to a situation conducive for rural and sustainable development. People would start to know and understand their role better and be active participants in their development. Feather (2004) outlined that a particular piece of information may change from private to public or vice versa according to context. It is accepted that information has a value, and this is no more subtractions, it will follow that there can be circumstances in which this absence of information is disadvantageous. In such circumstances, a person or organisation (or even a country or its government) is advantaged because of what is not known but could be known. A communication system that affords the North West Provincial Government to share information is an essential feature for efficient and effective government communication.

2.2. LITERATURE REVIEW

The underlying argument of the research is based on the orientation that the North West Provincial Government is not communicating effectively and efficiently with rural communities, therefore, impacting negatively on rural development. Government

communication is also based on a reactionary nature in dealing with rural problems and satisfying development needs of communities. Under this section, the researcher examines works by key scholars such as Hussein (2003), Choundhury (2011), Kumar (2011) and Spencer (2003) on the importance of the use of communication and a multisector approach to development. This provides a platform for analysis and evaluation of the existing communication processes in the North West provincial government. Puri and Sahay (2007) point out that the key insight emanating from development studies research is to fully take into account people's needs, perception, and indigenous knowledge about the problem domain in the design of development models. Points of departure are to assess whether government communication processes allowing for a bottom-up approach catering for community inputs relating to development projects. Research considering herein for the study will provide insight on how each dealt efficiently and effectively when dealing with development programmes.

As Fourie (2009) points out, the purpose of the literature review is to lay a foundation for constructing a framework in which the researcher then conducts research to solve the problem. Ngambi (2011) states that the notion of participation (participatory governance and good governance) have emerged as the dominant paradigmatic frameworks within which development policies and practices are both discussed and assessed, similarity policy and academic discourse on the role of communication in development have also been framed increasingly within the participatory framework. A reciprocal relationship in any development programme is essential in creating a collaborative and coordination environment between development agencies and communities. Communication has been framed as a process which entails active participation for all concerned. Positive nature of such a process would lead to an effective and efficient establishment and implementation of development programmes.

Dagron (2009) in Ngambi (2011) states that the central logic within the participatory model of development communication holds that the role of communication in development should not be a vertical process of information transmission from the knowledgeable to the less knowledgeable but rather a horizontal process of information exchange and interaction. The focus on the development of rural communities should be based on the interaction between all relevant participants in any development programmes, those willing to introduce change and

those that are the recipient of that initiative. Communities must be afforded with the right to express themselves on the development they require in their communities.

Participatory approaches to development communication, therefore, have the potential to contribute to the process of giving a voice to the poor, helping them to express themselves and enabling them to speak up for themselves. The ideals of participatory development communication have manifested differently, but the overriding feature has included the emergence of new forms of Journalism and decentralised communication system, with media organs that are self-managed by local communities Ngambi (2011). Our democracy maps out certain right afforded to its citizens the right to receive and impart information, to be given a voice to express themselves.

Participatory communication stresses the basic right of all people to be heard, to speak for themselves and not be represented or rewarded by another party- this open approach to communication attempts to facilitate trust and is aimed at recruiting the participation of the native populations in third world countries in their development. The rationales exist for participation communication:

1. The native population possesses relevant information regarding their circumstances and are a unique resource without which a development project might fail; and
2. The native population has the fundamental human right to contribute to the formation of their advancement.

Inclusion of the native population will draw more support which will, in turn, facilitate the achievements of common goals (McPhail, 2009).

2.2.1 Multisectoral Approach

Development communication related to communicating developmental messages to people to improve their economic and social conditions. A multi-channel and sector strategy would ensure all-inclusive and a wider reach, that will, in turn, have an everlasting effect. According to Kumar (2011), the success of development communication depends on teamwork, a consultative, and collaborative as well as coordination between development agencies and

communication media agencies would facilitate the effectiveness of the development communication strategy. The development has an all-inclusive process involving stakeholder from all sectors involved in the development programme. Communication must be continuously disseminated and information shared equally by all stakeholders.

2.2.1.1. Importance of a multisector approach

The main strength of a multisector approach is that it creates a mechanism for information sharing and coordination, supporting the inclusion of all major stakeholders in society, regardless of their sector or work and their organisational affiliation. A Multisector approach is highly dependent on the capacity of those involved to effectively use existing networks and develop others, from national to community level, and to coordinate multiple strands of actions lack of sufficient persons with such would limit the effectiveness of the response (Spencer, 2003). An assessment of the existing communication network available for the sharing of information between stakeholders is essential. It could be emphasised that the network should also be considered for their efficiency and effectiveness in dissemination and exchange of information between stakeholders.

A Joint Oxfam HIV/AIDS programme (JOHAP, 2007) identifies a Multisector initiative that was implemented in Limpopo (Phelang Community Centre), through an established Phalaborwa Foundation. The foundation was established by three of the large mining companies in the Phalaborwa area to address the needs of disadvantaged communities. The foundation, and the individual mining companies, indicates that assistance could provide to the Department of Health (DoH) in its community work, and the services could also be accessible to the mining community. The three companies through the partnership with the DoH emphasises a need for partnership between private and public sector all in pursuit of a common goal, development of rural communities. Human Immunodeficiency Virus (HIV) is not only a government problem; it is an epidemic that requires a partnership of all stakeholders to eradicate the problem. Such an initiative requires continuous sharing of information and coordination of activities to realise their objectives.

The Centre has drawn lessons from which to demonstrate how multisectoral collaboration can work effectively and produce desired changes in how an organisation can respond to the scale of the HIV pandemic in the community centre. It coordinates the involvement of all sectors in addressing development problems, adopting a holistic approach, with continuous communication, that will establish and promote a common goal with clearly defined roles and continuously build a relationship.

The collaboration in Phalaborwa highlights a few of their success in improving the community's response to HIV and AIDS as follows:

1. Increase support for orphans and vulnerable children (OVC) and sick children as a result of community members and school staff working to ensure that illness in children is under control;
2. The Bana Pele project (children first) was established by Multi-sector collaboration to assist children in accessing documents and social grants;
3. Support for people living with HIV has improved as a result of the establishment of support groups in all villages and many forms – group members meet once a month at PCC and support other members to live healthily;
4. The centre distributes male and female condoms through various channels within the community;
5. People living with HIV receive vitamins from the centre and food gardens have also been established to provide people with nutritious food – many more people are disclosing their status of taking ARVs.

From this it could have concluded that the utilisation of the multisector approach was a success and relevant approach in development and health issues;

1. A multisector approach proves to be the best approach if we are to overcome development issues and health problems;
2. It provides opportunities for business to use its resources and leadership, to provide necessary support and expertise in eradicating issues;
3. Provide opportunities for NGO for skills development, for them to be informed and skills brokers' opportunity to partner with local government.

It provides a guideline where a sector has common development goals to coordinate their activities for common pursuit and promise of solving developing problems and eradication of poverty. The above findings bear testimony to the importance of a Multisector approach as relevant to efficient and effective in dealing with development problems.

In terms of the National Environment Management Act: Waste Act, No: 59 of 2008, Mafikeng Municipality must develop and implement an Integrated Waste Management Plan (IWMP), which outlines the management of waste generated within its area of jurisdiction. According to the Government Gazette (2011) identifies are present initiatives which purport to be implementing a multisectoral approach, relates to the Extended Public Works Programme (EPWP) 2003, Integrated Waste Management Plan (IWMP) 2008, Independent Development Trust (IDT) 1990, Domestic Waste Collection Pilot (DWCP) 2009, with Department of Environment affairs. The initiative is aimed at strengthening the development programmes together and creating jobs. These programmes all focus on the environment and waste management, the collaboration and coordination of activities of the programmes will eliminate duplication. This will also lead to the sharing of resources and communication platforms for an efficient and effective development programme management and implementation. Thus a multisector approach is a favourable approach for such programmes and it highlights the importance of having such a relationship in development programmes.

A study commissioned by the Population Council (2007) utilised a multisector, deals with issues of vulnerable young people. The study was conducted on enhancing the economic, health and social responsibility of highly vulnerable youth. The population council collaborates with local partners and the Isihlangu Health and development agency and as part of the ABBA research programme consortium developed on the school-based life-skills program to respond to the unmet needs of young people in KwaZulu-Natal, South Africa, Siyakha Nentsha (IsiZulu for "building with young people). This study emphasises the importance of a Multi-sector approach in dealing with youth problems, it identifies a causal connection between their development problems relating to economic, health and social issues. A multisector approach is successful in creating a positive condition for collaboration between development agency and local communities leading to youth development.

One of the few studies to employ such a multisector approach, the Siyakha Nentsha (2007) projects successfully demonstrated that life orientation programmes, with a focus on actionable skills, have the potential to:

1. Minimize behaviours that increase adolescent's risks of acquiring HIV;
2. Increase financial skills including the ability to access social benefits, interest with financial services, and save money; and
3. Improve cognitive abilities.

Siyakha Nentsha (2007) has received National, Regional, and international attention as a demonstration project, and its design and approach has been disseminated both in South Africa and throughout Sub-Saharan Africa. The Population Council is currently in conversation with the Kwazulu-Natal Department of Education, the South African Department of Social Development on how the project can be scaled throughout South Africa. The study will provide a lesson on how to effectively utilise a multisectoral approach and how collaboration between sectors within the community can create a sustainable development project.

A longitudinal study by Spencer (2003) looks at the commonwealth countries and how they should use the multisector approach about the HIV/AIDS epidemic. The study seeks to strengthen and reinforce the fight against the epidemic, by calling different sectors to work together, by implementing new policies to HIV/AIDS which attempt to reduce the infection and provide more educational programmes about the virus. The research which focuses on the guidelines for implementing a multisectoral approach to HIV/AIDS in Commonwealth Countries is based on the background of the United Nations General Assembly Special Session on HIV/AIDS of June 2001, which identified HIV/AIDS as a major threat to human development and advocated a multisector approach to its control. HIV is affecting all sectors in society and requires a collaborative effort from all concerned, it is a social problem and it a problem that hampers rural development. Communication is ideally used as a strategy in the fight again HIV/AIDS, collaboration is required between government, private sectors and community-based organisations (NGOs, NPO).

At their meeting in Coolum, Austria in March 2002, Commonwealth Health of Government acknowledge the threat HIV/AIDS poses to hard-won social and economic progress in much of Africa and elsewhere and reaffirmed their pledge to give priority to the elimination of poverty in all development negotiation. They use the public and private sectors as well as an international organisation to join as a renewed effort to tackle the challenges this HIV/AIDS pandemic presents to countries, their people and to humanity itself. The secretariat's work on HIV/AIDS within the commonwealth has shifted from a health to a development approach, engaging with all sectors of government, international agencies, commonwealth association, NGOs and the private sector in collaborative partnership (Spencer, 2003).

The need to implement a multisectoral, Multifaceted approach to HIV/AIDS is urgent. Commonwealth and other national leaders and other stakeholders recognise their pressing need and are calling for the multisector programme through participatory between government ministries and department or between government and civil society. The signing of the Declaration of Commitment by the government at the United Nations General Assembly Special Session on HIV/AIDS in June 2001 commit national leaders – to ensure the development and implementation of multisectoral national strategies and financial plans for combating HIV/AIDS (Spencer. 2003). This further highlight a participatory effort between government departments, interdepartmental participation. Department such as the Department of Health, Social Services and Education can all collaborate on issues relating to HIV/AIDS and share resources to be efficient and effective.

According to Spencer (2003) guidelines are intended to assist those responsible for developing implementation and evaluation strategies for combined the HIV/AIDS pandemic through a coordinated, multisector approach, either at the National or decentralised level. The steps are not new and complimented work conducted by the Commonwealth secretariat, UNAIDS, World Health Organisation (WHO) and other agencies. Decentralisation provides for flexibility, give each community lie way in implementing multisector guidelines to suit their need and environment, identity relevant stakeholder that is not imposed upon from the centre and that will be relevant based on the provision of resources. As it has been previously noted that effective participatory development starts with an active recipient of the development programme

According to Jameson (2006), the successful multisector approach must be relevant to a particular situation, it is not possible to prepare guidelines that can be followed step by step in

every situation or every country. The guidelines, therefore, introduce the main components of a multisector approach, remain flexible enough to be adaptable for planning at the national level and also are practical assistance to planners at districts or community level. As many of the actual and potential parties in the multisector response should be involved in the planning process, for example, different government sectors, community organisation and NGOs, including the association of PLWHA (People Living with HIV and Aids), academic and research institutions, the private sector, and international donors. This will ensure ownership both of the process and the output. Involvement of key stakeholders in formulating the strategic plan is an important step towards mobilising the financial and human resources of the different partners towards implementations (Jameson, 2006). In every project it is always best to practise to identify the role of different stakeholders and what resources are they providing, this assists in reducing duplication and abdication of duties. Participation of different stakeholder in development programme will reduce problems during the project and also will in anticipating stumbling blocks.

Target communities must participate at relevant stages of the planning process. They will need to play a decisive role fighting HIV/AIDS because of their capacity for social mobilisation, their awareness of the local cultural and social context, and their daily influence on the lives of their members. Below are key guidelines identified by Jameson (2006):

1. Effective Leadership

- a. It is critical for policy development' strategic planning' resources mobilisation 'programme implementation; coordination, monitoring and evaluation.
- b. The government must take a leadership role at the national level and also create the enabling environment for leadership to emerge at all other levels.

2. A willingness by current actors

- a. Ministries to Health, for example, need to relinquish control of areas for which they have traditionally held responsibility and to share such responsibility with other sectors and with communities.
- b. Each sector must consider how it is affected by and affects the HIV/AIDS epidemic and develop sectoral plans of actions that accord with national strategic plans.
 - i. New ways of working within and among the sectors and with existing and new partners.

3. Capacity building and resources mobilisation

- a. To enable all sectors, at all levels to contribute fully, and to support effective coordination.
- b. Management capacity is especially important with the public sector.
- c. Effective partnership and coordination require a mechanism to promote good communication.

The national Government has identified the NDP (National Development Plan), detailing projected development goals and objectives, all that is required is for provincial departments and municipalities to develop IDP (Integrated Development Plans) to carry out and implement programmes. This requires a mechanism put in place to develop channels for communication between all stakeholders within communities.

2.2.1.2 The role of development communication in a multisector approach

Development communication has been defined as either a type of marketing and public opinion research used to develop effective communication or the use of communication to promote social development (Mayonzo, 2006). On the bases of the latte, a definition of Development Communication refers to;

A. the practice of systematically applying the

- 1) Processes,
- 2) Strategies and
- 3) Principles of communication to bring about positive social change by supporting sustainable change in development operations.

B. it aims to do this by;

1. Engaging key stakeholders;
2. Establishing conducive environments;
3. Assessing risks and opportunities;
4. Disseminating information, and
5. Inducing positive behavioural and social change;

According to McPhail (2009) Development Communication is a process of interventions systematically or strategically with withering media (print, radio, telephony, video and the internet) or education) training, literacy, schooling) for positive social change. Barker (2004) in Swanepoel and De Beer (2006) describes Development Communication as a process by which people become leading actors in their development, which allow people to go from being beneficiary of external development intervention to generators of their development. Development Communication incorporates;

1. The need for an exchange of information to contribute to the resolution of a development problem; and
2. Improvement of the quality of life of a specific target group.

Implementation needs analysis and the evaluation mechanism within the communication process (Swanepoel et al 2006).

When we study communication we look at what is the relationship between the components of the communication processes, how each affects the other also depends on the context. Anything that refers to a system implies interdependent part that functions together to the benefit of the whole- a harmonious system is one which its parts coordinates and creates synergy. Communication is defined as a "dynamic process" of exchanging messages (Steinberg, 2016). A process is ongoing and it is because of the influence feedback has on the communication process. Any process starts with communicators and ends with the recipients of the messages and its successes depend also entirely with the ongoing interaction between the participants in the process.

Communication as strategic and consequential, goals and effects and the social level, we refer to communication as, both strategic and consequential- when we refer to communication as strategic, we construct messages with particular motivations or goals in mind (Baldwin. 2004). Communication as strategy points towards identifying how information, is shared, by whom and when also what would be the content of such information. Communication is purposeful, we communicate to achieve certain objectives and to elicit a particular response, it is successful if it has produced the desired result or effects. According to Dillard (1990) in Baldwin (2004) when we have a goal in mind for a particular context and a particular person or audience,

scholars suggest that the collection of appropriate action we have at our disposal, or our communication skills, enable us to convert a mental plan into an action sequence. However, our communication is not strategic in the sense of being goal-directed, but it is nevertheless consequential in that it has an anticipated or at least unintended effects – these consequences can be perceptual, behavioural, or relational. Perceptual consequences include all of the assumptions we make about people's competence, attitude, disposition, education, social class, and of course their assumption about us (Dillard. 1990).

Development Communication brings about a planned growth intended to promote human development, reducing, if not eradicating poverty, unemployment and other social inequalities. It is engaged not only in mere reporting of facts or opinions but also in teaching the people and leading them to action. It imparts and shares ideas to nurture and cultivate the proper attitudes, skills and values that are needed to develop. In short, Development Communication is a science that assists developmental goals (Lagerway, 2009). To compose an effective message, you need to apply certain specific communication principles. They tie closely with the basic concepts of the communication process and are important for both written and oral communications called the “Seven Cs” Courtesy Conciseness Consideration Completeness, Clarity, Concreteness and Correctness.

The Seven C is important in any development process and they will be utilized when dealing with stakeholder (ranging from government, private sector and civil society, NGOs) when the development initiative is located bearing in mind that these stakeholders are an integral part of the success and sustainability of the project. Development communication is about the partnership with communities, using communication to foster and sustain the ongoing mutual relationship between communication and agencies central to their development programmes. A multisectoral approach also implies a partnership between stakeholders and a coordinated effort between agencies that have similar objective and goals.

The conducive environment can only be attained where there is a dialogue between stakeholders- dialogue as one of the five key concepts for participatory communication by Paulo Freire (McPhail, 2009) consists of the back and forth communication between those within development organization and those they serve. They can also assist in assessing risks,

most often than not risks occur where there are misinformation and misunderstanding. That is also the case where there is a lack of clarity and concreteness. Effectiveness of a message occurs where the message was received and interpreted as it was intended, in another way there was congruency. The transactional definition of communication is about the negotiation of meaning, which entail that people must arrive at the same meaning and understanding. Continuous dialogue is key to sustainable development and economic growth of rural areas, it also entails participation development communication and an active citizenry.

Communities know what they need and ways that could satisfy those needs. In any corporative opportunity that arises, that could assist in the development process and achieve sustainability. The principles can also assist in inducing positive, behavioural and social change, two of the five concepts by Paulo Freire (McPhail, 2009) are transparency and critical consciousness. Transparency refers to the enlightenment or education of the community in a way that promotes active consciousness and critical thinking concerning their situation and/or why certain change implementation is taking place. Critical consciousness is also active and political involvement of the beneficiary. According to Freire, the incorporation of the above in the design of the development project would lead to a more democratic form of communication. For any real development to happen there must be an inner change of people willing to participate and be involved in matters that affect their very lives. People cannot be manipulated or coerced to develop themselves. The impetus and desire for development must come from within themselves. Education is the key, communication tool (Lagerway, 2009).

Lagerway (2009) further stated that the purpose of communication, as a tool, is getting people's involvement through education. Both formal and non-formal education involves the processes of communication. This systematic process occurs over a certain period in which the people are informed, instructed and inspired to participate and be involved. Development Communication brings about a planned growth intended to promote human development, reducing, if not eradicating poverty, unemployment and other social inequalities. It is engaged not only in mere reporting of facts or opinions but also in teaching the people and leading them to action. It imparts and shares ideas to nurture and cultivate the proper attitudes, skills and values that are needed to develop. In short, Development Communication is a science that assists developmental goals (Lagerway, 2009).

First and foremost, we must bear in mind that development is about a continuous process of improving people's living conditions, it has about a state of mind and physical reality. Development should be durable, which implies that it must empower people to improve their conditions themselves over a long period, in a relatively independent way. Ngambi (2011) believe by extending journalistic convention in the way in which it frames stories of the poor, the disenfranchised, being significantly audience-oriented, development journalism, in line with the logic of participatory development communication, adopts a bottom-up communication mode and works on the principle of journalistic engagement with the audience to start a dialogue.

Communication involves active participants in any process when members exchange information and ideas. The logic behind participation involves the attempt at creating an active citizenry as agents of the development processes. Development communication as it relates to participatory communication for social change regard people as the core of the development and citizens being able to identify the problems and to come up with solutions that are responsive to their needs, it should also be noted that one of the principles of development communication is being responsive. Ngambi (2011) notes that there is a swing of the pendulum: from looking at the local people mere beneficiaries of development and recipients of development information to looking at them as active agents in development and producers and disseminators of information for development.

Choundhury (2011) investigating the role of media concerning Development Communication, asserts that Development Communication can be said to have two primary roles i.e. (a) Transforming role, as it seeks social changes for a higher quality of life, (b) Socializing role, by seeking to maintain some of the established values of the society. The role can be discussed as follows;

1. Development Communication is used for transforming role by bringing in social change in a way that will bring a higher quality of life. Here communication acts as an instrument to achieve these objectives.
2. Development Communication also tries to maintain the established values of society by playing a socializing role. In playing these roles, development communication seeks

to create an atmosphere for change as well as providing innovation through which society may change.

Communication brings forth an element of being instrumental to social change and creating a condition for social change and good governance. Governance involves openly conducting an organisation's business, being transparent and sharing critical information with the stakeholders. It became an ideal principle that could create an effective participatory relationship between communities and organisations, a conducive environment for the development of rural areas.

Good governance has 8 major characteristics (only four will focus point of the present study). It is *participatory, consensus-oriented, accountable, transparent, responsive, effective and efficient*, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Participation; it is important to point out that representative democracy (such as our “South Africa”) does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. It could also be noted that in this regard, for effective participation to be realised, communities should be engaged and part of the decision making process. It is their livelihood at stake and key proponents to the development process.

Consensus oriented; requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-time perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community. Every community member must be consulted regarding the programme being initiated for development purposes. There has to be a consensus among community members on what development requirements are and they should be implemented.

Responsiveness; requires that institutions and process try to serve all stakeholders within a reasonable timeframe.

Effectiveness and efficiency; processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment (www.unescap.org).

An article by Fadia Salie, in Fin24 entitled "Guptas saga shows corporate governance working in SA" quote Prof Matthews Lester, a Rhodes University Professor, stating that the positive spin from the saga, is that corporate governance in South Africa is working and it is part to a greater future. Lester said that the remedy available to the directors of Oakbay to restore its reputation is to address the seat of the problem, the connection with the Gupta family- this follows a statement by Oakbay, which said "livelihood of nearly 1000 employees would be immediate risk as a result of outgoing directors' association with the company" it could be in the interest of the company, its shareholders and employees for them to step down.

Lester explained that according to King III "boards and directors", acting in the best interest of the institution, from the focal point of corporate governance with responsibility extending to stakeholders "companies should be headed by a board that should direct, govern and be in effective control of the company- Lester further identified Chapter 8 of King III that establishes the principle that the board should appreciate that stakeholder's perception affect the company's reputation. According to Lester government organisation could also be bound by the King code with the release of the King IV, it going to suggest that government organisation on also bound by the king code. That would mean that the government would also have to consider the reputational risk of those they deal with.

2.2.1.3. The role of communication in a multisector approach

Since communication involves disseminating of information and sharing of ideas- it could be to an individual (interpersonal) and or to a larger audience (mass communication). Steinberg (2011) views mass communication as a transformation of information, ideas, attitude to a sizeable audience through mass media designed for a specific purpose. The medium here refers to the Media (radio, TV, Magazine and internet). Choundhury (2011) asserts that Mass Media

and technology should be extensively and tactfully used for development purpose. It should be kept in mind it's a tool in the hands of the government for positive development purpose when the media is used for development purpose, development communicators have to keep in mind that the user should extensively, and for this purpose, the mass media structure should be planned and efforts should be made to reach out to maximum number of people every time. No one can argue about the reach of Mass Media, for instance, radio – a tool widely used by people in rural areas to access information and it is also efficient. It can also be used as a feedback mechanism as it easier for communities to voice their opinions.

Channel should be developed or created to disseminate information to the citizenry continuously sharing of information and these channels could afford government with an opportunity to gather valuable information from the communities. Information is the catalyst that first creates awareness, and then facilitates decision-making and implementation, as more information is acquired, more become necessary to implement the decision based on the analysis of newly acquired information. The process is cyclical as well as progressive- it is a model which combines all the essential features of awareness of the need for information and access to appropriate sources and system (Feather, 2004). Communication becomes a process where sharing of information is essential to the effectiveness of development initiatives. Essential elements in exchange for mutual information and sharing resources, especially when adopts a multisector approach to rural development, which stress for a collaborative and coordination between project leaders and communities.

Servaes (1995) states that communication media, in the context of development are generally used to support development initiatives by disseminating messages that encounter the public to support development-oriented projects. Although development strategies in developing countries diverge widely, the usual pattern for broadcasting and the press has been predominantly the same: informing the population about projects, illustrating the advantages of these projects, and recommending that they are supported. Information should be shared for initiation with the communities from the initiation stage so that the importance of the project, communities will only support what they actively participated in building. According to Lui, Horsley & Yang. (2012) notes communication strategies intending to improve public

engagement increase the level of accountability and transparency of government activities, which ultimately raise the level of public trust. The public's distrust of government starts with concerns that the government is hiding or misrepresenting information or when the government appears to ignore public feedback.

Choundhury (2011) further argues that in developing and underdeveloped countries strive to bring in developmental change through its message through interpretation, analysis and discussion, the mass media point out the drawbacks of the society and core areas of development. The message should be such that it should create an urge for change and development among ordinary people. Here, the media should function as a decision-maker and teacher. Radio, television, newspaper are identified as media that could be used for development and used as points of reference in the study. Even though there has been significant presence and utilization of the media, it seems to have had limited access to efficiency and effectiveness contribution to development in South Africa. Community radio and newspapers should be utilised to create space and as channels in communicating with communities and also used as feedback and platform to discuss community problems.

What Choundhury (2011) is alluding to could be the fact that people are not provided with proper information and they are not playing a major role in their development. There is a tendency in South Africa, for development initiatives and communication to take a top-down approach. If people do not feel that they are being engaged and own the project, it will not be easy for them to feel they can become actively involved and play a meaningful role. Choundhury (2011) further argues that even after the omnipresence of media in India, there is a vast difference between the rich and the poor. This is also the status quo in South Africa- where the majority still do not have control over the mechanisms of media production and distribution.

The availability of mass media, media institutions in a country itself is no guarantee that media will be used by the people:

1. Mass media are usually not available where they are needed the most for development purposes.

2. Whatever media are available and are received usually do not carry the kind of information that might aid development.
3. The mass media context may not be relevant enough in a given situation to aid development; and
4. Even if functionally relevant information is available, the infrastructure and input may not be available (Kumar, 2011).

The main obstructive in the path to development is that information is not available to everybody and that the development brought about by development communication should be equally shared by all section of the society. The opening up of different Mass Media is necessary so that common people have easy access to them. Availability of information will open up new avenues of development (Choundhury, 2011). Availability does not necessarily provide for proper utilisation of media outlets, there has to understand that the media are a strategic tool in any development to generate an exchange of ideas. The role of the media is for disseminating knowledge to communities and is a strategic tool in a development process.

Kumar (2011) states that it was identified that, taking a human and localized approach would suggest that communication efforts should be tailored to the needs, psychological disposition of people and the development thresholds of people. Development gaps suggest that people in different developmental thresholds need different ways of handling development communication - otherwise patterns of communication may develop which could lead the 'have-nots' away from the mainstream of development. The media used for channels of communication between communities and development agents should take into consideration the communities concerned regarding their communication environment, will the technology be efficient and effective to achieve their objectives.

Access to communication channels governs people's participation in development messages for people. This suggests the necessity of Mass Media and Interpersonal channels of communication being accessible for social and political change to happen. Accessibility is determined by three sub-factors:

- 1) Technical,

Relates to the utilisation of technology use during the development process (ICTs, Radio, newspapers), they could be predetermined based on assessing the needs of the community and their communication environment.

2) Theoretical, and

3) The potential reach of the media in the distribution of media among people, and evidence of the interpersonal infrastructure (Kumar, 2011).

Communication itself is studied on the bases of two viewpoints - the technical viewpoint which examines the technology used in the distribution of information, it seeks to look improvements relating to the speed, accuracy and volume and the meaning centred which examines the control and content – what messages is all about, the theoretical perspective of the communication process.

The communication needs as identified by UNESCO (1978) in the "New Paradigm" are open dialogue which reflection diversified views and experiences. Secondly, multi-directional communication flow is necessary. This multi-directional flow class for a top-down, as well as horizontal communication and bottom-up communication. The horizontal communication takes place interpersonally across society from person to person, village to village and moves from the rural to the urban. The bottom-top is from people to government and top-down the other way around. UNESCO further contends that for participatory rural communication, media should be made available in rural areas. There should be a linkage between development initiatives and communication channels.

It could be noted that most of our communication in South Africa is top-down, there is a complete lack of consultation. In the North West Province, the last Communication Lekgotla was in August 2012, these forums are meant to analyse policies and establish strategies, and the discussion is also based on information gathered by different departments. Choundhury (2011) emphasises that, given a need for a development sector, development communicator must develop a regulatory framework that shall include state-owned media as well as non-commercial broadcasting. This will encourage non-profit /institutions such as community organisations, local bodies and NGOs to participate in development communication. Media

education and literacy to create demand for better, need-based media stories and programmes necessary.

Kumar (2011) describe a mass profile of Indian society as that of fatalism, which may be characterized as contentment – a passive acceptance of things as they are; individual dependency – an attitude of looking to others, both for instructions and provision of goods and services rather than self-reliance or initiative. Concerning media profile in India, the masses do not have access to these channels because of low purchasing power. The existing media used for development purpose are radio, film, TV and print. Interpersonal channels are used for motivating people for development and change, whereas the content of the media is too urban-oriented. Not much of a difference to compared to the situation in India, here in South Africa, information is a top-down and mostly not considering the community inputs. The development has been reduced to the provision of food parcels, which are a temporary means of dealing with development issues. Development can be solved by resolving poverty, unemployment and illiteracy, any project that does not alleviate these or create a continuous process aimed at reducing levels in rural areas will not be effective.

Kumar (2011) states that the Indian models for Development Communication which was the Gandhian plan of rural reconstruction, and the meta-model of Indian development: emphasized three dimensions; socio-economic development of localized need; village participation for self-development and self-reliance, and rural industrialisation. Notably from the Indian Model/dimension identified, a village's participation for self-development and self-reliance would be ideal in meeting South African needs. This could eliminate an over-reliance on government for hand-out. It could also foster for a more participatory approach to development in South African, more importantly, the North West province. The development programme such as EPWP (Extended Public Works Programme) aimed at community participation and also efforts by the IDT (independent development trust) towards rural industrialisation.

More importantly, Kumar (2011) emphasized that the communication channels of a country play a significant role in creating the development image of a country. An analysis of the communication channels will expose its development imagery. These images are both

spontaneous as well as construed ideological reflections of what planners and masses aspire for. Whereas, the mixed image of reality is reinforced by situation analysis to a greater extent and ideology as the baseline. Both national and international relations are affected by two sets of dominant development images; images of the policymakers, development functionaries and images of the masses, whereas the reality is influenced by the social, political and cultural variables as a unified socio-economic process. Most of the times policies are developed on the bases of vision of policymakers and not on the reality the masses are faced with. This would be evidenced by programmes that are developed that do not answer to the needs of the masses. It could be argued that the present reality in South African is that problems in communication are compounded by a top-down approach that has created an inept society in which it is assumed that government is responsible for livelihoods. Even if this is or should be the case, there has to be an element of participation from the Masses. This emphasises the need for participatory development approach which refers to the use of Mass Media and traditional, interpersonal means of communication that empowers communities to visualize aspirations and discover solutions to their development problems and issues. Is also a term that denotes the theory and practice of communication used to involve people in the decision-making of the development process (Manyozo, 2006).

Summarily Kumar (2011) pointed out that analysis of development in India reveals knowable reasons, the dysfunctions of development involve political leadership, development administration, and the rural and urban Masses. The two dysfunctions which have been identified here and are unique to Development Communication in India are "learned depending and ethics of proportionate efforts". The correct dialogue between the government and the masses about development in India exhibits a productive pattern which dissatisfies all participants, learned dependency results from unintentional and unwanted aspects of communication between the government and the Masses. The Masses have accepted the government's offer to assume responsibility for their lives.

A similar scenario, here in South Africa, similarly like in India, where the masses have accepted the government's offer to assume responsibility for their lives. The Government Communication and Information System' role as a leader in government communication is to provide direction. They have adopted a development communication as an approach to

development with South Africa, the National Development Plan and Integrated Development Plan all emphasize a need towards community participatory approach to dealing with development problems.

2.2.2.4 Importance of a multisector approach to government communication

For the government to be efficient and effective in its development process and also the role it plays in the implementation of such, it requires information relating to the needs and demands of the targeted communities. Ile et al (2012) point out that the government must be aware of such need, to enable them to respond appropriately to meet those needs. Government must:

1. Seek to understand what is needed.
2. The extent of the need and the context in which the need has to be addressed.
3. Priority related issues and consider how best they need can be satisfied; and
4. Choose an entity.

As it stands the community through continuous service delivery protests believe that the government has failed to deliver on their promises. The government in this regard needs to treat communities as a stakeholder, who can provide input relating to what they need. These inputs may assist in the development process and also in the analyses of alternatives. Public communication is undeniably one of the most important government functions, government entities must communicate about changes in laws, public safety issues, matters related to international diplomacy and a host of other topics in an effective and time-sensitive manner. Improved public communication efforts about government performance can improve the relationship with both the citizens they serve and the media they rely on to convey their information to the public. Government communication faces many challenges, one of the greatest challenges that government communicator's face is a highly cynical public (Lui, Horsley & Yang, 2012). Through governance, the government can openly conduct its affairs, creating a condition for public scrutiny. This could lead to communities having knowledge about government process and decision thereby creating trust. Trust is a foundation of a successful relationship and can create an environment where the community can participate in a development project initiated by the government.

According to Lui et al (2012) notes the improved communication with publics may help increase public trust in government. Although a high level of cynicism is a threat to public participation, information about government actions and performance is essential for democracy. This can be achieved through open communication, the use of multiple channels of communication, the ability to receive public feedback, and a management team that support communication practices. According to Fangjun (2009) in politics, the modern governmental system exhibits a high level of differentiation and fundamental specialisation, and adopt a rational and secularised procedure in decision making- people take great interest in participating in political activities, and various regulation are established based on Law.

A multisector approach is ideal in creating an environment for interdepartmental collaboration and coordination of provincial departments. Each department has specific roles and aimed to provide specific service to communities, specialisation look at different roles played by a different department and how they are interdependent on a matter relating to government communication and service delivery. Specialisation also relates to a systematic approach to government communication, where each department must act in synergy in pursuit of rural development. For the department to be efficient they have to formulate close relationship and share resources, such relationships could impact positively on rural development as it allows the department to share resources and platforms, allow for the development of a partnership with NGOs

The language of partnership and co-operation is also intimately connected with the language used to describe how agencies work with each other. The World Development Report (World Bank .1997) suggested that the state's role is to act as a partner, meaning as a catalyst and facilitator. The language suggested that everyone is now participating in a common enterprise- partnership is being built through facilitative networks of the development organisation, this process itself producing synergistic complementariness and enabling environment (Robinson et al. 2000).

Below are some of the perspectives identified by Robinson et al (2000) on why inter-organisation relationships matter;

1. Evangelism: collaboration is a “good thing”, which should be aspired to for that reason. A new participatory strong amongst those concerned with community development (NGOs).
2. Pragmatism: in recognition of the fact that the world is becoming both smaller and more complex, and that society and organisation are increasingly interdependent.
3. Market imperatives: as the world of business organisation has become increasing specialisation, inter-organisational arrangements are seen as key to efficiency and competitiveness.
4. Synergy: the idea that working with other organisation enables an organisation to better achieve its objectives, that is, the achievement of the whole is greater than the sum of its parts.

It was suggested through the Communication Task team (Comtask) report that government must speak in one voice, so internally and inter-departmentally there has to be common understanding on the objective and services being rendered to the citizens. The government cannot exist without communication nor can they be efficient and effective without collaborating and coordinating their activating with key stakeholders.

2.2.1.5 The role of participatory development communication in a multisector approach

Margetts (1999) emphasises the distinction between active and passive modes of government information-gathering, where the difference between the two lies in the degree of initiative or mobility that government requires to obtain the information in question. Thus when the government observes us from a fixed watchtower, it is passive, but when it knocks on our doorsteps or stops our car in the street to pursue its inquiries, the government is acting. The government could be proactive in creating platforms where it could engage with the communities, it could also use the already established Thusong Centres as they are community-based. Servaes (1995) refers to newer insights on the role and place of communication for development which favours two-way and horizontal communication: the systematic utilization of appropriate communication and techniques to increase people’s participation in development and to inform, motivate, and train rural population, mainly at the grassroots level.

According to Hamelink (2000) in Saez (2013) notes that the characteristics of human development are;

1. Equitable access to resources;
2. Sustainable resources and institutions;
3. The procurement and dissemination of knowledge aimed at rendering human beings responsible; and
4. Participation.

Proponents of communication for development are confident that the introduction of media in underdevelopment societies will lead to individual and social transformations that will allow the passage from traditional societies to modern societies (Saez, 2013). Human development has been characterised by the evolutionary change in communication, new technologies (ICT) has necessitated the need to change how we communicate, how information is shared. Such a change in nature of change has to necessitate planned change so as not to disadvantage the communities by introducing technology they cannot use, thus transformation from traditional society to modern society becomes ineffective. Community participation is essential, for this transformation to be realised and to be effective.

Bhatnagar and Williams (1992) in Puri (2007) citing a definition of participation development by The World Bank's Learning Group, as a process by which disadvantaged people influence decisions that affected them, but subsequently used the term "stakeholders" in recognition of the multiplicity of direct and indirect beneficiaries. Communication provides for a negotiation process in its definition between participants. Community participants in this regard should be in a position to set agenda jointly, where also local views and indigenous knowledge which is deliberately sought and considered. Thus the people or community become active in their development and not simply as being beneficiaries.

To promote meaningful participation, it is crucial to understand the existence of discrete interest groups and how they influence the utilisation of local resources. There are implicit power structures such as those of class, caste, and gender that define and determine as well as

circumscribe actions of various underlying divisions within communities. Participation is thus socially determined so the public expression of community interests may disproportionately reflect the private interests of dominant groups or individuals (Puri et al. 2007).

According to Ngambi (2011) the theme of participation has a central role in the discourse within the domains of development theory, four main themes around participation recognised. These themes are;

1. Who defines the participatory agenda;

The key issues in defining the agenda of rural development aimed by poverty alleviation, and of Information design to achieve organisation efficiency and democratisation of the workplace, related to who decides the participation agenda, its objectives, and approaches to implementation. In most cases, there has been a top-down approach of Government and the South African government, in particular, to assume that once development employing knowledge and technology will trickle down to the large population without community participation. There could also be a notion that the government or development agencies do not emphasise participation because of belief in the capacity of local communities. Brett (2003) seems to agree that contrary to earlier top-down hierarchical approaches to development, participatory development is a process by which people, especially disadvantaged people, influence decisions that affect them. Stiglitz (2002) in Ngomba (2011) believes whatever the strength or weaknesses of the different levels of participation within development projects/processes, generally it is widely agreed among scholars that the central logic underpinning the notion of participatory development revolves around the idea that as a process, participatory development must entail open dialogue and broadly civic engagement.

2. What capabilities do stakeholders have to participate and can this be strengthened;

Capacity cannot be seen as something exclusive to an individual but shaped by the socio-political conditions within which the individual functions. According to Cornelissen (2014), stakeholder management assumes that persons or group who hold a legitimate interest in an organisation do to obtain benefits and there is in principle no priority for one set of interest and benefits over another. Stakeholder management recognises the mutual dependencies between the organisation and various stakeholder groups – groups that are affected by the operation of the organisation

3. What is the role of institutional conditional conditions in enabling effective participation;

How institutions enable or constrain participation is dependent upon, whose knowledge is included or excluded, what technologies are employed and what effort is made to initiate change (Puri et al. 2007). There is an instance where restriction based on hierarchical and top-down institutional structures hamper community participation and certain should loosen to promote participation.

4. How do local participatory experience get integrated into broader networks to become sustainable (Puri op cit),

Puri et al (2007) contend that, if the success of the development is based on effective participation, then sustaining these projects over time requires a deeper institutionalisation of the participation process. Servaes et al (2013) further points out that participatory communication and communication for structural and sustainable social change are more concerned about long-term sustained change at different levels of society

There has been a paradigm shift in the policy of rural development, in terms of which the rural poor as treated as resources, whose ideas and experiences form an integral part of the development strategy. The rural development strategy includes:

1. Bridging the rural-urban divide,
 - a. To ensure equitable distribution of resources for rapid development in rural areas, the allocation of funds for rural development programmes has been enhanced from one plan to another.
2. Making rural people arbiter to their destiny,
 - a. For the development to align with the people's wishes and aspiration, the emphasis has been shifted towards the participation of people of the development process (Desai, 2009).

Servaes (1995) points put that it is at the local community level that the problems of living conditions are discussed, and interactions with other communities are elicited. This principle implies the right to participation in the planning and production of media content. To share

information, knowledge, trust, commitment, and a right attitude in development projects participation very important in any decision-making process for development.

The study by Hussien (2003), which, examined the role of Malawian Local government in community development, analysed the context of community involvement on local governance. Major conclusions are that, firstly, the decentralisation process tends to feature the district, with little clarity on how community-based institutions are integrated into the local government system. Secondly, the political, socio-economic and administrative factors prevailing at the local level need to be addressed pragmatically for efficient and effective community participation in development. The Mafikeng Local Municipality and other Municipalities will be analysed and evaluated on the extent to which they have created a participative environment with its communities and the role they play in terms of governance.

The research emphasises coordination and sharing of information, as a multi-sector approach could facilitate and identify a sector that shares and could synergise their activities. This will also allow for an effective and efficient sharing of information between sectors- identify NGOs and CBOs that could act as participants in development projects, these organisation work closely with communities. The hallmark of development communication intervention is the explicit implicit desire to change the way people behave. The role of communication experts is to design and implement a communication message or system of information flows that would trigger reaction leading to the adoption of desirable behavioural patterns (Inagaki, 2007).

A study by Sachez (2005) looked at a participatory project which was built on intersectoral collaboration, an alliance between community members and professional experts. It was a control project implemented in Cuba employed a variety of community-based communication methods to successfully reduce the breeding grounds of mosquitoes responsible for the fabric illness. The participatory devised a series of communication activities including community gathering and debate, interactive puppet shows, drawing competition, education chats for children, and drama session played by senior citizens at clubs. The study found that the community residents responded well to these communication activities, and as the result, the number of houses or containers infested with acidic acgypti larvae declined dramatically in the

intervention area, while no change was observed in the control area (where intervention did not take place).

According to Servaes (1995) participation involves the more equitable sharing of both political and economic power, which often decreases the advantage of certain groups. Structural change involves the redistribution of power. In mass communication areas, many communication experts agree that structural change should occur first to establish participatory communication policies. Puri and Sahay (2003) document an attempt to construct a land and water management program by farmers, institutional actors and scientific collaboratively working in a Southern District in India. Faced with accelerated land degradation in the region, their participatory project employed GIS (geographical information systems) to optimize the use of existing resources by integrating the indigenous knowledge provided by the farmers with other types of knowledge (such as scientific knowledge)

The project challenged and succeeded in narrowing the gaps in the valorisation of different types of knowledge. The study found that farmer's knowledge was incorporated in a significant way into the watershed GIS maps, created jointly by farmers and experts. The participatory approach effectively provided a model through which;

1. Farmers developed a sense of project ownership;
2. Experts and scientist developed understanding in the value of indigenous knowledge; and
3. Perspectives of non-scientific and non-experts were incorporated into a technology-based program.

Communities feel empowered if they are consulted from the inception stage of the development project and that could lead to their sense of ownership of the project. An efficient and effective working environment is creating by this partnership as development agencies as change agents can learn more about indigenous knowledge through interaction with community members. Non-scientific and non-expert also learn more about new technologies from the change agents and that knowledge will be shared with other community member adding to sustained rural development.

Another study that supports a participatory development is by Appiah (2001) documented a positive outcome of coalition-based forest management solution. The joint management project – initiated by two timber companies- called for the participation of local authorities and farmers to develop a sustainable forest management partnership, balancing economic development and environmental quality goals. Participatory techniques were employment' group communication involving villagers, educational workshops on land use issues, and the dialogue and information exchanges between local representatives and the project steering committee.

The study found evidence of positive impacts of co-management processes on environmental conditions as well as on the local economy. Farmers learned that plenty of new trees could avoid the risks of excessive dependence on cocoa props, potentially opening new markets and increasing income in the long run. Further survey responses also suggested that agricultural practises had changed during the project period, replacing slash-and-burn filed activities with more, environmentally sensible methods.

According to McPhail (2009), the participatory theory is closely linked with Paulo Freire's model of communication which consisted of five key concepts:

1. Dialogue: consists of the back and forth communication between those within the development organisation and those they serve;
2. Conscientisation: is the acknowledgement, awareness and handling of the inherent power differential and possible disenfranchisement between the organisation and a native population;
3. Praxis: involves the ongoing examination of theory and real-world practice;
4. Transformation: refers to the enlightenment or education of the native population in a way that promotes actions consciousness and cultural thinking in referred to their situation and/or why certain change implementation taking place; and
5. Critical consciousness: is the active social and political involvement of the beneficiaries.

Both studies above (Puri et al. 2009 & Appiah, 2001) highlight the key concepts of Freire's model of communication (McPhail, 2009) which emphasises back and forth communication

between the agencies and communities and mutual dependencies. In Puri et al (2009) the GIS map was jointly created by farmer and experts, indicating effective partnership based on dialogue and conscientisation. The communities no longer feel disenfranchised by a partnership with development agencies and introduction of technologies and their transformation becomes a reality.

According to Freire, the incorporation of the above in the design of a development project would lead to a more democratic form of communication. Challenging the hide-bound bureaucratic procedures and top-down approaches to development, community workers have emphasised the importance of more holistic, bottom-up approaches, focusing upon participation and inclusiveness, working in interdisciplinary ways across professional boundaries. Community development statements of values enshrine a commitment to the promotion of equality of opportunities, alongside the values of democracy, social inclusion and human rights. According to Craig, Popple & Shaw (2008). A pluralist approach, in particular start from the common interest that underpin communities and societies, are generally, whatever the apparent differences, in terms of whose voices led to be most effectively heard, from this perspective, the community development worker's job is to ensure that everyone is unable to participate so that different voices can indeed be heard

Servaes (1995) access refers to the use of media for public service. It may be defined in terms of the opportunities available to the public to choose varied and relevant programs and to have a means of feedback to transmit its reactions and demand to production organisations. Participation implies a higher level of public involvement in communication systems. It includes the involvement of the public in the production process, and also in the management and planning of communication systems. Participation may be no more than representation and consultation of the public in decision-making. On the other hand, self-management is the most advanced form of participation.

According to Ngomba (2011) the central logics of both participatory development and participatory development communication, and following from the contention that there is a

need to extend scholarship on the role mediated communication in participatory development beyond the traditional scope of research, and should be based on the following premises:

- a. That the decision to go participatory (whether in development or communication) is among others, centrally a function of the realisation and acknowledgement that the people do have local/knowledge that can be useful and that they can tell their own stories.
- b. The participatory development communication, it should be pointed out, is determined and can be influenced by several factors, not least technological developments. That participatory communication requires first of all changes in the thinking of communication, the argument is made that for modern mass media communicators to play a positive role in participatory development communication, they need to change their thinking – especially in terms of their conception of the audience.
- c. That scholarship on the role of mediated communication in participatory development and the training of communicators for participatory development can thus focus on analysing and mapping changes in the conception of the audience on the part of communicators. Assessing the thinking of communicators and to work towards possible changes aimed at enhancing the role of mediated communication in participatory development.

Any form of development should not be carried out without the involvement of target communities from the onset, this is crucial in information gathering and assessment on the actual problems or community needs. Communities have information about their environment and this information is crucial in formulating a plan that is responsive to those needs, local knowledge and understanding is crucial in assessing also the technological realities of the communities. Different communities would thus require different modes of communication that suits their unique individual circumstances and environment.

The principle of single-purpose organisation, with specialised and non-overlapping roles and functions, may have produced too much fragmentation, self-centred authorities and lack of co-operation and co-ordination, hence hampering effectiveness and efficiency. The specialisation trend appeared to be a fragmentation which sometimes was so significant that exist, new and renewed mechanism of coordination had to be (re)established. This shift, demonstrate a basic

assertion of organisation theory that specialisation and differentiation increase the need for coordination (Bouekaert et al. 2010). The reality is that the role of different departments provides different expected role leading to specialisation. Based on the system approach, specialisation look at the interdependence of parts of the system that all function for the benefit of the whole system. The government should be regarded as a system were different department must create an interdepartmental framework were they share expertise and resources for the benefit of rural communities.

Margetts (1999) pointed out a need for Government Information Technology board, the tasks of which included developing shared government-wide information infrastructure services to be used for innovative, multiagency information technology projects and creating opportunities for crossing-agency cooperation and intergovernmental approaches in using information. In the US – the Information Technology Management Reform Act of 1996 specifically made provision for agencies to enter into contracts which would then be used by either agency. Also in 1996 to a government-wide, one-stop, electronic bulletin board system was created to improve links among agency. Such an electronic board system could enhance synergy and collaboration between departments providing similar services or serving similar rural areas. It could improve information sharing between such departments and increase interagency cooperation.

One important manifestation of that reliance is the collaborative network – a system of interdependent organisation that is fundamentally different from the traditional hierarchical service delivery model in government in government. Networks are multi-organisational, they are typically less stable, more complex, more entrepreneurial, and arguably less amenable to management than single organisations or a simple bilateral partnership (Romzek, Le Roux, Johnston, Kempf & Piatak.2013). According to Kelly *et al* (1997) interrelations between public and private is an essential part of the new realism in our political and economic approach – joint public/private partnership can help rebuild the country's infrastructure, sharing of the provision will become commonplace and appropriate. A Multi-sector approach deal with collaboration between sectors in society towards the development of rural areas, such a relationship is an essential factor in realising rural development.

Organisations in collaborative arrangements often share a common goal – typically, that goal serves as the rationale for the creation of the network. But the organisations may also have several institution-specific goals and interests that differ markedly from those of their counterparts. These features, together with other elements in networks, challenge managers in networks of collaborations to find new ways to elicit the behaviour and response considered necessary for the successful coordination of service delivery. According to Kelly et al: 1997,) citizen looks to government to provide the opportunities to enable individuals to have a state by building and maintaining the appropriate economic and social framework. We elect a government to do those things we cannot do alone, individuals are entitled to believe they have a stake in their government – that is an essential part of the stakeholder society

Bringing a project to a successful conclusion will depend to a large extent on the goodwill, commitment and cooperation of the different people involved in some way with the project – people who have an interest in and are affected the project and its outcomes. Some stakeholder will be active participants while others are more passive observers- stakeholder will also have different levels of power and influence, so it is important to understand the stakeholder interest and perception to achieve a successful outcome (Jones et al. 2008).

2.2.2 National Development Plan and Integrated Development Strategies

Trevor Manuel (Former Minister of Finance) in presenting the National Development plan stated that South Africa has the potential and capacity to eliminate and reduce inequalities over the next decades, and that requires a new approach – one that moves from a passive citizenry receiving services from the state to one that systematically includes the socially and economically excluded, where people are active champions of their development, and where government works effectively to develop people's capabilities to lead the lives they desire. According to Puri et al (2007) states that, within development studies, a current thinking around participation is that the agenda should be decided by and for the community as per local needs and knowledge, and the role of the external agency be redefined to that of facilitation, funding, monitoring and auditing physical, and financial aspects of the action plan.

The National Government has a responsibility towards its citizens concerning development; it needs to set up objectives and goals aimed at improving the livelihood of its citizens. State of the Nation addresses is aimed at providing citizens with how updates of the implementation and the development processes and also plans for the current year plan and guidelines. The government must be seen to speak in one voice, hence the provincial plans (Integrated Development Plans) follow the guidelines set by the NDP. Desai (2009) states that the objectives of development include a sustained increase in per capita output and income, expansion of productive employment and greater equity in the distribution of the benefits of growth. Rural development has emerged as a "strategy" designed to improve the economic, social and cultural life of a specific group of people living in rural areas.

Sen (1999) proposes that social, political, and economic freedoms are primary ends as well as the principal means of development because of their constitutive as well as instrumental roles. The constitutive role comes about because development involves the expansion of basic freedoms enjoyed by people, whereas the instrumental role seeks to contribute to economic progress. While the participation of the people may be crucial as an instrument or strategy of development or management, it must also be valued for its intrinsic value.

Trevor Manuel further stated that the success of the approach is premised on the following;

1. The active efforts and participation of all South Africans in their development;
2. Redressing the injustice of the past effectively;
3. Fostering economic growth and higher investment and employment;
4. Rising standards of education, a healthy population and effective social protection;
5. Strengthening the links between economic and social strategies;
6. An effective and capable government;
7. Collaboration between the private and public sector; and
8. Leadership from all sectors in society.

Pertinent to the study is the participation of all South Africans in their development and collaboration between the private and public sectors. According to Gajendra, Xi and Wang (2012) e-governments in public administrations combined with an organizational change and new skills improve public services and strengthen support to public policies. E-government

allows people to interact with electronic media to achieve objectives at any time and place eliminating physical travel. Foley and Alfonso (2009) stated that technology has strengthened reforms in many areas and e-government is broadly recognized as fundamental to the reform, and as modernization and improvement of government.

Dagron (2009) in Ngemba (2011) notes that communication is the lifeblood of participatory development, called various anything from communication for development to communication for social change, development communication generally refers to the application of communication strategies and principle in pursuit of development. Morris (2003) also in Ngemba (2011) noted that the discourse on the role of communication in development and the approach to this has basically evolved from the diffusion model to the participatory model. The diffusion model (Everett Rogers), posits that the role of communication in development is basically to transfer technological innovation from development agencies to their clients and create an appetite for change through raising a climate for modernization among members of the public. Diffusion gave way to the prioritization of participatory processes of communication – processes that are more dialogical and community-based.

According to Gajendra et al (2012), public participation in government activities through digital media: technology-enabled participation is crucial for emerging governance relationships. E-governance and E-Government are terms treated to be identical: however, there is some difference between the two. E-Government is the use of the ICTs in public administration combined with organizational change and new skills to improve public services and democratic processes and to strengthen support to public policies. The governance of ICTs requires a substantial growth in regulation and policymaking capacities, with all the capacity and opinion-making processes among the different social stakeholders of these matters.

Within the development theory, the functioning of individuals relates to their achievement, while capacity is the ability to achieve. Capacity in the context of participation is thus seen to include five elements;

1. Acceptance and internalisation of responsibilities to participate,

2. Authority to carry out the consequences of participation action and take relevant decisions,
3. Access to resources necessary to participate,
4. Ability to communicate effectively and freely in conditions established to elicit participation, and
5. The knowledge participants have about the problem domain (Puri et al. 2007)

2.2.3 A national and integrated strategy for the development

Integrated communication strategies are widely used in communication initiatives. Evaluation of these strategies showed varied impacts attributed to not only different modes of communication but also particular channels of communication with each mode (broadcast media versus printed material, one-one communication versus group communication. (Inagaki, 2007). Gajendra et al (2012) note that on the aspect of e-governance is social networking, as social networking enables the creation of a public environment and the engagement is on the public terms. Proponents of e-governance perceive government use of social networks as a medium to help government support of its public serves. E-government initiatives are complex change efforts intended to use new and emerging technologies to support a transformation in the operation and effectiveness of government derived from government reinvention. E-government offers the potential to bring citizens closer to their governments, and regardless of the types of the political system in the country, the public benefits from interacting features that facilitate communication between public and governments.

According to Van Rijn (2005), integrated development plans are coherent actions programmes that address an integrated vision for the future. Besides, different government sectors and/or layers prepared this coherent actions program together. Government, herein, referring to the local government and municipalities, have to formulate a long term vision for their area of jurisdiction. The vision describes how the government, wants the society to look in 20 years – the vision is a description of the development objectives because the government have many different objectives which are often conflicting, the vision ideally would include priority and weight factors.

The vision of government is likely to change over time and after elections. It is therefore important to update vision regularly. Each government sector will convert their vision in sector development objectives and methodologies to develop sectoral master plans. Often the methodology is based on the multi-criteria analysis. It should be clear that the sector development objectives and the methodology for developing sector master plans have to be adapted whenever new vision are presented (Van Rijn, 2005).

The study Kinciad (2000) illuminates the varying impacts of communication strategies, this relates to health practices among Bangladeshi women. The study focused on the promotion of contraceptives use, which since its inception in 1970, has slowed down the rate of population growth. The study focused on the following:

1. Women who participated in community discussions meeting (social networks)
2. Women who received household visits by family planning workers (traditional approach), and
3. Women who had no contacts with family planning programmes, a women's attitude towards and adoption of modern contraceptives.

The study assessed the extent to which an alternative approach based on group communication – a social network approach – could deliver effective contraceptive promotions outcomes. The study found that both social networks approach (group discussion) and the conventional home visits were effective in increasing modern contraceptive use among women and among women who had neither type of family planning communication, contraceptive use declined substantially during the two years. According to Inagaki (2007), the two communication approach had varying outcomes, the rate of increase in modern contraceptives use was five times greater among women who participated in community group discussions than among women who had household visits by family planning field workers.

In exploring its road to modernisation and learning from modernization theory, China has adopted as an approach of drawing on the useful and discarding the unfit element found in modernization theory, as a result, China has formed its ideas on development with Chinese

characteristics (Fangjun, 2009). It has already been noted that for the adoption of a modernisation perspective, South Africa should examine their development needs of each locality, to determine the extent of the needs and the strategy to be put in place to address those needs. For South Africa to be effective and efficient, it should desist from adopting western development strategies. A multi-sector and development participatory framework dictate for a proactive and responsible approach to rural development based on the needs of respective rural communities. South Africa must create their blueprint towards rural development that could be a unique framework use in development projects and community participation.

According to Fangjun (2009) stated that China's approach asserted that they should find their own way to industrialization, a way suited to their conditions, by proceeding from the fact that China is an agricultural, and taking agriculture as the foundation of the economy, currently handling the relationship between heavy industry on the other, and attaching due importance to the development of the latter. The continuity from western modernization theory can be seen in the following points;

1. The most important step of China's modernisation is taking the path of industrialisation – the path of a new type of industrialisation that we advocate today also holds that the primary task is to develop a modern economy.
2. China's exploration of the road to modernisation has displayed the features of a certain phase defined by modernisation
 - a. This inevitable phase is the transformation from an economy dominated by agricultural to an economy where the tertiary sectors play a central role
3. Over the decades of modernisation endeavour, China has gradually established structures in economic, political, and society that resembles those of the West.

Like China South Africa's economy is very much based in agriculture, most of the rural communication as depending on agriculture for their livelihood, it could be an approach that could be the one chosen for South Africa development. Industrialization is also key in many sectors, as it should a more away from a traditional way of life to the more modernised way of life, there is also the traditional and adoption of ICTs with the development paradigm. it should be noted that development should not be based on the single sector being dominant towards

the development agenda, both public and private sector should coordinate and collaborative, creating a vibrant effect and efficient economy.

Fangjun (2009) identified 3 characteristics of China's modernization;

1. Social characteristics

- Modernisation is a systematic project and process – the impact of modernisation is not only seen in economic development but also reflected in the changes of some of the ideologies and social systems -- China's modernisation must follow its guiding ideology.

2. Integral harmony

- All-round development of the economy, spiritual civilisation and democratic politics;
- Importance is the harmony between economic development and social progress, and to the overall progress of society and the development of individuals, insists on promoting the common progress of material and spiritual civilisation, and the coordinated development of the economy and the society, places the overall advancement of society in a position of strategic importance and stresses the coordinated and sustainable development of the economy and society.

3. Putting people's first

- China has shifted from focusing on the economy on society, people, and the harmonious relations between man and nature;
- The country is witnessing a series of transformation in the model of development: from unsustainable to sustainable development, and from substance-centred to people-centred ideas;
- A person in such a modern social system is primarily seen as a functional unit filling a position rather than as a vivid individual.

The above mentioned are similar to values that should be articulated for the South African rural development perspectives, South African rural has yet to attain economic freedom and be able to share the market as it is still striving to address the inequalities of the past, created by an apartheid system. Nationalization of natural resources has become common rhetoric, where communities are yet to benefit from the country's natural resources. Most of the populace

within the province is situated outside the mainstream economy, most still live below the poverty line, even though there have been programmes such as the RDP and BBBEE, they still have to enjoy the benefits of such programmes, since they benefit a few. An integrated strategy, employing a multisector approach and community participation could foster an effective and efficient coordinated effort aimed at sustaining rural development. China's characteristics of putting people first, shifting from substance-centred to people-centred ideas, is similar to that of the Batho Pele principle of South Africa. It focuses on giving people a chance to champion their development by participating and benefiting from community development programmes and projects.

According to Fangjun (2009), China's socialist modernization requires that it be based on its realities, conform to the internal law of China's social development, and respond to the trend of advancement in human society. China's modernization should address the dual-task combining the first and second stage of modernization typically characterised by industrialization, urbanization, and economic advancement, and to carry out the second stage of modernization feature a knowledge-driven, information-driven society which ensures a high quality of life. These two stages are relevant to the South African context, as there will not be sustainable development if the introduction of industrialization and urbanization do not contribute to the holistic social and economic benefits to the recipient community. Sustainable and rural development has to be that provides for sharing of knowledge. It has been previously noted that development should be based on sharing knowledge between members of the communities, in that case, it could be safely said that the programme and project add value to the lives of communities, ensuring high quality of life.

2.2.4 Public Policy as Development Process

The generally accepted role of the state in society is to protect, regulate, develop, maintain and sustain its citizens, or to see to it that this happens. It is an all-encompassing task, which is difficult to execute because inevitably insufficient resources will be available to achieve all of these objectives simultaneously. The state, therefore, has to priorities its objectives, and to put together policy programmes that will have the best chance of achieving a combination of those

goals not only in the short term but also in the medium and long terms. Schuppan (2005) points out that public engagement in governance has been observed as a key way to promote public power, provide awareness to people, and connect citizens to the government by listening to people and supporting liability. An efficient and effective public administration is an essential precondition for economic and social development. Gajendra et al (2012) state that e-governance will allow people to interact with the government, participate in the government' policy-making and the public to interact with each other and to participate in the political process.

One can think about policy as consisting of activities that focus on the making of policy in terms of:

1. Policy content: policy initiation, design, analysis, formulation, and adoption, where policy analysis is especially important
2. The policy process: where certain policy-making and implementation steps- strategy generation, planning, programme and project management are followed
3. Capacity: where adequate and optimal institutional and governance resources, structural and functional arrangements are needed to succeed with policy intervention, and lastly
4. Policy monitoring and evaluation (Cloete et al, 2011)

Policy Process Diagram will be developed to illustrate how it should develop and be evaluated from time to time. Any process has to be evaluated on the bases of its effectiveness and relevance. Between State of the Nation Address (SONA) and national government, provincial addresses and strategic planning, there is chronological order- it is on this background that we would be evaluating the process. According to Cloete (2003), Development policies are public policies which succeed in empowering people to exercise choice, especially regarding the quality of life that they would prefer to maintain. Development is therefore used as an outcome of government interventions in society that succeeds in empowering people to consider feasible options in their lives and to make informed choices for the future, these choices are related to

any actions, from satisfying basic need to consolidation middle-class lifestyles to eventually being able to fulfil higher-level personal and abstract need and desires.

Kuypers (1980: 18-19) in Fourie (2008; 8) defines policy as a combination of;

1. Chosen objectives, goals or aims by a role-player or a group of role-player;
2. Ways and means chose by them to achieve specific objectives, goals or aims; and
3. Time-frames was chosen by them for the achievements of those objectives, goals or aims.

Policy almost always begins with a problem, the policy also entails much more than simply making a plan and lastly policy presupposes decision-making based on sufficient support over wide enough front amongst the parties concerned. The policy therefore also implies a process: starting from a problem, making of or deciding on a plan, to the implementation and evaluation of the plan Fourie (2008). Each component in the development process should be in a position to decide on what should be the strategy culminating into an effective and efficient development plan, including its implementation. Development is a partnership between development agencies/government, herein being the North West provincial government and rural communities. Guidelines should be set to evaluate the projects continuously, from inception to implementation, as development should not be static.

Fourie (op cit) evaluation should follow a clear cut unambiguous criteria, an important evaluation criterion for policy are affectivity, efficiency and legitimacy.

1. **Effectivity**; refers to the degree to which a means contributes to the achievement of the goal- the extent to which the pre-formulated aims and objectives of the policy are concrete
2. **Efficiency**; refers to the relationship between returns and cost of means- if policy, on the other hand, is not effective, it can also never be efficient.
3. **Legitimacy/acceptability**; refers to the extent that the policy and the policy instruments are regarded as correct and are supported by parties concerned- the proposed policy has to have a broad enough support based

Any project must be evaluated based on whether it's achieving its intended purpose, whether it is being effective in achieving designed results or being efficient. The plan has to involve the community so that it could accept the project and particularly in every aspect of such a project continuously. There is a causal connection between effectiveness and efficiency, the ideal situation to find a plan that is both effective and efficient and looking at the development circumstances of the rural communities.

One of the fundamental issues in the analysis of coordination is the strategic question of whether policy-makers should focus more in policy (design) or an administration (policy implementation) from a policy coordination point of view. The fundamental question then is whether it is design policies sufficiently well at the top of government to produce the desired outcomes in the field, or whether the policy-maker need to depend more on the local knowledge existing with the policy implements at the bottom to produce viable programmes and coordination (Pollitt, 2003). South African policies and National Development plan vision 2030 are sound and well-articulated and provide with a vision on how South Africa development scenario should look like come 2030. The SONA (State of the nation address) have always talked to the NDP and indicated specific issues that aim at redressing the inequalities and those that require immediate attention, more specifically the issue of land redistribution, with this been said we still lack behind in infrastructural, ICT and economic development.

The South African populace are yet to enjoy the fruits of the new democratic dispensation, even though there have been policies such as affirmative action, RDP programme and BEE (BBBEE). These programmes are all designed to give black people or previously disadvantaged communities access to the mainstream economy and to be able to compete with other members of the country on equal footing, but trying to eradicate poverty, 24 years seems farfetched. It could seem that most of the problems lie within the implementation process. Lobelo (2006) identified that the problems existing within government communication, is the issues of capacity and expertise, a critical issue of capacity building at the local level- capacity entails building tools, skills and support to enabling councillors and officials to do their work effectively and efficiently. Lobelo (2006) in recommendation stated that the government needs

to ensure that the communication section is staffed by properly trained and experienced personnel who understand the new government.

Ngomba (2011) points out that inherent in the overall idea of participatory processes in development, is the logic that people in areas in need of development are not dumb but rather, they are considered as owning local knowledge/skills which can be harnessed for the development of their own communities. In this light they, there is a need to include them in the different stages of the cycle of development projects – their planning, execution and evaluation. He further emphasized that local people do understand the social and political conditions under which they live and possess relevant technical knowledge for the solution of many local problems, therefore involving them in project development allows agencies to acquire a better understanding of local needs.

Government offers a huge opportunity to find an innovative way to reach the need of the people. The innovation of new and modern technologies allows electronic service to be applied in e-government. Countries need to consider several other issues to increase ICT access and to ensure success with e-government, including an integrated policy approach, and an appropriate level of regulation to ensure affordable ICT access and an attractive environment for private investment in the sector. Public participation plays a crucial role in the mutual relationship between the government and the public to enhance government activities and national development (Gejendra et al 2012).

2.3 THEORETICAL PERSPECTIVE

2.3.1 Development Communication

According to Servaes *et al* (2013) the driving concepts behind the link between communication and development were basically of a quantifiable and linear nature: how much and in what ways can communication contribute to the process of modernisation? Such questions rely primarily on transmission models of communication derived from work in information engineering, political campaigns, and the diffusion of ideas. Information engineering related to

the process of transmission of information, exchange in the way information is transmitted to or exchange between citizens- the technological involvement in the communication process, largely also relating to the usage of ICTs within the community development context.

The political campaign always involves communication that is directed to aligning your messages at people's desires and needs. It is all about creating a common ground between the party and its constituency. Government communication should also be seen in the same premise in creating a message that is directed at people's need and fostering common development ground. Transmission of ideas refers as Mass Communication entails the dissemination/transference of ideas, attitude to a large diversified audience in pursuit of making knowledge, information between the members of the communities. Diffusion is itself take to spread information from where it is concentrated to areas where such knowledge is not shared – thus being the process involving the development of area using communication strategies and techniques. The perspective (development communication) implies that the role of communication was:

1. To transfer technological innovations from development agencies to their clients; and
2. To create an appetite for change through raising a climate for modernisation among the members of the public (Servaes, 1995).

In October 2006, the World Bank and Food and Agriculture Organisation (FAO) organised the first world congress on communication for development, its goal is to influence policy and decision-makers to use communication strategies in addressing today's most pressing development challenges and to advocate the systematic inclusion. Unlike in the past, greater emphasis is placed on grassroots participation and community engagement in both the production of the content and the design of communication policy. According to Khan (2013) development communication was founded on the notion that poverty is a result of social and economic exclusion and it was seen as a key instrument in giving poor and marginalised sectors access to information and communication.

According to Cloete (2003) development provides with choices that relate to any actions, from satisfying basic needs to consolidate middle-class lifestyles to eventually being able to fulfil

higher-level person and abstract need and desires. Khan (2013) identified three different consecutive levels of development roots participation and community engagement in both the production of content and design of communication policy;

1. Development Level 1: satisfying fundamental need above the indigent line including physical, rational, emotional and spiritual;
2. Development Level 2: consolidation of a middle-class lifestyle including access to sanitation, health services, jobs, churches, recreation, school, culture, shops and lifestyle services from cradle to grave;
3. Development Level 3: fulfilling higher-level personal and abstract needs and desires including the opportunities to live an enriched life according to one's preferred attention lifestyle. This high –order developmental level includes specialised individual interests and preferences (such as travel, music, culture, spirit, hobbies).

This stresses the need to develop projects to respond to the uniqueness of target communities, it is imperative to address them appropriately by being specific to their level. It would not be effective or efficient to effect positive development and to satisfy/address level 3 if lower-level needs are to properly addressed, thus a bottom-up approach is a requirement to satisfy basic needs. The community development process should always take into account the developmental needs of the targeted communities and also to take into account that its community is unique and might pose different challenges based on their level of needs. There is a need for development giver or projects stakeholders to classify the needs based on the demographics and geographical local of the targeted community. Lower level needs have to be satisfied first before the upper-level needs can be dealt with. Servaes (1995) states that the viewpoints of the local groups of publics should be considered before resources of development projects are allocated and distributed.

The development has both subjective perceived and objective determined dimension (a state of mind and a physical reality). Development should be durable, which implies that it must change people lives and empower people to improve their conditions themselves over a period, in an independent way. People need to take charge of their development and become active

participants. To be durable (sustainable), development needs a balanced or synchronised improvement indifference policy sectors (socio-cultural, economic, political, organisational and environmental) and in the areas of both basis life-sustaining and higher-order needs (Cloete, 2003).

According to Allen and Thomas (2000), there are three senses in which the term "development" is used:

1. As a vision, description or measure of the state of being of a desirable society
2. As a historical process of social change in which society is transformed over long periods, and
3. As consisting of deliberate efforts aimed at improvement on the part of various agencies, including government, all kinds of organisation and social movements.

The National Development Plan (2011) "Vision 2030" provides with the guideline of what should be tangible development realities come 2030- it also starts from a situation that the country comes from (Apartheid), when the majority of the population that the country was marginalised and lived in abject poverty. So 22 years into the new democracy, communities still suffer from the same situation and are not properly services, evidenced by recent service delivery strikes.

There is a split in view between those who view communication as an organisational delivery system versus those who view communication more broadly, as inseparable from culture and all facets of social change. For those who view communication as a process of message delivery, it is easy to view communication as a process of modernisation via the delivery and insertion of technologies, and/or inculcating certain, attitudes, and behaviour in the population. Communication and information are persuasion tools that can assist in the modernisation process. Communication in the form of marketing research can assist in the decision about development goals and communication strategies. Persuasion or marketing communication subsequently 'sell" development ideas and associated technologies to target audience (Melkote, 2001). Selling these ideas has to be linked to the development programmes or project solving short term or long term benefits, it has to be about proving technological development that provides sustainable long term benefits for the whole community.

Communication in its linear sense it is about the transmission of information and from one point to the other. It is linked with modernisation because they both deal with transitions, modernisation deal with change from a traditional to a modern way of life, and communication is at the centre of such transition. This is linked to the diffusion of innovation, the transmission of an idea, and knowledge to the communities. Community development is linked with change and innovation, and modernisation is linked to both change and innovation. Jones *et al* (2008) state that innovation is generally understood as the successful introduction of a new thing or method, it is the embodiment, combination, or synthesis of knowledge in original, valued new products, processes or services.

Communication relating to marketing deals with issues of buy-in from communities on the development projects. Communities should actively participate from the level of inception to implements of the development projects, they are the primary stakeholders and they provide key information about their needs. Jones *et al* (2008) state that it is important to identify stakeholder so that the reason for their involvement and their perception and priorities can be taken into account when planning how a project is to be implemented. This study focuses on the principle of community development in the context of development communication, also relating to the modernisation paradigm, participatory development communication and rural /community development. A multisector approach which is at the centre of the research will also be extensively discussed and on how it could be foster positive development with communities. The conceptual framework of the state's role in governance, development and sustainability imply development is not an end product but a continuous process of improvement in living condition.

According to Manyozo (2006), the term Development Communication was first coined in 1992 by Nora C. Quebral, who defined the field as the art and science of human communication linked to a society's planned transformation from a state of poverty to one of dynamic socio-economic growth that makes for a greater equity and the larger unfolding of individual potential. It has also been alternatively defined as a type of marketing and public opinion research that is used specifically to develop effective communication or as the use of communication to promote social development.

Khan (2013) noted that development communication was founded on the notion that poverty is a result of social and economic exclusion, it was also seen as key instruments in giving poor and marginalised sectors access to information and communication. Thus through a multisector approach, those sectors would receive information and take part in the development process. Khan (2013) also stated that the major thrust in the reinvention of development communication has been seen to take citizen-led initiatives more seriously, debunking the notion that development always flows from "lab to land", that is from experts to the grassroots. Development communication is no longer studied in a vacuum- it is now multidisciplinary in approach, content and goal in which almost all disciplines of social sciences which also encompass anything to do with developments and change.

Servaes (2013) states that sustainable social change can only be achieved in combination with and incorporating aspects of the wider environment that influences and constrains structural and sustainable change. These aspects include:

1. Structural conjectural factors;
2. Policy and legislation;
3. Educational systems;
4. Institutions;
5. Socio-political factors; and
6. Physical environment.

Mowlana and Wilson (1998) identified the structural approach to communication and development, which examines the present infrastructure of the world communication system to determine whether it impedes or promote development on all levels. South Africa is unique in its geographical and political makeup, differing greatly from other emerging markets; therefore, require a unique approach to its development strategy.

McPhail (2009) defines development communication on the process of interring systematically or strategically with either Media (print, radio, television, video and the internet), or education (training, literacy, schooling) for positive change. This could require a coordinated effort to link all entities in this systematic process. Barker (2004) in Swanepoel and De Beer (2006) describes Development Communication as a process by which people become leading actors

in their development, which allows people to go from being beneficiary of external development intervention to becoming generators of their development. Development Communication incorporates;

1. The need for an exchange of information to contribute to the resolution of a development problem; and
2. Improvement of the equality of life of a specific target group.

Implementation needs analysis and evaluation mechanism within the communication process (Swanepoel *et al*, 2006).

Any programme that is planned asserts a systematic process to it- coupled with a set of objectives, what is it that we aim to achieve. Communication is purposeful, any encounter has to achieve a particular or specific objective. Communication itself is studied as a system which comprises of different parts that are interdependent from each other and for the benefit of the whole system. People are at the centre of any communication process – their positive attitude towards communication endeavour is necessary for the success of the development initiatives and development programmes that are aimed at providing socio-economic growth. More importantly, as Lagerway (2006) asserts that development communication brings about a planned growth intended to promote human development, reducing, if not eradicating poverty, unemployment and other social inequalities. It is engaged not only in mere reporting of facts or opinion but also in teaching the people and leading them to action. It imparts and shares ideas to nurture and cultivate the proper attitudes, skills and values that are needed to develop, in short, Development Communication is a science that assists development goals. Also, Melkote (2001) asserts that development communication involves issues at all levels of consideration – what is possible at the micro (individual and grassroots) level often depends on constraints at the macro (global or national) level.

Gerano (1978) states that development communication is an educational process, it aims at developing social consciousness, personal responsibility towards one's fellowmen, one's community and country- Development Communication implies respect for the human person, respect for intelligence and right to self-determination – it is also a social process, social because it seeks the human response of people in society. The first concern of a communicator

– assuming he has something worthwhile to communicate (which does not necessarily follow from knowing the techniques of communication) - is to know his audience. To be able to claim that you are providing service to the people, you need to be able to have identified their needs and desires beforehand. Each locality or community will be map out different development needs and processes, it is through consultations with communities will be able to provide you with clear understanding and to design development tools that will solve their problems.

Cobley (1996) also emphasises that development communication is a social process, social, because it seeks the human response of people in society The terms "social communication", therefore, suggests the primacy of human values and human dignity over mere technique, better than "mass communication". It is the mark of a human being to be social, whereas the concept of mass is derived from an obvious quality of brute matter. According to Melkote (2001) development communication is concerned with the role of communication in social change. Communication is the maintenance, modification, and creation of culture, in this sense, the processes and institution of communication, of culture, and development are all woven together- it becomes impossible to think of communication as predominantly a process of information transmission.

Development communication theory focuses the fundamental role the media and government sectors play in developing our society and look to improve the quality of the lives of masses of people by providing the quality programming content, which is educational, trustworthy and can change their lives. Effective communication also boosts the acceleration of development, if there is a lack of communication, the development will likely take place. The implication for development communication, then, is a re-conceptualisation of its role. Greater importance will need to be given to the organisational value of communication (the transmission function) and the role participation social action communication in empowering citizens. Development communication does not message exchange but rather "emancipating communication" that will free people to determine their future, that should include everyone participatory in the process, not just the so-called target groups (Melkote, 2001).

Kumar (2011) identified three approaches to development communication;

1. Mass media development communication

- A well-defined development mass media and interpersonal communication infrastructure is necessary for development communication;
- These infrastructures must be accessible to the people, both physically and socially;
- The content of the messages should be balanced- the content should be both rural and urban-oriented and addressed to masses in both sectors; and
- The messages should be need-based and they should appeal to the audiences.

2. Diffusion/extension to Development Communication

- The main focus of their approach is the adoption of technological and social innovations through the diffusion of new ideas, service and products
 - i. Diffusion of both material and social innovation is necessary for the development
- Material innovations refer to economic and technological innovations and social innovations pertain to social needs and structure
- The individual and community decision for acceptance and rejection of innovation depend primarily on the needs of the adopters
 - i. What is communicated about the innovation and how it is communicated are very important

3. The integrated approach to development communication

- Emphasises the need to avoid duplicated and waste in development efforts
- The balance in the spread of information facilitates must be maintained both for rural and urban, background and prosperous areas

2.3.2 Modernisation Paradigm

Peng (2009) examines Lou Rangpu's work "the new thesis on Modernisation", where Rangpu maintains that if modernisation represents a necessary stage of societal change on modern times, this movement, though in one general direction, has been highlighted with multiple paths. Rangou classified modernisation into four categories;

1. Modernisation is a historical process by which economically backward countries catch up with the world's advanced countries economically and technologically through technical revolution under the framework of specific interrelation relations after the development of modern capitalism;
2. Modernisation, in essence, is industrialisation, but more accurately, it is the development process of industrialisation by an economically backward country;
3. Modernisation is the process and the generalised categorisation of the sudden and abrupt changes of humankind since the revolution in the natural sciences; and
4. Modernisation is the changing process of psychological attitude, social values, and beliefs.

According to Servaes (1995) Modernisation here is conceived as a process of diffusion whereby individuals move from a traditional way of life to a different, more technically developed way of life to a different, more technically developed and more rapidly changing the way of life. It is concerned with the process of diffusion and adaptation of innovation in a more systematic and planned way. Mass Media are important in spreading awareness of new possibilities and practice. Melkote (2001) states that modernisation, based on neo-classical economic theory, and promoting and supporting capitalist economic development. This perspective assumes that the western model of economic growth is applicable elsewhere, and the introduction of modern technologies is important in development.

According to Peng (2009) modernisation, propelled by modern industry, science, and the technology revolution, is the realisation of the grand transformation from a traditional agricultural society to a modern industrial society, and it reveals a process of profound change of social organisation and social behaviour due to the permeation of industrialism into the fields of economics, politics, culture, and ideology. The core concepts of modernisation theory are "tradition" and "modernity". The "modernisation" of society, in a nutshell, is a process of transformation from "traditional" society to "modern" society. Many early perspectives as to what is modernisation theorists have produced their perspective as to what is modern society, shedding light on the topic from their respective fields (Fangjun, 2009). Servaes (1995) views the central idea in the Modernisation perspective being the idea of evolution, which implies

that development is conceived as, firstly, directional and cumulative, secondly, predetermined and irreversible, thirdly, progressive, and fourth, immanent concerning nation-state.

Pieterse (2010) views modernisation as having evolved from a marriage of evolution and functionalism, with modernisation conceptualised either as a critical variable or a dichotomous theory. The critical variable is not the most common form of modernisation and relates to rationalisation and industrialisation. Advantage of this conceptualisation is that modernisation is regarded as an open-ended rather than a goal-oriented process and the defining terms are narrow. When defined concerning a single variable which is already identified by its unique term, the term "modernisation" functions not as a theoretical term but simply as a synonym.

Yuanxing (2009) states the goal of modernisation is to generate a rapid increase in social wealth and its driving force is economic development. The concept of modernisation often refers to the continuous process by which a traditional society is transformed into a modern society, including those of the advanced countries in the West. However, it is more focused on establishing an interpretive framework for a distinct social theory on how a traditional, or pre-modern, society is being "transformed". The core of the modernisation theory is how to clearly understand the relationship between traditional and modern societies and how to construct the latter.

Fangjun (2009) states that modernisation theory addresses countries' transformation from traditional to modern forms by looking into the various paths taken by these countries and the characteristics manifested during the process. Modernisation is a process of the modern transformation in social, economic, and political systems. Modernisation is a worldwide social movement, and its practice and theory have always been closely linked, in the 1960s: "development studies" evolved into an interdisciplinary field. By then, the post-industrialisation path of modernisation taken by the west had not only gained global recognition but also propelled the development of modernisation studies.

As social theorist Anthony Giddens (1998) suggested, modern society is a "post-traditional" society where people live in a world created together by a wide variety of traditions. This shows the continuity between traditional and modern society. The two are interlocked in the unity of

rupture and continuation; there is no inevitable clash between traditional elements and modernity (Yuanxing, 2009). He further stated that there is no schism between traditional and modern society; rather, there is a type of continuity. This result in awkwardness for the role of traditional factors in social transformation. The continuity defined above actually allows the traditional factors to remain a dominant force in the social transformation.

Pieterse (2010) defines modernisation as a movement from particularism to universalism, from usurpation to achievement, from functional diffuseness to functional specificity, and from effective role to effective neutrality. Furthermore, Pieterse (op cit) states that modernisation usually referred to as a paradigm but upon closer consideration turns out to host a wide variety of projects, some along lines of endogenous change (visa social differentiation, rationalisation, the spread of universalism, achievement and specificity) and other involving projects of exogenous change (the spread of market relations or capitalism, technological diffusion and industrialisation, nation-building and state formation).

2.3.3 Dependency Theory

The root cause of economic backwardness and underdevelopment of the third world countries was not their pre-modernisation or pre-capitalistic structure, but rather their dependent position in the economic system of the capitalistic world. The international border between the suzerain countries and satellite created by such an economic system was a relationship between imperialists' exploitation and those being exploited. The only way to achieve modernisation by the developing countries was for those countries to completely free themselves from the world capitalistic system (Peng, 2009). Servaes (1995) points out that the continued imperialist dependence after the end of the colonial period is ensured first and foremost by the reproduction of socio-economic and political structures at the periphery following the interests of the centre powers.

Dependency not only relates to South Africa depending on outside countries for development assistance and grants, but it could also stem from dependence by rural communities on the government to come up with development goals. It was reported in the *Sowetan* dated

10.04.2016 that the Minister of Human Settlement, Lindiwe Sisulu that the department will no longer provide free RDP houses to poor South Africans to combat the dependency syndrome. She was quoted said that the department cannot continue giving out free houses anymore, they will give people subsidies so that they can build houses themselves, she further stated that free houses create a dependency syndrome.

According to Servaes (1995) Dependence is a conditioning situation in which the economies of one group of countries are conditioned by the development and expansion of others. A relationship of interdependence between two or more economies or between such economies and the world trading system becomes a dependent relationship when some countries can expand through self-impulsion while others, being in a dependent position, can only expand as reflection of the expansion of the dominant countries, which may have positive or negative effects on their immediate development. South African should thus not only look beyond its boundaries for development goal but strive to change within. They need to look at their need and objective, how too effectively implement the National Development Plan, vision 2030, makes South African resources benefit them equitably. South Africa should focus on establishing trade with other BRICS countries as they share similar development goals.

Davids, Theron and Maphunye (2009) state that, the dependency theory draws on a diverse range of ideas with social science. It is therefore not surprising that there are several diverse elaborations on the dependency idea. The following are consensus to be reached concerning the dependency concept:

1. Underdevelopment is a historical process it is not a condition intrinsic to LDCs;
2. The dominant (first world) and dependent (third world) countries together form a capitalist system;
3. Underdevelopment is an inherent consequence of the functioning of the world systems-periphery is plundered of its surplus.

Davids *et al* (2009) further argued that the underdevelopment of LDCs is caused primarily by the actions of capitalist, developed countries that deliberately control and manipulate world

markets to their benefits and the detrimental of LDCs. It pays attention to external variables and accuses. The modernisation theory of seeking an only internal explanation for underdevelopment, thus ignoring the impact of external variables. Development countries are encouraged to strive towards self-reliance by de-linking from the capitalist world economy. Underdeveloped countries should seek goals appropriate to their own local resources endowment, their economic needs and value systems. They should choose for themselves what kind of external relations they should maintain during the development process and what type of external influence they allow to permeate their society.

2.3.4 Participatory Development Communication

Another sub-theme of the study is Participatory Development communication, which Van Rijn (2005) describes as the use of Mass Media and traditional, interpersonal means of communication to empower communities by allowing them to visualize aspirations and discover solutions to their development problems and issues. It is also a term that denotes the theory and practice of communication used to involve people in the decision-making inherent in the development process.

The participatory model incorporates the concepts in the framework of multiplicity. It stresses the importance of the cultural identity of local communities and democratisation and participation at all levels – global, international, national, local, and individual. It points to a strategy not merely inclusive of but largely emanating from the traditional "receivers". The core concepts are dialogue communication and actions that are essential for the process of conscientisation, which leads to emancipatory social change (Servaes & Lie, 2013). Communities need to be involved in their development processes, two-way communication must be forged with development agencies, government, from the inception stage. Everyone involved with the processes must all engage with one another to create a unified and similar strategy and similar goal that benefits all stakeholders toward rural development. A culture of self-determination must be encouraged for local communities to realise a community that strives for upper-level development goals.

According to McPhail (2009), participatory communication stresses the basic right of all people to be heard, to speak for themselves and not be represented or rewarded by another party. This open approach to communication attempts to facilitate trust and is aimed at recruiting participation of the native population in third world countries in their development. It is a mostly self-determining model in that it does not focus on describing conditions that already exist but rather seeks to perpetuate environments, especially within the economic development of developing countries, that encourage the indigenous population and the intervening parties to communicating in such a fashion.

Participatory communication emphasises a people-centred approach to rural development, it requires recipients of the development to be active participants. There is a need for a proper relationship between major stakeholders and proper efficient and effective exchange of information. According to Davids *et al* (2011) the principle of people-centred development, formulated as the building blocks of development – public participation, social learning, empowerment and sustainability- feature strongly in the integrated, people-centred approach. It involves a two-way interchange of decision making, views and preferences.

Servaes *et al* (2013) point out that, participatory communication stresses reciprocal collaboration throughout all levels of participation. The points of departure must be the community because it is at the community level that the problems of living conditions are discussed and interaction with other communities are elicited. More importantly, is that participation is made possible in the decision making regarding the subjects treated in the messages and regarding the selection procedures. Participation also does not imply that there is no longer a role for development specialists, planners, and institutional leaders. It only means that the viewpoint of the local groups of the public is considered before resources for development projects are allocated and distributed and that suggestion for a change in the policy is taken into consideration. Development agencies should take into consideration that people are at the centre of any project, the recipient should be the guardians and active role players. Effectiveness of a project is determined by the active participation of the end-users, efficiency is determining also by the knowledge of community's needs, the types of resources relevant for those specific needs and how they should be distributed.

Yet another sub-theme is that of the Integrated Development plan, which Van Rijn (2005) describes as providing a set of coherent action programmes that spell out an integrated vision for the future. Besides, the provincial government should be able to speak in one voice and align its programmes, guided by the National Development Plan. The Plan outlines a vision which describes how the government, wants the society to look in 20 years. The vision describes development objectives and it ideally would include priority and weight factors as well. There will also be a need for continuous views of policies, to adjust to the change in the environment also in government might necessitate move towards a different approach. The policy is a process that needs to undergo continuous monitoring and evaluations.

The vision of government is likely to change over time and after elections. It is therefore important to update vision regularly. Each government sector will develop their vision or sector development objective and methodology to develop sector master plan. Often the methodology is based on the multi-criteria analysis. It should be clear that the sector development objective and the methodology for developing sector master plans have to be adopted whenever a new vision or presented (Van Rijn, 2005). It should be also noted that even each government sector develops its vision and objectives, they should then align it with the National Development Plan. The methodology should be that provides for rural community engagement and participation and in line with a democratic process. Collaboration and coordination of different sectors are also encouraged to provide for congruent development plan and objectives that are based on the needs of communities.

According to De Beer and Swanepoel (2001), there are two distinctive schools of thoughts with the participatory development debate; the advocates of the liberal or humanistic views and the advocates of radical participatory development. The latter groups (radical) argue that participation can be effective only if it is direct and allows ultimate control to communities to decide their affairs. There must be scope for the production of new knowledge, the mapping out of new direction on the design of new organisational methods. All of which is to engender on upward progression from the bottom to management level.

According to McPhail (2009), three rationales exist for participatory communication,

1. The native population possesses relevant information regarding their circumstances and are unique resources without which a development project might fail;
2. The native population has the fundamental human right to contribute to the formation of their advancement; and
3. Inclusion of the native population will draw more support which will, in turn, facilitate the achievement of common goals.

The participation in any development programme depends on the level of motivation of people;

1. The level of motivation depends on the perceived need-based programmes and sustained community interest in the development programmes; and
2. Equally important is to reduce dependency motive to accelerate development changes in the social structure developing new expectancy which are essential to foster, sustain and accelerate changes (Kumar, 2011).

2.3.5 Multisectoral Approach

The Management for science and health policy (MSH) call for a multisectoral Partnership as a core strategy for scaling up national programs yet implementing these partnerships continues to challenge donors, government, and private institutions around the world. According to Van Rijn (2005) coordination of intervention, interventions are required and first of all, organisation want to avoid that different intervention are pulling the ship in different directions, resulting in minimal progress. There is a need to create development forum and database of NGOs, CBOs and NPOs which could provide necessary the information regarding the activities and services rendered by these organisation and areas that they servicing. Duplication of services could hereby be eliminated and organisation could be able to pull resources together when necessary.

Coordination enhances the synergies involved in the intervention and increases the efficiency of the operation of the organisation. A multisectoral planning approach creates objectives which help to enhance the synergy between different kinds of objectives through

interdependent, screening, ranking and programming of intervention. It should be noted that without the technical and managerial capacity a multisector approach only facilitates coordination. The organisation will not be able to coordinate its interventions. Managers need to have sufficient understanding of the conceptual framework-for things to work: if they do not understand the relationship between water quality, hygiene, sanitation disposal and treatment and health, it is unlikely that most effective and efficient intervention will be applied (Van Rijn, 2005). Knowledge of the relationship between variables is of the utmost importance if interventions are successful, and this in most cases is hampered by cadre deployment and appointment of unqualified personnel.

The management for science and health (MSH) indicates that a multisectoral approach often includes all of the sectors (NGOs, Government, Faith-based) as well as the private sector. The stages of progressive engagement in any partnership are;

1. Communication – exchanging information between groups;
2. Coordination – aligning efforts on a common activity, but not sharing funds;
3. Collaboration – explicitly planning and organizing activities together, using pooled or jointly budgeted funds implementation; and
4. Formal partnership- implementation planned activities using a memorandum of understanding (MOU) a contract to define the terms of collaboration, context and funding.

These aspects are used to evaluate and assess the North West Provincial communication systems. The most common notion of coordination is a rule-regulated and hierarchically organised, generally associated with the state as a legitimate controller and coercer. This view of co-ordinated have a strong resonance with traditional views of management where the role of the manager is seen as being “to plan, to organise, to command, to co-ordinate and to control” (Robinson & Hewitt, 2000).

According to Robison *et al* (2000) coordination has been a key form for organising development practice; coordination between government, NGOs and donors has been important for a long time, however, the context in which co-ordination occurs has been changing. The role of the state in development has changed, from that of the state as the all-

encompassing provider, to that of the state as a regulator. This change implies areas in which the state can legitimately be seen to have a co-ordinated role.

2.3.6 Stakeholder Relationship

An effective stakeholder relationship requires the creation of a collaborative partnership with defined social responsibilities and which could secure the optimal sharing of knowledge, communication, and social and economic participation. It supports a development programme which objectives are for greater inclusivity and sustainability. As Kelly, Kelly & Gamble (1997) points out, the fundamental idea of stakeholder is that social and economic inclusion should be an overriding objective.

Bloomfeld (2013) defines a stakeholder as any group or individuals who can affect or is affected by the achievement of the organisation's objective. In essence, anyone who comes into commercial contact with the company is a stakeholder. According to Kerzner (2005) stakeholder are individual or group that either directly or indirectly are affected by the performance of the organisation's performance, but may even have a claim on its performance. The importance of the Stakeholder relation is that it can contribute to economic development as it enhances communication and information flow thereby it improves the effectiveness and efficiency of developmental processes.

According to Van Tonder and Roodt (2008), important stakeholder such as customers, shareholders, suppliers, or the community plays an important role in the success of an organisation. It is necessary to approach them for their opinion, values and needs on important strategic issues. The objective of the national development speaks to community involvement and engagement, the results or aim being to develop capabilities of individuals and to create opportunities for all South Africans, such relationship (Stakeholder relationship) will create such conditions.

Jones and Murray (2008) state that it is important to identify stakeholders so that the reason for their likely perception and priorities can be taken into account when planning how a project is to be implemented. This requires proper management system or communication system if the development project could be effectively and efficiently implemented. Schwalbe (2002) states that, since the purpose of project management is to meet projects requirements and satisfy stakeholders project managers must take adequate time to identify, understand, and manage the relationship with all project stakeholders.

The philosophy of stake-holding, therefore, must have a wider economic application to give it some reality – thus the stakeholder economy must provide opportunities for individual and therefore the country as a whole (Kelly *et al* .1997). There is a link between governance and stake-holding, Bloomfield (2013) identified two principles;

1. The principle of corporate legitimacy
 - a. Managed for the benefit of its stakeholder (its customer, suppliers, owners, employees, and local communities
 - b. The right of these groups must be ensured and, further, the group must participate in some sense in a decision that substantially affects their welfare
2. The stakeholder fiduciary principle
 - a. Management bears a fiduciary relationship to stakeholders and the corporation as an abstract entity – it must act in the interest of the stakeholders as their agent and it must act in the interest of the corporation to ensure the survival of the firm, safeguarding the long-term stake of each group.

Stakeholder management assumes that all persons or groups who hold a legitimate interest in an organisation do so to obtain benefits and there us in principle no priority for one set of interest and benefits over another. Stakeholder management recognises the mutual dependencies between the organisation and various stakeholders' groups- that are affected by the operation of the organisation but can equally affect the organisation, its operation and performance (Cornelissen, 2014).

2.4 SUMMARY

This chapter provided an outline of different theoretical perspective relating to areas of development communication. The chapter further provided a theoretical understanding of the importance of communication and community participation in the development processes of communication and inter-agency coordination and collaboration, based on a multisector approach to rural development discussed. Herein the focus was on the importance of communication in the development of rural communities and its role in fostering a conducive relationship and environment for effective and efficient community development.

Theories provide ways of how communication is viewed, provides us with direction or view of looking at aspects of communication herein being participatory communication and multisector approach that the research interests and concerning the subject matter, rural development. The local population are custodians of their development as they have indigenous and relevant information about their circumstances and needs. As theories are made up of concepts, the present research deals with how communication, development communication, participatory communication and, the multisector approach could all play a major role in efficient and effective development processes in rural areas. The theory is based in abstract thinking that postulates what ought to be and provide for attaining the goal, herein being rural development, theories provided gives us explanatory framework and provision of the hypothesis that can provide support for communication and development communication as a tool for sustainable rural development.

Fundamental to the success of a multisector approach to rural development is community participation, collaboration and coordination between all stakeholders in the development process. Rural communities are custodian to the development process as they possess critical information relating to knowledge and circumstance of their environment. The Phalaborwa initiative offers evidence of the success of a multisector approach in dealing with development and health issues, a partnership between the private sector, government and communities.

The National Environment Management Act: Waste Act 59 of 2008 highlight the importance of coordinated and collaborative effort relating to the following programmes, EPWP, IWMP, IDP and DWCP. All address similar problems and it could be efficient and effective if they could share resources and eliminate duplication of services. The Siyakhanya Nentsha (2007) project also employing a multisector approach provides the impact of partnership and collaboration between development agencies, rural communities and government.

Spencer (2003) points out that the Secretariat work of the Commonwealth shift from a health to a development approach, engaging with all sectors, this is a shift towards a Multi-sector approach. Guidelines unidentified by Jamison (2006) provide a clear articulation of the implementation process from policy development to monitoring and evaluation, emphasis on coordination and collaboration of all sectors, at all level to contribute for an effective partnership. Hussien (2003) identified coordination as an important feature of a multisector approach and also a need for information sharing between stakeholders in a development project. It is this notion that the present study of a view that a successful implementation of a multisector approach could provide an environment for an efficient and effective rural development with the North West Province. Further, Pollitt (2003) states that benefits are seen in addressing complex social problem in a comprehensive, integrated way, the elimination of mutually undermining policies, better use of scarce resources, the creation of synergy by bringing together different key stakeholders in a policy field or network and providing citizens with access to related service.

Many governments have reached this integration phase but it represents a major challenge for them. Indeed, many integration projects have failed, the situation is due to the misunderstanding because the integration phase is considered complex due to the multiplicity of stakeholders that participate in integrated service delivery (Gejendra et al. 2012). Lobelo (2006) states that lack of competency and understanding of concepts might lead to members not being able to articulate the desired programme of action, communication is a skill, and therefore it could be advantaged if anyone in policy development position lack capacity. On the other hand, social and cultural components such as poverty, level of education, gender, class, caste, age, and social exclusion can directly impact the use of computers with the government using ICTs.

CHAPTER 3: INFORMATION AND COMMUNICATION TECHNOLOGIES;

AN APPROACH TOWARDS AN EFFECTIVE AND EFFICIENT GOVERNMENT COMMUNICATION

3.1. INTRODUCTION

There is a great interest in the application of information communication technologies (ICTs) and social media to development communication. There is also an interest to focus on the needs of communities and the benefits of new technologies rather than on the technologies available. Access to technologies is only the start of the process. Local content and language are critical to enabling the poor to have access to the benefits of the information revolution (Khan, 2013). Servaes (2013) believe that sustainable social change can only be achieved in combination with and incorporating aspects of the wider environment that constraints structural and sustainable change, aspects include; structural and conjunctural factors, policy and legislation; educational system; institutions; socio-political factors and the physical environment. Information and Communication Technologies encompasses all devices used for the transmission of information and sharing, in relating to development-related information. Information is critical in providing and establishing a mutual relationship between government and communities. Central to this Chapter is the notion that ICTs can have an impact on the efficiency and effectiveness of government communication.

Lang (2014) noted that in the study of human communication, whether mediated, interpersonal, group, or mass, is the presence of a human. The location of the human, the location of the communication partner or partners, the time course of the interaction, the medium that carries the interaction, the contents of the communication interaction, and the type of partners involved in the interaction are all variables in this dynamic system. ICTs act as a mediator in the communication process, they provide a unique notion of communication, creating interconnectivity and instantaneity. Dynamism in the process of communication is based on its continuity and that all parts of the process are interdependent and it goes through continuous change. Technology is one of the components that undergo continuous change and rapid

evolution, effectively how communication between government and communities could be conducted.

The government introduced intervention projects such as digital villages like the 'Thusong Centres' as a means to circumvent the negative effects of technology. The more technology advances the more it created a digital gap. The provincial government must come up with an intervention to bridge the digital gap and overcome problems relating to rural development. According to Attwood, Diga, Braathen and May (2013) in South Africa, an upper-middle-income country, the percentages of the population categorised as individual "internet users increased from 5.4 % in 2000 to just 18 % in 2010. To overcome these low percentages, government intervention is frequently adopted, especially in rural areas, where it is not profitable for telecommunication operators to build infrastructure as a means to promote the uptake of internet use in poorer communities.

ICT could improve the issues of community access to Health care services, it could help communities to receive information and foster effective service delivery. There has to be a shift by the government to provide their services online, a move towards e-services and e-government. According to Oreshin (2014), information and communication technologies (ICTs) occupy a special place in contemporary infrastructure, influencing factors in economic growth, trade, and other spheres of activities as well as helping to solve the problem of employment by augmenting income and opening up markets- ICT help to improve access to health care, education, information, and communication.

The concept of e-government describes the increasing offer of e-services by government and the growing use by citizens. Development of new ICTs and their appropriation by the private and public sector have been through an acceleration that has never been before- deep changes within government, as well as regarding their relationship with other actors (the citizens and business) (Dupre, 2014). According to Yayashree and Marthandan (2010) in Dupre (2014) e-government is the "use of technology to enhance information shared, service delivery, constituency, client participation and governance by transforming internal and external business, government as well as citizens, among different units or spheres of government.

Whereas Harris (2000) in Gajendra, Xi & Wang (2012) defines the e-Governance as E-Governance is not just about government web site and e-mail, not about service delivery over the internet, not just about digital access to government information or electronic payments but it will change how people relate to governments as much as it changes how citizens relate to each other.

Municipality develops Integrated Development Plans (IDP), to assist in the implementation of their development project, also in line with the National Development Plan. For the IDP to be effective, a multi-sector approach needs to be employed, using ICT in creating access and platform for community participation. According to Puri and Sahay (2007) participation of local communities has been important at least in two domains;

1. Rural Development processes in developing countries and
2. Information systems design.

The issue of public participation, especially in the contemporary context in which the use of information and communication technologies (ICTs) is being integrated within rural development initiatives in developing countries becomes the enhancement to shift government towards e-government.

E-government initiatives should clearly articulate community participation, each community have different circumstances and environment, therefore require different community intervention, information that could be shared through community participation. Gajendra et al (2012) states e-government has traditionally been understood as being centered on the operation of government, it is now thought to extend the scope by including public engagement and participation. The movement to e-government is essential for the government to interact and communicate with people and business transactions. The key slogan of e-government should be "citizen first". It is therefore crucial that the existing E-governance projects are assessed with the focus on the nature and impact on users

3.2. THE ROLE OF INFORMATION TECHNOLOGY IN DEVELOPMENT

Many scholars and policymakers have noted that ICTs are the fastest-growing sector of modern and developing economies. In certain countries, well over 30% of the workforce is already engaged in the so-called information or knowledge sector, and also in some parts of the developing world the percentage is rising rapidly (Servaes .2013). Communication technology is in the centre of discussions on change and development. Even though they are problematic and difficult to implement, they have the potential to be more democratic. The North West government must move towards e-government initiative, make them more accessible to communities.

E-government has traditionally been understood as being centered on the operations of government, it is now thought to extend the scope by including public engagement and participation. E-government is the application of information and communication technology (ICT) for delivering government services, exchange of information and communication between government and public. Government services are made available to the citizens in a convenient, efficient and transparent manner though e-governance is a means for governments to use the most innovative ICTs through electronic networks with convenient access to government information and services.

Based on the constitution, it is the right of the community to receive government-held information, they need to be accountable to communities, and it is a democratic principle for sharing. This requires an improvement of communication infrastructure and technology readiness of the community to allow for cost-effective development programmes and e-government. According to Dupre (2014), it is clear that e-government has to be designed with citizens in mind; the notions of transparency and accountability are extremely significant. The reason for implementing ICT-driven projects shifted from cost-effective justification to more democratic and interventionist motives- e-government is a culturally and socially embedded concept. It could be argued that e-government is evolving towards lean government and platform-based governance – that the government is smaller (less public spending and fewer interventions) and plays the role of an "enabler" to empower pre-existing capabilities with citizens and businesses.

The South African government has committed itself to achieve universal ICT access, particularly for the poor in underserved areas, however, to make effective use of the opportunities resident in access to connected computers, a person needs to be ICT literate and have access to a functional and connected computer (Attwood et al. 2013). Computer literacy programmes should be introduced early in school with the assistance and partners from the private sector. A multisector approach is ideally suited for such partnership to flourish, Thusong Centres and Digital villages must be revitalized to bridge the digital divide and would effectively create platforms to introduce internet usage in communities.

The internet has changed the face of communication as it has made possible convergence of all mediums, by creating space and cost-effective way on creating a participatory platform for sharing information online. If government services could be available online, it could be both efficient and effective for improving the government's service delivery. E-government provides for such a situation or a possibility for information to be available online and with Digital villages, the community can have access to the Internet. According to Margetts and Dunleavy (2013) in Dupre (2014) internet in public management context has been linked to New Public Management (NPM) for the first implementation stage. Further clarified that the NPM is the approach according to which the public sector can be improved by the importation of business concepts, techniques and values as well as the fast appropriation of ICT by the private sector led to new expectations from the citizens and was seen as a model regarding cost-effectiveness.

There is a causal nature between education, technology and development. According to Breitenbach (2013), there are two causal relationships of value in human development. The first relationship runs from technology transfer to human development to improved education and, ultimately, to economic development. It is the individual who learns new technology when it is introduced (transferred). The recipient's knowledge (and learning capacity) is enlarged and therefore human capacity built when internalizing this technology. The second is the causal relationship that runs from education to human development, which leads to a higher technology absorption rate which ultimately leads to more economic development.

As Trimi and Sheng (2008) states, since the 1990s, public sector organisation across the globe have been applying internet technology and other ICTs in innovative ways to deliver services, engage citizens, to improve efficiency as well as a set of practices commonly known as electronic government (e-government). An explosion in the use of mobile technologies (M-technologies), such as mobile phones, laptops, and personal digital assistants (PDAs) to connect to wireless networks has enabled the government to transmit from e-government to mobile government (M-government). A multisector approach could provide an environment for community participation and that would create a need for communities to actively learn the technology being introduced. The government can only realise a cost-effective development intervention only with communities playing a major role and choosing their means of interventions. The government must be innovative in ways of using technology devices as tools for sharing information, they could use social media, but the barriers will always be the availability of infrastructure for the provision of networks. Rolling out free WIFI could be a way of creating an environment for the effectiveness and efficiency of e-government.

E-government, which refers to the use of wired-internet technology by a public-sector organisation to better deliver their service and improve their efficiency, has achieved significant improvements through the development of many innovative applications and thus it has become a global phenomenon. Based on the type of transaction performed, e-government functions are categorized into: informational, transactional, and operational. The informational function provides access to government information through the Web portal, including online publishing and broadcasting. Transactional functions allow citizens to interact with government agencies via the Web such as online procurement and payments. Operation functions refer to internal governmental operations that focus on internal efficiency and effectiveness of operations and the interoperability across different e-government practices at different level (Trimis *et al.* 2008).

Dupre (2014) on Cordella (2007), noted e-bureaucracy the approach as adequate as the budgeting imperatives, that compel government to justify their expenses, thus on ICT project which will only be accepted if it is supposed to lead to greater saving later on: therefore, both the cost-effectiveness and the positive impact on citizens are present in the concept of e-government. Developing countries have spent a lot on the improvement of infrastructure and

telecommunication capabilities. South Africa remains behind concerning its capabilities and access to ICTs is limited only to urban areas, more need to be done for the development of rural areas.

According to Gurstein (2000), it is clear that the most economical success of the developing countries has been those which have invested most heavily and most expertly on the infrastructure of information technology, and in particular in the developing of effective telecommunication. The installation of a fully developed communication and infrastructure will, however, take time, and the cost means that their availability will still be limited. The technology juggernaut is moving forward, and increasingly, segments of society find themselves displaced or simply left behind as consequences. Community Informatics (CI) is concerned with carving out a sphere and developing strategies for precisely those who are being excluded from this on-going rush and enabling these individuals and communities to take advantage of some of the opportunities which the technology is providing

E-government is built on citizens' capabilities (capabilities is defined as what it takes to do something) but also on the administration's capabilities. E-government has a positive externality on the entire society- it improves the transaction between business, between citizens and business, it facilitates the interaction between governments, between government and business and between government and citizens (Dupre. 2014). Gurstein (2000) further noted that CI is also concerned with enhancing civil society and strengthening local communities for self-management and environmental and economically sustainable development, ensuring that many who might otherwise be excluded can take advantage of the enormous opportunities the new technologies are presented.

As Dupre (2014) points out, the added value of successful ICT-driven changes in the relationship between public services and societies is significant and this kind of measures is usually widely accepted as it is motivated by cost-effectiveness as well as by the idea of doing what is right for the citizens. Policies need to be put in place to act as guidelines for improvement of government relations and enhance rural development. Policies for cost-effective measures should be put in place to channels and programmes for cost-effective

measures for rural development. Since 1994, the government was challenged to develop policy and programmes aimed at rural development and address inequalities of the past. Communication policies should not reinvent the wheel but improve on the existing infrastructure, improve their efficiency, accuracy in reaching its intended target on time and improve the accessibility of information through usage of technologies. It should be noted that the medium is also the message, each medium offers different feature and control the type of message that could be sent through and community with their distinctive nature also affect the type of medium to use when communicating, thus communication policy should provide guidelines.

According to Margetts (1999) information technology cannot by itself change the inherent nature of the tools of government policy- but by using information technology, the organisation may change the way they use those tools in two ways:

1. By re-engineering the way that existing tasks are carried out; and
2. By creating new tasks and opening of policy opportunities that were not previously possible.

Communication plays a vital role in the development of rural communication, through the sharing of knowledge and skills distribution. New technology has created an interactive nature of communication, provision of feedback instantaneous. ICTs should be prioritized in the development of rural areas as it could make information dissemination and interaction between stakeholders more effective. Thus a multisector approach could create a conducive environment for coordination and collaboration between different sectors. According to Oreshin (2014), the competitiveness of a country in the world and regional economy is determined not only by the level of development of existing infrastructural networks but also by priority projects scheduled for completion shortly. To flourish and to provide its people with a decent standard of living, therefore, a country needs efficient transportation and energy systems, communication, developed financial system, and a business services sector.

If it is true that the possession of information is advantageous to the possessor, and its absence is a disadvantage, then it would seem to follow that information is essential to this developmental process- the relationship between information and development appears to be

close. The information system also supports the vital service sectors, such as banking, insurance transport or the media. In other words, while the availability of scientific and technological information has been the necessary foundation for the development of science-based industries, the extended use of information technology has been necessary to create the wider infrastructure within those industries (Feather. 2004).

Feather (2004) identified Japan and Singapore to have both gone further than the West in exploring information technology in business and industry and using the facilities which it offers in daily life. Japan has developed a vast manufacturing sector of which information technology is an integral part, both as a tool and as a product- Japanese industry makes widespread use of robotics and computer-controlled, but the production of information technology hardware is itself a major element in the Japanese industrial economy. While Singapore along different lines, use the communications capacity of information technology to turn itself into a financial centre of global importance. Communication and participation of rural communication are important in South Africa in creating and improve development processes and in designing communication infrastructure that will be cost-effective in dealing with development programmes, largely information and skills distribution. Communication design involves how we integrate ICTs within rural development programme and initiative, with emphasis on e-government.

In both Singapore and Japan, the economic success built on the exploitation of information technology has been used to support social development, although in different ways. Information technology application can be very diverse, and that both the causes and consequences of the diversity can be political as well as economic (Feather. 2004). According to Puri and Sahay (2007), the increased use of ICTs in developmental context is driven by the objectives of improving governance, inculcating transparency and eliminating the historically existing legacy of inefficient and corrupt systems and bureaucratic controls.

The primary purpose of government communication is to establish and maintain a relationship with communication, try to address the inequalities of the past and facilitate development. Policies of government should be that facilitate rural development by conducting their affairs

openly and transparently, this could be realized through e-government. Thus corruption with the eradicated, bureaucratic control eliminated through public participation and open access to public information. According to Ganjendra et al (2012) asserts that the ultimate goal of the e-government is to offer an increased collection of public services efficiently and cost-effectively. E-government allows for government transparency and accountability. Government transparency is crucial because it facilitates the public to be informed about what the government is working on as well as the policies they are trying to implement. The significant benefit of E-government includes efficiency, improved services, better accessibility of public services, and more transparency.

3.3. THE ROLE OF INFORMATION COMMUNICATION TECHNOLOGY IN GOVERNMENT COMMUNICATION

The appropriation of ICT by the public sector implies two issues: improving the society's welfare by battering its services, and doing so in a way which does not lead to unwanted outcomes. The question of "Why" implementing new ICT new government cannot be separated from the "how" to do it a question (Dupre, 2014). According to Kumar & Best (2006) state that e-governance is increasingly observed as the answer to an excess of problems that the governments or public agencies in general face in serving their constituencies effectively. These include a means to improve quality, save costs, reduce response times, and allow access to services, and as a means to increase transparency in administration, increase political participation and reduce corruption. The "why" question, would be answered by the possibility of increasing service delivery through a cost-effective way of utilizing ICTs and availing information to the communities to speed up services rendered. The "How" question, will be through employing a multi-sector approach and community participation during all phases of the development processes.

E-government component is divided into two categories: front - office and back office. The front – office category includes online service delivery to citizens, businesses and employees, via the Internet or other multiple access channels. The back-office category involves internal government management and information sharing both within and between agencies (Gajendra et al. 2012). According to Margetts (1999), policy implementation depends upon information technology; computers also play a role in policy formulation, as new technology development

opens up new policy possibilities. Investigate the commodity off information technology to the basic function of government by considering its relationship with the four "tools" of government policy, nodality, authority, treasure and organisation.

Margetts (1999) in Hood (1982) identified tools of government and his approach was focusing on the point where government comes into contact with communities, the world outside. There are two basic distinctions between tools for dealing with the world outside government;

1. Distinguished between detectors (the instruments that the government uses for taking in information) and effectors (the tools that the government employs to make an impact on the world outside);
2. He defines the four basic resources- that government possesses by being government and in which they can draw for detecting and affecting tools;
3. Nodality, denoting the property of being in the middle of information or social networks;
4. Treasure, denoting the possession of a stock of monies of fungible chattels;
5. Authority, denoting the possession of legal or official power; and
6. The organisation, denoting the possession of a stock of people with whatever skills they may have.

In the contemporary system of production services, it is possible to distinguish the following structural element:

1. Technical objects of infrastructure – objects of arterial transportation, communication, material-technical provision for production;
2. Transportation and logistics- specialised forms of transportation, finishing and preparation of goods and their delivery to the final consumers;
3. The system of communication; and
4. The system of business services: financial provision for subjects of social reproduction (Oreshin, 2014).

Improvement of technology deals with the increase in the accuracy and speed of open access to information sharing capabilities across time and space. Geographical problematic areas hamper access of those communities to government information but with the use of mobile devices, such barriers could be solved through improving telecommunication infrastructure. Development of government application can bridge the digital divide in the sense of information sharing and access where communication infrastructure is lagging. By government being online, the information could be updated accessed in real-time and the introduction of M-government would further improve government inefficiency and increase community participation, as feedback will also be received in real-time.

According to Trimi *et al* (2008), it is the end-users who are the initiators of transactions that involve e-government. There are two technological challenges to widespread adoption and implementation of e-government. First, on the provider's side (government), technological infrastructure needs to be built to support the transformation to e-government. Secondly, on the end user's, there exists inherently inequitable access to e-government services due to the digital divide among demographically, economically, and socially diverse groups of the population within a country as well as among different countries.

M-government is an extension or supplementary of e-government. M-government is the strategy and its implementation for providing information and services to government employees, citizens, businesses, and other organisation through mobile devices. It enables location-based services (LBS) – personalized services delivered to a mobile device user at a remote location. Since a mobile device is usually used by one user who carries it at all times, it also provides the "identity" of the user thus making it a venue for personalized services and/or for tracking/identification. These unique features/advantages of m-technology increase the opportunities for the government to provide more, better, and different types of services to citizens. M-government is valued-added e-government because it offers the following advantages;

1. It implies the delivery of government information and services. Citizens can get immediate access to certain government information and services on an anywhere-anytime basis;

2. M-technology may be the best solution to overcome internet connectivity problems and digital divide issues faced by e-government applications;
3. Compared with wired networks, wireless networks appear to be a more cost-effective choice for countries with dense populations and difficult terrain;
4. M-government applications can help avoid problems faced by some countries, such as corruption and low productivity of governmental agencies;
5. M-government increases the efficiency and effectiveness of government employees, with the help of m-technology. Government employees can access the information needed in real-time and update records on the spot.

Consequently, while m-technology can help remove infrastructure challenges and present tremendous opportunities for the development and growth of m-government in less-developed countries, m-government applications are prevalent in developed countries. As the number of wireless users continues to increase, issues are resolved, and technology advances, more innovative m-government will become an increased (Trimi *et al* .2008). It is all about being efficient and effective in delivering information and creating platforms for community participation. Mobile devices could play an important role in linking communities and agencies through the platform of discussing, be it social media applications, the matter relating to their development cost-effectively.

Certain technologies and technological approaches will be more supportive of community access than others;

1. The continuous upgrading of hardware and software to handle ever more elaborative processing requirement may be a major burden for communities with few resources for this type of ongoing expense,
2. Similarities, technologies which require extensive maintenance or installation support may not be feasible for communities where such skills are unavailable or are very costly.

Providing an appropriate physical facility for such “community” access is often an issue, as is managing and sustaining the institutions or organisation through which the access is being

provided, organized the facility to optimise the use of the technology and the opportunities which it provides, and linking this into ongoing local services delivery and other institutions (Margetts, 1999). According to Oreshin (2014), the chief investor and initiator of infrastructure development must undoubtedly remain the state, whose sphere of competence include supervision of tenders for the construction of infrastructure objects and oversight of the implementation of investment projects.

The government's role should be that of facilitating development, establishing programmes that are aimed at improving the living standard of rural communities. The role of the state is that of the service provider, provide with the scope of the intervention in rural development by creating a condition for community participation and development. To provide direction in a multi-sector approach by developing and exploring possibilities of permanent/sustainable development and also guaranteeing a positive socio-economic impact of rural development programmes. Provide policy guidelines in the implementation of ICT driven rural development initiative and a move towards the implementation of e-government.

The use of ICT by the government is shaping society: it modifies the way citizens and businesses interact with other individuals or companies as well as with government. Failure of ICT is defined by lack of uses for and/or significant additional costs and delays-politically, ICT projects in the public sector must succeed. The other challenges for every governmental ICT-project are to convince citizens to use the new tools especially since the paradigm shift towards citizen centricity. Behavioural decision science relies on the belief that people would like to make better choices for themselves but cannot because of the biases (Dupre, 2014).

Citizen central development is the ability for the state to create development dialogue, between external agencies and community to influence community participation in their development projects. The government must consider the community as key stakeholders in the development programmes, as such need to be fully engaged in all phases of the development process, from defining the problem to implementation and monitoring, solely on the premise that the community are end-users of the development programmes. Establishment of ICTs related projects i.e. Telecentres should consider the community needs and levels such as technological

comprehension as end users and the perceived community benefit and sustainable development.

Margett (1999) Telecentres "community access program". These centres, in addition to providing communication and small business support, also may become centres for the delivery of electronic mediated health, training, and public information services. They present both responsibility and opportunities- the responsibility to design activities to effectively provide these services, and the opportunity to help communities while (and not incidentally) developing sufficient revenues to ensure sustainability.

According to Margetts (1999) the site of community access which is central to the impact of ICTs in many local communities, range, and number and distribution services availability. The effectiveness of the centre will determine the effectiveness and success of service delivery. Planning and design of the operation of the telecentres should be as an intermediary between the information provider and information users. The physical and organizational design of the telecentre should also reflect its likely use as a service facility and should include among others connectivity, a paraprofessional staff with online and information management skills. Translation facilities for the key language served in the community's multiple users- education, extension, small business support and communication; and Sources of revenue to ensure sustainability, links to an established physical institution.

Breitenbach (2013) noted that sustainability requires that the community continues with the telecentre once the donors withdraw from the project. This implies that the processes followed in setting up the telecentre are completely driven by the community's need for development information and communication and that the community participates in every decision and during each phase of the development of the telecentre, including its use, maintenance and management.

3.3.1 The Role of Telecentres as a Bridge to the Digital Divide and Rural Development

According to Lesame (2005) the term "digital divide" refers to the gap between the access of individuals, households, organizations, countries and regions at different socio-economic levels to ICTs and internet usage. Thus, the digital divide not only refers to the gap between the affluent, urban "haves" and the impoverished, rural "have-nots" but also the digital and ICT chasm between the African continent and the developed world. For the benefit of this research, the focus is based on their influence and contribution toward rural development with South Africa. According to Attwood (2013), the Census of 2011 presented the latest information on household internet use: 8,6 % of households access the internet from home; 16,3 % access from their cell phones; 4,7 % from work; and 5,6 % from elsewhere, the majority of the household (64.8%) still have no access to the internet.

With a high 16,3 % of community members who access the internet via cell phones, it could be probable to the introduction of e-government and m-government a cost-effective approach to government communication and rural development. What will be the requirement is the increase in telecommunication infrastructure in rural areas to make information and accessible and available via the internet to those using cell phones. Access to the internet is essential in development communication and participatory perspectives, as it creates a cost-effective environment for information sharing and rural development.

It would also be self-defeating if we introduce a mechanism for information sharing if they will further create barriers for communication and development. The mechanism for rural development and information dissemination should be those that allow for community participation and long term development benefit. Planned change is necessary in introducing technologies on communities that never before used such, community participation is crucial in this regard. Castell (1998) in Attwood et al (2013) raised the concern that many will be excluded from the new information society, leading to socio-digital exclusion and the much-discussed digital divide, this could be understood through the concept of multiple deprivations, where exclusion from goods and services based on ICT constitute digital poverty.

According to Sen (1999), capabilities approach was used as a basis for the digital poverty concept, argues that it is not the possession of an asset in the case of ICTs, nor the availability of certain utilities that creates well - being, rather of the value is what a person defines as his/her to use assets, as well as their characteristics within their environment. In a nutshell, the physical infrastructure needs to complement the community's ability to use them, which would result in a positive development for them. Lesame (2005) also stated that the absence of ICT centres in most rural areas contribute to the information gap between people who can access information from ICTs (the information haves, mostly urban) and those people who cannot access information from ICTs (the information have-nots, mostly rural).

Telecentre should work within a particular system or approach and create a structural system of interdependent parts all for the benefit of its success. From the human element, technology and political environment all need to be based on the sole objective of socio-economic benefits of the community it is established. According to Attwood et al (2013) government, sponsored telecentres are a common non-profit mode of delivery, however, there is much evidence of recurring problems. Telecentres have many structural components (human, political and technical) which need to support each other to create a functional telecentre. The failure of one or more these components can render telecentres non-functional, such failures continue to plague the delivery of Public Access Computing (PAC) services in South Africa.

A case study by Breitenbach (2013) highlights the importance and effects of telecentres towards sustainable rural development. The paper aimed to investigate policy-makers in South Africa and Africa of, first, sustainable consideration that renders telecentre successful for economic development, and, second, the observed positive improvements (development outcomes). The paper evaluates a South African telecentre (in Thabina, a rural community in Limpopo) that may serve as best practice. It's a qualitative study presented within the context of sustainable consideration and development outcomes that show it made a positive economic contribution of the community of Thabina.

Kanfi and Tulus in (Breitenbach. 2013) define telecentre as a location which facilitates and encourage the provision of a wide variety of public and private information-based goods and services, and which supports local economic or social development, community ownership is another important feature. Breitenbach (2013) points out that while there is no single definition of a telecentre to satisfy everyone, a common characteristic is a physical space that provides public access to ICTs for educational, personal, social and economic development.

The use of technology (especially ICTs) reinforces education by making education more accessible and by developing human cognitive ability with technology transfer; improved education again increases the human cognitive ability to absorb more technology transfer. This can be referred to as a continuous process, as a lifestyle of learning that can be described as the ongoing learning and education experience of an individual throughout his or her productive life. Improved education leads to more technology being internalized, leading to more education and improved learning (a human factor capacitated through the internalization of technology – "technologified human" – acquires improved cognitive skills), cumulatively building human capacity and having the potential to accelerate economic development (Breitenbach, 2013).

3.3.1.1 Thabina Telecentre (Case Study)

As Thibana is a rural community within a very agricultural setting, it requires information and development intervention from the government. According to Breitenbach (2013), the community appeared to need information on farming practices and to communicate with other agriculture-related organizations. It was, therefore, the ideal community to research in terms of the effectiveness of ICTs in a rural context, from the planning stage of the telecentre through to evaluating the economic impact on rural development after initiation of the pilot centre.

The case study explored the proposition that to promote sustainable rural agricultural development the provision of basic development information and communication is a necessary but not sufficient condition. Development ICT is delivered via a telecentre. The telecentre needs to be evaluated for sustainability and the achievement of development outcomes in the community it serves. Since the management committee had no prior

knowledge of the Internet or ICT, a workshop was conducted and translator called since members did not know English and that could create effective communication. It was agreed that participative grassroots consultation was necessary for greater community support. According to Breitenbach (2013). The main objective was to obtain basic needs and, ultimately, to establish whether a telecentre was the ideal solution, these steps contribute greatly to explaining clearly what was required of the participants: their indigenous culture was taken into account in a committed manner Most farmers needs were based on continuous community liaison with the relevant stakeholders (DoA, DWARF) on matters that related to their basic needs on land and water, and also service providers- matters relating to subsidies. This is based on community participation and a multisector approach, without collaboration between the public and private sectors, most development initiatives would not be successful in achieving their objectives.

The key assumption to Breitenbach (2013) was based on the evaluation of the researcher according to whether the operational assumptions proved to be accurate and whether the objectives of the project were attained. The following are assumption made by the case study;

1. Community ownership can be obtained through effective participant communication especially employing patient, focused and substantial stakeholder involvement;
2. It is regarded as an essential condition for attaining sustainability.

These are the results (evaluation) of the case study relating to Thabina telecentre:

1. Telephones facilities, a computer (ICTs) were installed;
2. Farmers and their families use the telephone regularly; the library provides most of the information on farming principles which the farmers were looking;
3. A notable contribution to the efficient financial management, knowledge and emphasis by all the farmers;
4. It increases their levies to fund to telecentre, which augurs well for financial sustainability;
5. The computerised bookkeeping system has brought about the realisation that external assistance to improve local farming practices; and

6. The community now has a library, receive one newspaper and the journal of the Department of Agriculture free of charge, obtain lecturers and workshops on health matters.

Case study findings: The researcher (Breitenbach. 2013) noted that South Africa does not at present have any “best practice” model to which it can refer should it wish to establish telecentres for development. The evaluation was done based on the community's communication needs, whether technology identified was appropriate in fulfilling needs and the community was able to use it to its advantage.

The paper has shown that certain human and socio-economic development outcomes were achieved. Identified achievements;

A big step forward was the upgrading and provision of enough irrigation water to obtain better yields. The seeking of external assistance to help the locals with improved farming practices to secure a more stable financial future point in a similar direction. The new computerised bookkeeping system was the basis for expert assistance to improve local farming practices (Breitenbach. 2013).

In a nutshell, the social development of the community includes access to a library, access to information via newspaper and the agricultural journal, health information and vaccination of all the children. The results and outcome of Thabina telecentre give good credence for the positive contribution to the sustainability of rural development in the employment of a multi-sector approach and community participation. In the past chapter (3) we discussed the positive contribution a multisector approach towards the success of the Phalaborwa Telecentre that resulted in the improvement of the socio-economic condition of the community.

An article by Attwood et al (2013) titled "Telecentres Functionality in South Africa: Re-Enabling the Community ICT Access Environment" considered the element of agency and structure combine concerning ICTs, the Choice Framework (CF). The approach (CF) facilitates the analysis of people's varied ability to empower themselves and improve their Quality of Life

(QoL). The research analyses the operational experience of telecentres' provision of computer and internet access, alongside user experience that reveals how telecentres and other structural issues interact with the characteristics of users and their various sets of resources. The notion of user experience emphasizes that a need for environmental analysis, demographic and socio-graphics makeup of communities is essential for the success of the development project. Community participation will also give insight into the nature of communication resources available for communities and their poverty level. This information is critical in dealing with rural development as you require being responsive to the needs of communities that you intend to provide interventions. Environment scanning assists in accessing the resources available and also assist in designing development intervention and relates and suit the development need of the communities.

The report by (Wattwood, 2013) was based on participatory action research, community-based learning, ICTs and quality of life (CLIQ), which investigated the impact of free computer training and telecentre are on individual QoL in poorer communities, and four telecentres in Kwazulu-Natal. Using data from projects participants through the experience of implementing the intervention over three years, they analysed structural and agency factors hindering or advancing the effective use of telecentres by the local community.

Broad factors that impacted on participants' use of telecentre as encouraged through project participation. Participation in CLIQ was centred on the premise that individual only can empower themselves- they cannot be empowered by others. CLIQ aimed to foster an empowering environment by offering free classroom-based computer training and use, located within a two-year process with structured opportunities for self-reflection and interaction regarding ICTs and QoL. Activities were guided by general participatory research principles, behaviour and attitude, including flexibility, learning from other, respect, patience, recognition of diversity and bias, sensitivity, participation beyond information sharing and reflection. The process of capacity building was needs responsive and varied between the telecentres, in most cases addressing the shared needs of the telecentre and the project, it was also guided by participating research principles (Attwood et al. 2013).

Overall two-thirds of the total 113 participants noted that their QoL had improved between mid-2008 and mid-2010, while one third noted unchanged or declined QoL (22% and 12% respectively). The outcomes of participants' engagement with CLIQ show a range of impacts, each supported by a unique story. Three-quarters of the participants (77% of 113) noted that CLIQ impacted their lives with over a third (36% of 113) directly linking this impact to their change in QoL (Attwood et al. 2013).

The research design, particularly methods and project ethos were key to the empowerment of participants, particularly individual goal and setting and review methods, as well as participant's ongoing interaction with their peers and with CLIQ fieldworkers. The qualitative analysis shows that more effective implementation of the intervention led to an increasing proportion of participants with improved QoL and an increasing proportion of participants linking the project impact to their reason for QoL change. Good participants were more likely to lead to direct impacts on the reason for QoL change, which in turn is more likely to lead to an increase in QoL.

According to Attwood et al (2013) despite structural constraints on existing telecentres and participants' limited resources, the research showed that telecentres provide opportunities for people to empower themselves to overcome these constraints when computer training and use is subsidised. By identifying aspects of structure and agency (and interaction between them) that limit telecentres usefulness, an intervention can be designed to strategically target specific structure and resources that would allow to greater empowerment of the individual to pursue a self-defined better QoL.

Development related to empowering rural communication, individuals within these communities. Development is a continuous process aimed at uplifting the standards of living in rural communities and empowering individuals, improve the skills of members of the community. Self-determination of members of the communities should be a feature in rural development provided through participation in a matter relating to what affect them members of the communities and how they would like an intervention to be carried out. There is a causal relationship between education, social structure and politics, all affect community participation

and rural development. According to Puri et al (2007), poor and marginalised individuals and communities are frequently not able to achieve the full potential of their capabilities because of constraints imposed by social/institutional structures, control, and power. Limited domain knowledge may also dilute the ability to participate.

3.3.1.2 Gyandoot Intranet (Case Study)

A field study was initiated in the Dhar district of Madhya Pradesh state of central India to explore the functioning of a project called Gyandoot, meaning messenger of knowledge. The main objective was to establish a distributed computer network in the district to provide online information to the local people on subjects and problems that are part and parcel of everyday rural life, as well as to facilitate communication among communities/individuals and government departments. The study sought to examine the relationship among participants, the use of ICTs, and rural development process, with a view of analysing the potential role of ICTs in furthering the development agenda and how it can be achieved in practice. The proposed framework thus involves own examination of the potential and achieved the role of ICTs in reconfiguring (or not) the relationship between participation and process- the reasoning provides the analytical lens to examine an empirical case of the use of ICTs in rural development in India (Puri et al. 2007).

Their research aimed to understand the linkage between ICTs, participatory process, the use of technology within the context of a rural development project in India- An interpretive approach was adopted for this study because we aimed to develop a rich contextualized understanding of the phenomena. The study was also based on the ontological assumption that reality is socially constructed by human actors, developed and articulated through shared meaning. Puri et al (2007) focus on understanding the nature of the social world at the level of subjective experience, how people assign meaning to them, and the processes through which inter-subjectivity is constructed.

Semi-structured discussion and interviews with community members, officials in the district administration, and NGO during field visits. Through the interviews, these were the explored questions;

1. The motivation for introducing ICTs in a poor rural setting;
2. Community involvement in its design and implementation – whether or not the system had measured up to the user’s expectations; and
3. The question around its long-term sustainability.

There a clear active involvement of communities, relating to coordination of technical and financial matter (Puri et al. 2007).

The village in the Dhar district, where Gyandoot was based, like in a majority of the rural setting in India, is characterized by extremely poor physical and communication infrastructure, nearly 60% of the population subsisted below the poverty line. The main objectives of the Gyandoot project were to establish a distributed computer network in the district to provide online information to the local people on subject and problems that are part and parcel of everyday rural life, as well as to facilitate communication among communities/individual and government departments.

Implementation of the first phase of the intranet for community empowerment was commenced in 2000. The Gyandoot network was put to use in about 550 villages comprising of the total population of about 500 000. The network had client-server architecture, and the connectivity was provided through dial-up modems via optical fibre cables from the host and the existing telephone cables for tails link: later, Wireless in Local Loop (WLL) technology was adopted in some areas to improve the reliability and bandwidth of data and speech communication.

Ownership of the network and all equipment rested with the local district/village councils (panchayats) and the private individual entrepreneurs in some locations. The networks were managed by an NGO called Gyandoot Samiti, chaired by the DC (district collector), and its other members were drawn amongst officials from the local government department and the district council. The facilities were made available to the common citizen in a cluster of villages

through information kiosk established in 31 selected hub villages. The strategy seemed to be effective, as a survey carried out by the administration in 2002 showed that 46% of the users now needed to travel less than 1 km to access a kiosk.

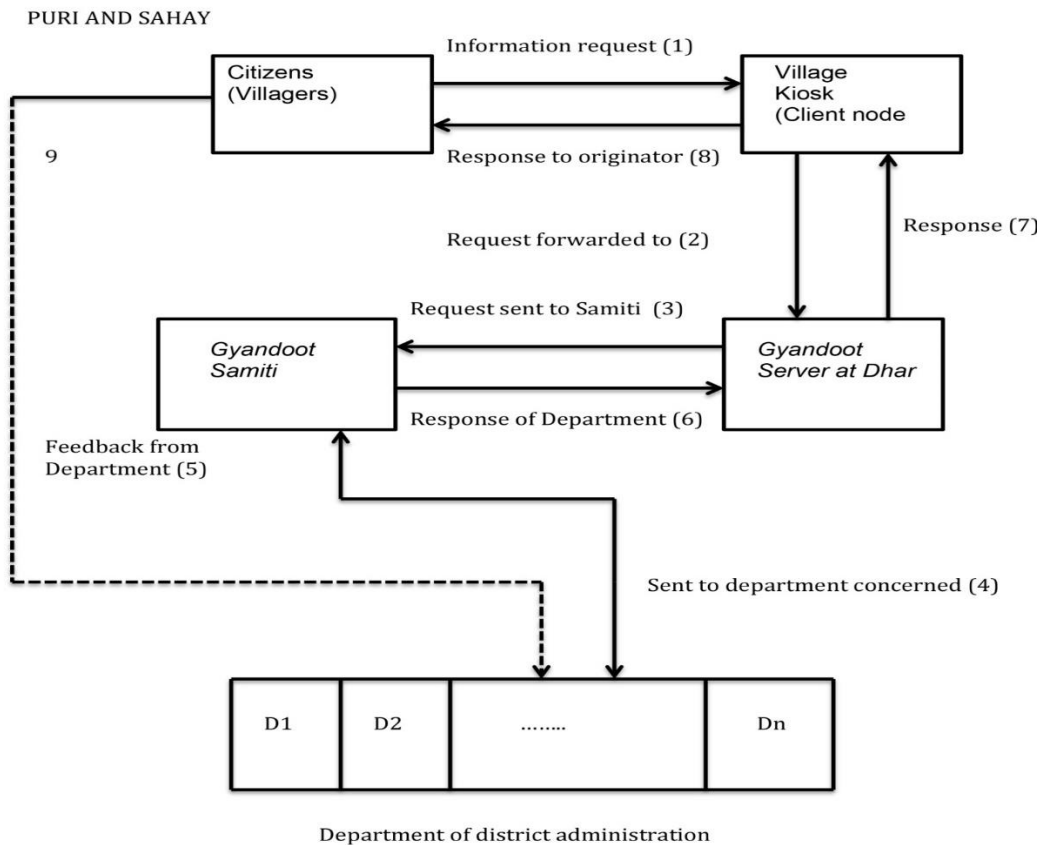


Figure 1: Puri and Sahay, 2007

The Fig 1 (Puri et al .2007)

The figure conceptualise the flow of information surrounding the interaction between the client (villager wishing to avail service), and the district administration including information Kiosk as follows:

1. The client conveyed her or his information/services need to the kiosk manager in the vicinity of her or his village;
2. As per the nature of services requested, the required information was either gathered by the kiosk manager from the online database and provided on-the-spot to the client, or the request was forwarded online to the concerned district department through the Samiti, and

3. When the response of the department was received, it was, in turn, communicated to the client.

The charges for Gyandoot services were levied based on services and were fixed by the Samiti. All services were available in the local language of the region (Hindi). Villages were, in turn, reasonably satisfied with services being provided as they were able to address some of their everyday problems. Villagers also described the grievances redress system to have been effective, and complaints logged by the users with various departments were also made electronically available to the DC and other senior functionaries. As various features of Gyandoot were increasingly used, people said they were reasonably happy to pay for the services. There was a broader awareness developing among villages about the potential benefits of ICTs.

Gyandoot was seen to be a source of inspiration for students examining alternatives career choices:

1. 35 school in the district had installed PCs with dial-up connectivity to the networks,
2. Access to market information was also described to have improved local income levels much to the chagrin of unscrupulous middlemen, and
3. General village felt that the managers were able to structure and articulate their problems more effectively and they made efforts to get satisfactory services from district departments

It could be noted that the centre was successful in its development objectives based on the following; Ownership was based in communities;

1. Services were available to people, empowering communities in using technologies;
2. Less travel for communities means easy access to technology within proximity;
3. Improve feedback between the department and communities;
4. Somiti services are conducted in the local language, made communication and understanding of documents easier; and

5. There is an educational benefit as schools had access to PCs and economic benefit as the local income was improved- this augur well for sustainable rural development.

Based on a theme by Puri et al (2007), below are issues realised through their research into the Gyandoot system:

1. Who defined the participatory agenda?

DC's effort to consult with people during Gyandoot design stage encourages them to freely express opinions about their difficulties and a possible solution reflects shades of a Participatory Rural Appraisal (PRA) approach. After the network was implemented and the services sought by people began to gradually yield the desired impact, particularly in the grievance redress system, traces of citizen's empowerment (and middleman disempowerment) could be discerned. Community members were now able to proactively articulate their demands independently for better and additional services and improved governance.

This Gyandoot experience emphasizes that these participatory opportunities can be facilitated using the capability of ICTS through more effective information and knowledge sharing, and by establishing its linkage to the provision of easier access to amenities and services.

2. What capability do people have to participate?

While the use of ICTs can potentially enhance the capabilities of people to participate, it raised the need to upgrade the skills and capability of community members. The Gyandoot experience constraints relating to effective usage of technology, knowledgeable engaging in the process of development- were overcome by setting up a kiosk whose managers acted as "gateways" between the common user and the intranet, both for technical help and to inform the community about the availability of services- kiosk managers can be effective as change agents.

The kiosk managers served as intermediaries through strategies of providing information of the services of the community and technical support to access their services to enable the villagers to participate more effectively in the definition and use of the Gyandoot services. A positive sign for the future also is that local students had evinced a keen interest in ICTs, and the

availability for e-services in the local language enabled their more active involvement., the use of local language is important especially when communicating with rural communities. The vast majority of the constituencies of the North West Provincial government are based in rural areas thus such a move will be beneficial to their development. Gyandoot can potentially be used to make visible, successful development efforts, and it can provide a channel for making the learning gathered from such experiences broader-based and subject to critical attention.

3. What is the role of institutional conditions in enabling participation?

It is important for agencies responsible for development planning to critically examine their capabilities to engage with ongoing changes in knowledge systems and to leverage its potentialities for development. ICT provides an effective medium in technical terms to avail of and enhance this access and dissemination of expression. Gyandoot network demonstrated successful experience with WLL which over time has become an important element in the Web of computing. The Web is populated by other institutions, such as commitments, additional resources such as training, skilled staff, and support services, and the development of organizational arrangements, policies, and incentives, required to successfully utilize and apply the technology in some socioeconomic activity.

In Gyandoot, while the technical network was a necessary precondition to provide remote access, the sufficient was enhanced to a large but not complete extent through the participatory process, which helped to identify the various relevant services that should be provided and established relevant support mechanisms.

4. How does participating process become sustainable, scalable?

Mursu, Tiihonen and Korpel (2005) in Puri et al (2007) suggest that sustainability and scalability of IS may be analysed around three factors:

1. Assessing the actual demand for the technology,
2. How usable the ICT is on everyday activities of users, and
3. The support services are available.

Gyandoot experiment demonstrates that the demand for information exist in rural communities, even if it may lie latent for want of expression. Gyandoot, in contrast to other telecentres- demonstrate that technical connectivity on its own is useless unless it is meaningfully

integrated with the everyday information and social needs of people, without this connectivity between local needs and the technological infrastructure, the sustainability of such efforts will always remain vulnerable. As is was previously noted user experience is important in dealing with rural development and introduction of ICTs. The technology envisaged to be introduced must be in line with the structural social environment of communities.

Gyandoot initiative is reflected in the funding arrangement whereby the strategy casts were either born by the panchayats or the entrepreneurs, while the operational costs were met from the income accruing from the transaction fees paid. Colle (2000) in Puri et al (2007) notes that telecentres need to be demand-driven and demand should be reflected in the community's willingness to pay for some services. Gyandoot tends to be embedded in the information needs necessary for the functioning of the everyday lives of the people, such as their need to get grievance addressed or a birth certificate collected, it is hoped their inscribed need can help to provide the sustainability glue in the future. It was based on a participatory assessment of the nature of services required and valued by the local communities and by drawing upon their local knowledge.

The research objective of Puri et al (2007) was to analyse the relationship among participants, the use of ICTs, and rural development processes. The Gyandoot demonstrated that ICT based innovation can thrive among poverty and lack of formal education, countering arguments made by some commentaries who have raised questions about the validity and long term viability of adopting such hi-tech approaches by poor countries. Participatory development opens up possibilities of instilling new forms of knowledge in societies, ICTs can catalyse change up possibilities of instilling new forms of knowledge on society. According to Sen (1999) in Puri et al (2007), Gyandoot initiative illustrate that ICT is effective designed, implemented and supported can further the instrumental and constitutive roles of peoples' freedoms and help create a stronger democratic framework to support people's empowerment.

Fundamentally, by involving local people in the development process, they henceforth see and understood as active subjects rather than passive objects of their development, whose ability to develop themselves and their environment should not be underestimated. These discussions of

active subjects and passive objects within development processes have also resonated within discussions on development communication, where the notion of participation has taken centre-stage (Ngoma. 2011).

3.4. SUMMARY

Even though there are issues relating to sustainability lack of sponsors and projects marred by a failure due to managerial, corruption and lack of administrative skills of with development projects, it is also the notion that locals should have ownership of the development projects. As Breitenbach (2013) state that for technology transfer to developing local ability and function successfully, the capacity and strength of the recipient organisation is a key requirement. The empowerment of communities is a major development goal in itself, besides, the telecentre provides basic development tools, particularly for youth development.

The use of Information and Communication Technologies is shaping societies, it modifies the way citizens and businesses interact with other individuals or companies as well as governments (Dupre, 2014). Participation becomes increasingly significant in the contemporary scenario where development project in 3rd world countries are being integrated with Information and Communication Technologies (Puri et al. 2007). Gajendra et al (2012) state that lack of executive and political vision may be the most important challenges in the effective use of e-governance, inadequate technical infrastructure and digital divide were also found as obstacles in governance growth.

Development is about community empowerment from environment scanning of the needs of communication and the active participation of local communication. ICTs herein based on telecentres as central to empowering the local communities by providing basic tools to empower themselves through education and economic benefit through technological intervention. Telecentres form part of an integration of for sustainable rural development and community upliftment. According to Adera and Camara (2003), New Information and Communication Technologies can serve as a development lever to speed up the economic development of Africa and its poor communities. ICTs are also known to transform

communities; it is also critical to determine the implications that these changes will have for the poor communities that ICTs are supposed to transform. Access to ICTs should be analysed based on its availability, utilization capacity and opportunities for all community members.

Introduction of ICTs as the development of rural should never be implemented without the buy-in of the target communities. The success of ICT (Telecentres) has been noted and their success is based on community participation, their participation through collaboration and coordination between agencies and communities are prerequisite for an effective and efficient rural development. A multisector approach would create platforms for the relationship to be established and foster through communication and leading to sustained rural development. Thus a multisector approach is an approach conducive for effective and efficient rural development.

CHAPTER 4: RESEARCH METHODOLOGY

4.1 INTRODUCTION

The study investigates and analyses the communication channels adopted by the North West Provincial Government in pursuit of rural development and promoting community engagement and participation. The research employs a qualitative method to gather data from departments and agencies concerning development initiative with the province. The qualitative method was chosen as it enabled the researcher to gain information relevant for assessing the communication environment. Creswell (2009) states that qualitative research approach is a means for exploring and understanding the meaning individuals' groups ascribe to a human problem. In general, terms, what distinguishes qualitative research methods from other methods is that its collective data are mostly expressed using words. Research is often defined as a systematic inquiry into a subject. The word in this definition, systematic point to the need to examine topics methodologically, look at how each variable interact with one another (Rubin, Rubin, Haridakis and Pielei, 2010).

According to Panke (2018), all deductive social research design entails a question motivating the research, as well as theoretical and methodological components to answer the posed question in a scientifically sound manner. A theory abstracts from the complex social reality in making a set of core assumptions about which element of the complex world is not important and how are they related to each other to understand the dynamics of a particular phenomenon or set of phenomenon

The research is also based on grounded theory. Silverman (2011) states that grounded theory is a method of qualitative inquiry in which research develop inductive theoretical analyses from collected data and subsequently gather further data to check these analyses. The credibility of grounded theory starts from bottom-up, the quality and sufficiency of the data for accomplishing the research goals matter- what stands as solid and sufficient data is currently contested throughout the qualitative inquiry and also may be questioned in quantitative research (Silverman. 2011)

Communication is studied as a system that is made up of interdependent components, each component has a function to perform with the whole system- that requires an examination of components in play during the communication process. Rubin *et al* (2010). Government communications' channels are analysed based on their effectiveness and efficiency in dissemination of information and the extent of inter-agency coordination and collaboration. Channels used for community engagement will also be evaluated and analysed on whether they could be effective and efficient in improving cooperative governance. Structurally there has to be a link between communication and development.

These structures have links between the provincial government, government agencies, external development agencies and communities. The basis of the research about the transference of information and knowledge, links between government and communities that are being provided with services. The essence is to establish the quality of information dissemination to the public, the effectiveness of the communication channel and platform and also their effectiveness and efficiency. According to Tracy (2013) qualitative research purposefully examine and make note of small cues to decide how to behave, as well as to make sense of the context and build larger knowledge claims about the culture. While Bryman & Bell (2018) states that qualitative research predominantly emphasis on inductive approach to the relationship between theory and research, in which the emphasis is placed on generating rather than providing and view social reality as both constantly shifting and emergent, as interpreted by individuals.

4.2 Research Design

The research was exploratory in nature. Exploratory studies according to Babbie (2014) are appropriate for more persistent phenomena like issues relating to government communication and rural development. Exploratory studies are most typically done for three purposes:

4. To satisfy the researcher's curiosity and desires for better understanding;
5. To test the feasibility of understating a mere extensively study; and
6. To develop the methods to be employed in any subsequent study (Babbie, 2014).

Government communication has been seen as an integral part for the improvement coordination and collaboration between government entities and rural communities, also improving services. The research was focused in establishing the important role of communication and how an effective implementation of a multisector approach can positively impact on rural development. The study is based on providing measures on how a multisector approach could improve a collaborative and coordination of rural development initiative within the province. The literature dealt extensively with the possibility of improving the efficiency and effectiveness of the communication system, by also introducing ICTs usage into the system. The researcher made recommendations towards the implementation of ward-based platforms for collaboration and coordination and also the multisector communication model. This model could be further examined for its feasibility, efficiency and effectiveness in improving government communication system. As Babbie (2014) further points out, exploratory studies are quite valuable in social science research, they are essential whenever a researcher is breaking new ground, and they almost yield new insight into a topic for research

The research is based on elements of development communication research, which focus on the responsive nature of development initiatives. Development Communication research concentrates on the application of research techniques and methods to investigate communication issues and problems that implicate communities or public outside of an institutional context, including organisation social performance in external communication (Du Plooy, 2001). Social performances of the provincial government departments were evaluated on their communication value-driven initiative to rural development, which also includes the collaborative and coordination efforts between government, agencies and rural communities. It is in this regard the study adopted a qualitative approach in evaluating the North West government communications and a multisector approach to rural development

4.2.1 Suitability of the design

According to Byman et al (2018), there are five distinctive preoccupations by the qualitative researcher,

6. They view events and the social world through the eyes of the people being studied by probing beneath surface appearance;
7. Providing a detailed description of what is going on, and emphasising the need to understand and explain social behaviour in the specific environmental context;
8. Describing how process, events and patterns develop, unfold, interconnect, change and are in flux over time;
9. Retaining a loose structure and flexible approach, involving limited use of the predetermined analytical framework, so that the researcher is submerged in a social setting and genuinely reveals the world of the people being studied; and
10. Formulating concepts and theories inductively from the data that are collected

An analysis of the provincial departments integrated development plan was made to establish guidelines on how communication should be conducted to achieve development goals and objectives. This explores the nature of the relationship between, communities, the provincial government and private sector, also the extent and nature of communication. According to Leedy & Ormrod (2015), the grounded theory focuses on the process related to a particular topic- including people's actions and interaction – with the ultimate goal of developing a theory about the process. This is precisely what the objective of the study is, analyse the process of government communication, their interaction and the relationship they have with community members, thus proposing an approach that could improve the efficiency and effectiveness of government communication.

According to Bryman et al (2018), one of the main reasons is that they typically emphasise that we should understand the behaviour of members of a social group in terms of their specific environment. On the hand, Tracy (2013) states that qualitative research purposefully examines and make note of small cues to decide how to behave, as well as to make sense of the context and build larger knowledge claims about the culture. The research was based on understanding the communication requirement of the communities from different districts who have different needs and experiences and how best they could be served by the introduction of a multisector approach. Curtis & Curtis (2011) outline that social scientist employs a range of methods to analyse a vast range of social phenomena, this case a qualitative method was best suited to analyse the communication system of the provincial government and the needs of the rural communities.

4.2.2 Mode of reasoning

The two types of reasoning, deductive and inductive, according to Panke (2018) inductive research resembles a bottom-up approach, while deductive research resembles a top-down approach, meaning that inductive research starts answering the research question by beginning with empirical or conducting an exploratory. The study in itself is based on inductive reasoning based on the identified statements (Chapter 1), these were identified and act as the basis for undertaking the study concerning the effectiveness and efficiency of government communication. As Panke further clarifies that an inductive project develops a scientific answer to a research question based on empirical analysis of explicated, initial assumptions (exploratory study) – existing theories can be refined – or new thesis/hypothesis can be formulated.

According to Leedy et al (2015) inductive reasoning starts not with a pre-established truth or assumptions but instead with an observation, people use specific instances or occurrence to conclude entire classes of objects and events. The research furthered the following statements as observation concerning communication within the province;

5. The North West province, particularly the 5th administration failed in communicating efficiently and effectively with their constituencies;
6. Lack of coordination and collaboration between the provincial departments and rural communities;
7. Lack of understanding of communication policies and conducive communication environment; and
8. Lastly, the 5th administration failed adequately to implement their development programmes (saamtrek & saamwerk and Setsokotsane) and inclusive (coordination and collaboration) with rural communities

4.2.3 Time dimension

According to Babbie (2014), exploratory studies are cross-sectional in nature, as they involve observations of a sample or cross-section, of a population or phenomenon that are made at one point in time. The research was conducted over a period of 2 months, requiring the research to

visit all four district to conduct interview interviews and provide communities members with questionnaires. Bryman et al (2014) state that data on the variables are collected more or less simultaneously, as it has already been alluded to, the data of the research was collected within the space of 2 months, the research interviewing districts official also the rural community members of those districts.

4.2.4 Reliability, validity, replicability and credibility

According to Du Plooy (2001) measurement of reliability means that the measure must be stable and consistently produce the same measurement (or answers) over some time. The issue is to be consistent with the study over reasonable stability over time. For reliability to be consistent it is possible to provide with multiple sources of data collection, this regards notes, and audiotaped interviews which will ensure consistency and accuracy in interpretation. The researcher used audiotape/dictaphones to record the interviews and probe the issues relating to communication and implementation of the development programmes, all the interviewees were asked the same open-ended questions.

According to Babbie (2014) states that reliability is a matter of whether a particular technique, applied repeatedly to the same object, yields the same results each time. The question asked were the same across the district and importantly yielded the same results across all 4 district relating to government communication and community engagement, in the sense that they indicated that there is a problem in that regard. As Curtis et al (2011) point out, that reliability measures the extent at which that analysis of the data yields reliable results that can be repeated or reproduced at a different time or by different researchers.

According to Du Plooy (2001) measurement of validity deals with the degree to which the measurement we use to measure what we intend or claim to have measured. This looks at whether the conclusion drawn provides an accurate description of what is happening. This study involves the effectiveness and efficiency of the North West provincial channels of communication; by analysing the channels, integrated development plan, interview all relevant stakeholders within the communication environment in the province. According to Curtis et al

(2011), validity measures the extent to which the research is accurate and the extent to which truth-claims can be made, based on the research – that it measures what is intended. Based on this the indeed outcomes of the research and to measure what extent to which government communication is efficient, as data could prove, the provincial government is failing in its endeavours of eradicating poverty and improving on rural development. Data also indicated that the 5th administration failed in the implementation of their proposed programmes (saam trek & saamwerk and setsokotsane and also providing leadership on the coordination and collaboration efforts.

According to Babbie (2014) validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under construction, a measure of the social class should measure social class, not political orientation. On a more relevant aspect of validity, is the issue of content validity, as Babbie (2014) points out, content validity refers to how much a measure covers the range of meaning included within a concept, the research looks at rural development and eradication of poverty, through service delivery, effective and efficient government communication system.

According to Bryman (2014) states that replicability is where researches choose to replicate or produces the findings of others, to establish whether or not the original results are applicable and valid in a different context. the present study's findings can be replicated in finding issues of government communication from other provinces as it covers related matters of rural development, an issue covered by the NDP vision 2030. It could also be an issue of transferability, which Stacy (2013) believes is as when the reader intuition believe that the research findings correspond to something significant in their world- transform the findings to another context situation. The basis if the research was the implementation of a multisector approach to rural development, chapter 5 & 6 of the study provided with results, discussions and recommendation of studies that attest to the rural participation in matters of their development and how multisector approach could be used to facilitate coordination and collaboration with government and rural communities. This is relevant to what Leedy et al (2015) terms as external validity, where the research study is the extent to which its results apply to situations beyond the study itself, the extent to which the conclusions drawn can be generalised to other contexts.

Another concept which research is measured on is the issue of credibility, which Tracy (2013) says refers to dependability, trustworthiness, and expressing a reality that is plausible or seems true- good ethnography provide and credibility account of a cultural, social, individual, or communal sense of the real. The real disposition is the reality of rural development that wished to be addressed by the programme by the 5th administration, through their saamtrek and saamwerk programmes, which data showed through cross-reference data from the government employees, municipal communication directors and community members, through interviews and questionnaires that they were failing in addressing rural development

4.3 UNIT OF ANALYSIS/ POPULATION

According to Du Plooy (2001) sampling involves following a rigorous procedure when selecting units of analysis from a larger population. The terms population not only refers to people, but can also be defined as any group or aggregate of individuals, groups, organisations, social artefacts/objects, or social interaction and events. Since the study investigates government communication, the relevant population will be government official or communicators. In choosing units of analyses the research needed to identify the population that could best provide credible and reliable information regarding the government information and rural development issues, those who could be relevant in the process of communications and the implementation of the development programmes. According to Bryman (2014) population is the universe of the units, like people, nations, cities, regions firms from with the sample is to be selected, and in the case of the research, the government employees, employed with the units of communication, municipalities communication directorate and the communities they serve.

For the purpose of the study the premier's office communication directorate was selected as it is responsible for the formulation and guiding of communication policies, including the 5th administration's rural development programmes (including the saamwerk saamstrek & setsokotsane). The other section of the population are the directors of communication of different provincial department, responsible for articulating the policies and implementing

within the department and its stakeholder, which includes communities they serve based on the objectives of those department. The other population selected are the communication directors of district and local municipalities based on their knowledge of the communication environment and their knowledge of the communities they serve, they are also responsible for the implementation of the development programmes and communication policies and the rural communities they serve.

4.3.1 Selection of Sample

Bryman (2013) stated that the sample is the segment or subset of the population that is selected for investigation, and that method of selection may be based on probability or non-probability approach. Selection of the sample was based on the knowledge of the sample concerning government communication system, development programmes, from district level to municipalities. All the district municipalities were selected as part of the population interviewed and questionnaires provided for. There are two sample methods that the researcher had a choice between, that is probability sampling, which Bryman (2014) describes as a sample that has been selected using random selection so that each unit in the population has a known chance of being selected, and non-probability sample, that has not been selected using a random selection method, implying that some units in the population are more likely to be selected than others. In the case of the research, non-probability sampling was selected as it best suited the research design, as Leedy et al (2015), grounded theory researchers tend to engage in theoretical sampling, choosing data sources that are most likely to help them develop a theory of the process in question, in the regard, the adoption of the multisector approach to government communication and rural development.

Non-Probability sampling that was chosen to select the population is called purposeful and judgemental, as Leedy et al (2015) proclaims, there is a need to be intentionally non-random in the selection of data source, the sample needs to be selective or purposive, as the selection is based on those individuals or objects that will yield the most information about the topic under investigation, that being analyses of government communication system. The population selected was chosen based on their perceived knowledge of the on that topic at hand and the

role they played in the implementation of the development programme during the 5th administration.

A total of N=2 Directors (Head of Communication), were interviewed face to face, as part of the semi-structured interviews, they were selected as they play a role in the communication process with the department and act as a conduit between other department and the office of the premier. They provide leadership concerning rural communication and development, they also are part of the district and local communicators forums. The Director of Intergovernmental Relations (N=1), who is responsible for the coordination and collaboration role of the North West province. The regional director of the South African Local Government Agency (SALGA) N=1, who is responsible for the coordination and collaboration between the district and local municipalities, assist in the implementation of the 5th administration's developmental programmes and Directors N=4 within the Office of the Premier, all who have a leadership role in guiding the implementation of the developmental projects. All were selected and interviewed.

Convenient sampling was employed by utilising a questionnaire with community members (N=40 DR Kenneth Kaunda, N=57 Ngaka Modiri Molema, N=44 Bojanala & N=41 DR Ruth Mompati, Total N=182), A convenient sample or opportunity sample is drawn from units of analysis that are conveniently available (Du Plooy, 2001). This was based on the availability of the respondents from time to time, students, community members were important because of their valuable opinion as they are part of the community being serviced. The selected community members were also selected during the visits to the district and local municipalities, they represented an opportunity to provide information that is relevant towards the implementation of the development programmes, collaboration and coordination between the municipalities and the respective communities.

4.5. DATA COLLECTION AND ANALYSIS

4.5.1 Semi-structured interviews and questionnaires

Qualitative studies use methods of gaining access to research subjects; these are qualitative methods of data collection (questionnaires and semi-structured interviews) (Mouton, 2001). Interviews were adopted as methods of data collection for the study, questions were open-ended, as stated above to provide in-depth information about the role in government communication. Steinberg (2001) states that open-ended questions allow for unrestricted answers and are particularly useful as it encourages respondents to express their attitude and opinions in their own words. On the hand, Swift (2006) states that the semi-structured interview is a method of data collection, information or opinion gathering that specifically involves the asking of series of questions and which enables the interviewer to follow up and probe responses, motives and feelings. This provided the researcher leeway to adjust question-based on the uniqueness of different departments or respondents but also ensuring that the same questions are asked to every interviewee. Interviews were conducted to ascertain the channels used for community engagement and involvement in matters relating to rural development, they will be recorded, transcribed and later analysed by coding the identified themes.

The focus of the study is to evaluate the North West provincial channels for communication that encourages community participation in development initiatives, particularly the implementation of the 5th administration's development programmes and also the implementation of a multisector approach in improving such processes. Thus the aim is to address the presumed challenges faced by the government communication in their pursuit for rural development, with an objective and research questions aligned their effectiveness and efficiency of those channels and also relating to their coordination and collaborative effort.

To address this a qualitative data collection method was used such as in-depth recorded interviews with Directors of Communication from (N=2) government departments, including the office of the premier, regional director of the SALGA and unstructured interviews with members of the public. Community participation has been purported as a prerequisite for development, as Freire (1970) points out that Development Communication theory and

principles should be applied to communication initiatives when communicating with various communities. A multiple of data collection techniques was used, analysis of the national development plan and integrated development plans for each department, semi-structures interviews with department directors (all discussed extensively in Chapter 7). As the study is cross-sectional, the data was collected at one point in time, therefore the interviews were conducted over a period of two months.

The interview schedule was composed and semi-structured interview questions were posed that required respondents to answer questions relating to their communication environment, channels (internal and external), failure and success, communication programmes and campaigns. All the interviews were recorded and transcribed to gather the opinion by community members as they could best ascertain those facts and are at the advantage point to judge the performance of government communication. The community questionnaire is centred on the effectiveness and efficiency of government communication in providing adequate services and improving rural development, by assessing communication channels and platforms used by the 5th administration. The communities were required to provide important information relating to the platforms used to address their needs and how they were also giving platform to voice their opinion in relation to their own development. Most important they provide sufficient information in relation to the effectiveness and efficiency in relation to the saamwerk saamtrek and setsokotsane programmes, they highlighted sufficient information to adjudicate the lack of capacity of the 5th administration in relation to communication and rural development.

Data was compared and juxtaposed with those of other district municipalities, to ascertain certain similarities and differences in relation critical aspects of communication within the North West province and issues of collaboration and coordination between provincial entities. Similar question were posed to the member of the chief directorate of communication, within the premier's office in relation to the development or rural development programmes and policy formulation and dissemination. Similarly, the same process was adopted in interviews with the district and local municipality members, this was to address issues validity and reliability, also to gather responses in relation to the rural development. Thus was also done to evaluate the communication process within each district and the articulation of the rural

development programme and their implementation and also to provide a holistic interpretation the communication system within the North West Province.

Central to the study's assumption is that the government has failed to facilitate communication, collaborative and coordinated effort between government agencies and rural communities. The National Development Plan vision 2030 provides a guideline on how the provincial government should implement development programmes to achieve development goals and objectives. This was based on the nature of the provincial government in setting up development goals and how it set out to achieve those goals and objectives. The research was exploratory in nature as it sought to uncover and analyse the nature of communication and the relationship between the provincial government, private sector and communities. Maree (2007) states that qualitative data analysis is based on an interpretative philosophy that is aimed at examining meaningful and symbolic content of qualitative data, establishing how participants make meaning of a phenomenon by analysis perception, attitude, understanding and knowledge. Information/data shall be coded, sorted thematically and then categorized based on the predominance of participant's opinion and comments.

4.6 DELIMITATION OF THE STUDY

As it was previously highlighted in the chapter 1, the study is situated in the field of communication and media study, within development communication and participatory development communication. The choice of using a qualitative design for the study is purely based on the need to assess the quality of the communication and the relationship that exists between all spheres of the North West provincial government. Since the study also analysed the provincial communication system, it was imperative that the population selected should be representative of people who are part of that system. These include, the premier's office, directors of provincial departments and chief communication officers of selected municipalities (Both district and local). The population that was interviewed are those that were part of the processes of formulating development messages and the implementation of programmes, throughout the province, this also justified the sample size. The study is based on the effective efficiency relating to rural development, it was incumbent of the researcher to focus on local rural communities, as the interviews were conducted with local officers and questionnaires administered to local community members.

4.7 CHALLENGES ENCOUNTERED

The researcher encountered problem especially before and during the data collection stage, from government officials, both from the provincial government and municipalities (district and local level). Most officials cancelled or postponed the face to face interviews/appointment, before they could enquire about the core issues of the research. It would seem that they were apprehensive at first since they had an impression that such information could be used towards the grading of their performance or competence to hold such an office.

More challenging matters were encountered in municipalities (District & Local), some of the local municipalities had a communication office, or rather a familiar person (qualified) in communication-related matters and others areas, there was no communication office. In municipalities that had, some were reluctant to participate in the research, which could also be interpreted as a lack of capacity to relate communication matters. It has been stated in the State of the Nation Address (SONA), the problems affecting the implementation of the NDP vision 2030 and exacerbating on issues of service delivery is cadre deployment in professional relating posts.

4.8 SUMMARY

The nature of the study is based on whether the North West communication system is effective and efficient in fostering positive communication and participation between the government and communities. The researcher used qualitative methods to gather and analyse the data to ascertain the extent to which the system is performing to its optimum capacity. An effective system is one which creates a conducive environment for participatory governance and improvement of rural development and service delivery. It is critical to understand their perception, attitude and expectations about the role of the provincial government concerning their development and participation. Data was compared and juxtaposed with those of other district municipalities to look at the correlation between municipalities concerning the critical aspects of communication.

CHAPTER 5: DATA ANALYSIS

5.1 INTRODUCTION

This chapter focuses on the data collected during the course of the study through interviews and questionnaires. It focuses on the raw data collected from interviews conducted with members of the Premier's office, chosen for the position within the department and their role concerning communication within the province. The second data to be presented with that of the Premier's Office will be of the director of communication from the selected department that is dealing with issues of rural development. Thereafter data collected from the communities will be presented, they will be presented based on districts and later will triangulate information from government hereon being information from the premier's office and municipalities. The data collected will be analysed based on the research questions, to ascertain the extent of the communication channel within the North West province and their effectiveness and efficiency concerning rural development.

The data were classified into five categories, objectives, channels, collaboration & coordination, Challenges and successes.

5.2 RESULTS AND SUMMARY (PROVINCIAL GOVERNMENT)

5.2.1 Data from North West Premier's Office

Table 1: Results and Summary (Premier's Officer)

Represent data obtained from interviews with a member of the Office of The premier, responsible for communication

Results and summary of the interviews with the Premiers office

| Positions | Director: corporate comms | Ass Director: corp comms | Director: Media Relations | Premier: Chief comm officer |
|-----------------------------------|--|---|---|--|
| Objectives & Goals | <p>Development: Annual Performance Plans</p> <p>Provide functional commotion system</p> <p>Enable citizen empowerment</p> <p>Image enhancement, promotion and sustainability</p> <p>Develop communication strategy</p> <p>Community engagement</p> | Branding and marketing | <p>Media relations, press releases</p> <p>Media statements</p> <p>Develop media data base</p> <p>Placements of adverts</p> <p>Publicity for Setsokotsane programmes</p> | <p>Coordinating communication within the premier office</p> <p>Supervising and monitoring departments & intervention</p> <p>Coordinate government communicators forums</p> |
| Comms Channel | <p>Community engagement; VTSD, RRR and Setsokotsane Provincial newspaper (Semphete) NWPG website</p> | <p>Internal Communications (Internal newsletters, emails, notice boards sms services, Whatsapp groups)</p> <p>External communication (Semphete gov newspaper, adverts, VTSD programmes, imbizo,</p> | <p>Newspaper & radio</p> <p>Internet</p> <p>Social media (Facebook & Twitter)</p> <p>Instagram</p> | <p>Emails, Social media platforms</p> <p>Bua le puso</p> <p>Semphete government newspaper</p> |

| | | | | |
|---|---|---|---|---|
| | | <p>Setsokotsane, Facebook and Twitter</p> <p>Channels used with other sectors;</p> <p>Letter, meetings, media briefings</p> <p>Stakeholder relations:</p> <p>Quarterly meetings, gala dinners, year-end function</p> | | |
| Coordination & collaboration | <p>Co-branding and marketing</p> <p>Provincial communicators forums (monthly)</p> <p>Eskom (Thusong Community centre: Moses Kotane)</p> <p>Setsokotsane GCIS forums; once a quarter</p> | <p>Setsokotsane , media briefings.</p> <p>National GCIS forum meetings</p> <p>Provincial communicators forum</p> | <p>No coordination nor collaboration</p> <p>C0-Task team(spokesperson , GCIS & SALGA)</p> | <p>Government communicators forums</p> <p>Service delivery unit</p> <p>Setsokotsane ward based operation centres</p> <p>VSTD entrepreneurial development outreach programme</p> |
| Challenges | <p>English proficiency</p> <p>Staff not very product oriented</p> <p>Brand articulation by staff</p> <p>Change resistance: internal politics</p> <p>Forums and meeting attendance</p> | <p>Insufficient budget</p> <p>Collaboration between departments</p> | <p>Not collaboration with the GCIS</p> <p>Lack of trust from the national media</p> <p>Lack of national media involvement provincial activities</p> | <p>Coverage of work on national media or platforms</p> <p>Departments not reaching out to communities</p> <p>Access to government information and services</p> |

| | | | | |
|------------------|--|--|--|---|
| | | | Coverage on negative stories Social media policy not approved | |
| Successes | Corporate Identity manual Corporate strategy and action plan Skills development fund | Key partnership with private sector, media & community | Positive feedback Availing stories for publication | Co-task team Ward operation centre Setsokotsane operation centres Effective use of social media platforms Bursary initiative – kgetsi ya tsie |

(Respondent 1: Director: Corporate Communication; Respondent 2: Assistant Director: Corporate Communication; Respondent 3: Director; Media Relations and Respondent 4: Chief Communication officer)

Respondent 1: responsibilities of the office, is that of coordination of all communication within the provincial government, the supervision and where necessary intervention, as it was the case with the Education department:

"Interdepartmental engagement is based on issues, we noted an instance – where there is a decline in performance by the department, we specifically engage with that specific department to see where on the challenges".

Respondent 1: identified channels like social media as part of the collaboration process but also identified an initiative that forms part of the interagency collaboration, such VTSD and the service delivery unit:

"Recently there was an initiative which is called VSTD entrepreneurship development outreach programme- we did across all municipality in the province – go to communities, share information, rope in – invite the private sector – state-owned enterprises, collaborate –work together to empower communities".

Respondent 1: highlights the importance of creating an image and brand of the organisation, and the creation of corporate to enhance citizen engagement: and empowerment

"The philosophy of the 5th administration has got to do with the brand, they got to do with brand and corporate communication comes from the word "corpus" meaning the body of the organisation – anything that affects the body of organisation, image or the brand and must have to prove of community engagement activities and action".

Respondent 1: states that the emphasis should be placed on the 5 pillars of the provincial government and the economic transformation of the saamtrek and saam werk, loosely translated as pull together-work together – to ensure this is well articulated by municipalities:

“When the Premier goes somewhere we must market, we go to events- make sure the premier has got to the 5 concretes, communities must know, municipalities must know- must make sure that the theme of the 5th administration is together we move Bokone Bophirima forward”.

Respondent 2: On the other hand, pointed out that the use of the Setsokotsane programme is used and they are also effective in averting service delivery protest:

“the office is constantly engaging with communities and other department and this assist with averting service delivery protests, we also profile and communicate government achievements and also addressing community needs- we coordinate monthly with other departments through the Setsokotsane programmes, which we are to expedite government service delivery”

Respondent 1: indicated that they have a healthy working relationship with GCIS since they all form part of the so-called provincial core-team- which comprises of the Premier Office, SALGA and GCIS:

“We meet regularly – we look at a programme that needs to be executed and we jointly executive those programmes”.

Respondent 2: pointed out that they have an active positive relationship with the GCIS (which is mandated to carry out communication with the province and assist in communication support, ensuring that government communicate in one voice), which has a regional office situated in Mafikeng town, they attend the provincial communicators' forums. Indicated that there is good collaboration between the GCIS and government departments.

Respondent 1: highlighted the challenges as a lack of information from the departments or access of communities to the department's information:

“Assessment on whether each department communicates as much as we expect the department to communicate with communities because often part of the feedback we get from communication would be that they do not have information about what certain departments do, they do not know where to go when they need information from departments”.

Respondent 3: Surprisingly indicated that they do not have a cordial relationship with the GCIS, even though they communicate with them as they are yet to approve the social media policy:

"We do not collaborate with them or not as yet-but we communicate with them- they would send us information on what is happening but at the national level".

Respondent 1: also highlighted the issue of media coverage;

"There are serious challenges as far as we can see- be ensuring that there are messages that must be communicated- effectively get coverage in the national media- I mean mainstream rather- that for us is the area that we think remains a challenge".

Respondent 1: states that the major concern is the challenge identified as lack of attendance by staff members to forum meetings and lack of articulation of policies and English proficiency, how would they explain and share information adequately and effectively:

"For instance when we say together we move Bokone Bophirima forward, corporate communication is way of the brand, but some people say "together we can move" – English wise is very correct but the brand is "together we move Bokone Bophirima forward"- we find this challenging – lack of articulation of the brand by staff".

Respondents 2: pointed out that the challenge being faced in the unit is a budget constraint, they do not have a sufficient budget to carry out their mandate, however if there was better coordination between departments, this could alleviate the problem:

"There should be a need to increase the budget and collaboration, which the Setsokotsane Programme could assist, as it is yielding positive results"

Respondent 1: identified social media – where they receive a lot of feedback, through engaging the community:

"People are raising their concerns through those platforms and we continuously engage with them".

Another success is the establishment of the radio networks:

"We are building a radio network – it's through that we are going to be targeting all community radio stations in the province- we will dedicate an hour which through we will avail people from government to communicate with communities".

5.2.2 Data from Provincial Government Department and Agencies

Below tables represent data from interviews with the Directors of communication from selected provincial departments. The department was selected based on their similarities in objective towards rural and economic development. Department of tourism has both economic and development importance as its mission is based promotion good corporate and cooperative

governance, branding and marketing. The department of social development because its mission is to transform society through integrated development services. The Department of Rural, Environment and Agricultural Development (READ) with its core mission being to work with partners in establishing sustainable agricultural and rural development, with one of its objectives being development and implementation of capacity building programmes.

TABLE 2: Results and Summary (Provincial department and Agencies)

| Results and summary (Provincial Departments/Agencies) | | | | |
|---|---|---|---|--|
| Department | TOURISM: Dir: Communications | Dpt READ: Director: Communication | Inter-Government: Director | Regional Director: SALGA |
| Objectives & Goals | Promote local and international tourism Create content fortourism, Improve provincial tourism ranking | Media relations Community liaison | Interdepartmental Coordination & Collaboration Policies briefing | Local government coordination and liaison policies directive and planning |
| Comms Channel | Social media Website, Internally: emails On flight magazines | Community radio Community newspapers | Regional newspapers Intranet | SALGA website newsletters |
| Coordination & collaboration | ACT, FEED & READ ,CATA events Local Economic Forums | Provincial communicators forum | provincial Communicators forums, District Communicators forums | Provincial Task team |
| Challenges | Budget Lack of Understanding of communication (strategic aspect) From administrators to politicians | Budget, lack of the role of communication Lack of coordination between DPT Lack of interpretation | budget lack of policy articulation cadredeployment lack collaboration between government departments and private sector | Budget,vacant position in strategic post unqualified personnel in strategic posts policy articulation , relating to Setsokotsane Programme |
| Successes | Grooming youth Employing young people, Improving skills and management | Setsokotsane campaigns (awareness) | improving inter-government and agency collaboration | |

(Respondent 5 Director: Tourism; Respondent 6: READ; Respondent 7: Intergovernmental; Respondent 8: SALGA)

5.2.2.1 Objectives

Respondent 5: indicated that their responsibility is to communicate what is new-what going to happen, what is expected in tourism as well as to create content

"We know tourism is an economic drive- what we can do is that we communicate what is new in tourism, what is there in tourism- we encourage people to come to our shores, not only people around our backyards- we talking international tourism- we talking domestic tourism"

Respondent 5: further stated that the most important issue they have about tourism is ensuring that they communicate effectively using all platforms, like social media and internet platforms like websites and emails.

Respondent 6: stated that her objective as a unit is about media relation and community engagement. The most important function that she mentioned was the need to communicate in the community's language so that information is not distorted and that people interpret the information based on how it was intended by the department.

Respondent 7: indicated that his responsibility is to facilitate cooperation and coordination amongst municipalities and between government departments, the sole purpose is to improve service delivery and improve relation. This he stated, would foster more effective and efficient communication between all stakeholders.

Respondent 8: stated that his role is also to foster relationships amongst municipalities, both locally and regionally. The idea is to share best practices concerning service delivery and communicate government policies, especially relating to National Development plan vision 2030.

5.2.2.2 Intergovernmental Collaboration (5 pillars)

Respondent 7: stated that the most important aspect of intergovernmental relations is the sharing of information and platforms, for better coordination of activities relating to service delivery and eradication of duplication of services. The tourism department is part of the 5 pillars identified as benchmarks for service delivery by the provincial government.

"Yes- we do- you will realise that in our provincial government – we have what we call ACT, Agriculture, Culture and Tourism – that's our collaboration- because we need to speak with one voice-all of us".

The emphasis herein is making information common and coordinating activities and sharing platforms.

Respondent 6: identified the provincial communicator's forums as a platform that is created to share information with other head of communication from all the departments:

"We have the provincial communicators forums, all heads of communication of all the departments must deal with issues that relate to the integrated development plan, integrated communication strategy, which is in line with the strategy of the province- there is always change and this is where such change is discussed".

Respondent 6: also stated that the platform that they share relates to tourism as they have an issue in common since they house the Parks Boards. The other issues that were identified that created a problem were the implementation of the Setsokotsane Programme and other related programmes coined by the Premier, the VTSD, 5 concrete pillars and the 10 by 10:

"Initially when it started, each department must go to communities and focus on the objectives and services. Fix what needs to be fixed. Provide tangible services, but unfortunately, I do not know what happened – was the problem with departments or heads of communication or maybe our leader got overwhelmed – now what happened is that people got underneath gazebo and distributed flyers –leaflets- it was no longer services to the people – it was diluted people doing the same, they distributed flyers- some departments stopped participating".

Respondent 6 further highlighted that the other issue with the coordination is that departments do not coordinate their activities; most departments are doing the same thing at the same location. Respondent 7: also reiterated this particular challenge of departments, municipalities and even the private sectors not collaborating their activities and this was also corroborated by the regional director of SALGA, most municipalities work in silos. The Setsokotsane Programme is not well implemented or understood within municipalities, workshops are not helping as they do not serve a purpose.

5.2.2.3 Challenges

The director of communication (tourism) identified budgeting as a major contributor to the performance of the mandate and objectives. Also identified the perception people have on communication and their lack of understanding of its strategic importance

"Mostly budget- but also a lot of red tapes- a lot of processes that sometimes – you know communication – people do not believe communication is a complicated subject – its cameras and banners".

The director of READ also identified budgeting and lack of understanding of communication as the main problem in the provision of services and performing departmental objectives:

“The biggest challenge generally is the understanding of the role of communication – it creates a lot of misconception and perception- the people then say we do not communicate – political heads do not know what communication is supposed to be doing- most of the political heads do not know what communication and media planning entails, therefore, they do not want to pay – it's a budget issue".

The issue of the budget seems to be the most prevalent one, as both directors of Inter-government and SALGA mentioned budget as their most stumbling block in achieving their objectives. The second challenge identified by both directors is the lack of experienced people in strategic positions.

5.2.2.4 Successes

The success identified by the Tourism department is based on human capital – many people were groomed and promoted within the communication department in order to improve on service and quality work.

"I do not want to call them success – communication is a moving thing – it's a trend- I have taken this career to a point where it's about leaving a legacy with the people I am working with- I am proud that I have groomed several youths in my field"

The director of communication of READ stated that since there is a problem with communicating well with communities, there is no good story to tell...but they are trying with a function that they hold concerning agriculture.

5.3 RESULTS AND SUMMARY (MUNICIPALITIES)

Below tables represent summary findings conducted through the 4 District of the North West Province, namely Ngaka Modiri Molema, Dr Ruth Mogomotsi Mompati, Bojanala and DR Kenneth Kaunda. Interviews were conducted with the Manager/Directors of the Communication from the 2 local municipalities in each district and 1 from the district level, only (1) communication officer from the district municipality interviewed other, was unavailable or post vacant. The respondents were chosen based on their knowledge and function as communication specialised task with dissemination and distribution of information within the province. The primary task is to improve the effectiveness and efficiency of the North West Communication system.

5.3.1 Dr Kenneth Kaunda District Municipality

TABLE 3: Results and summary (DR Kenneth Kaunda District

| Results and summary (DR Kenneth Kaunda District) | | | |
|--|---|--|--|
| Municipality & Positions | J.B Marks Local Municipality; Communication Manager | Matlosana Local Municipality: Communication Manager | Kenneth Kaunda District Municipality: Communication Manager (Vacant) |
| Objectives & Goals | Internal and external stakeholder relations | Monitoring (media relation and stakeholder) Calendar of events Press release Marketing | |
| Comms Channel | Internal: emails, notice boards' External: imbizo, newsletter; Facebook | Facebook, tweeter & website Imbizo newsletter | |
| Coordination & collaboration | COGTA, SALGA & GCIS NO: CBO/NGO | GCIS & SALGA Health | |
| Challenges | Resources (human resource & budgeting) Lack of comprehension of the importance of communication Low morale amongst worker Lack of managerial initiative Lack of communication by management | Municipal structure (location of communication the structure) Budget Management's lack of knowledge of the function and strategic role of communication Lack of trust in communication | |
| Successes | Amalgamation of Venterdorp and Klerksdorp | Launch of Dikgang tsa Matlosana (newspaper) Policies & manuals Marketing policy | |

(Respondent 9: J.B Marks; Communication Manager; Respondent 10: Matlosana: Communication Manager)

5.3.1.1 Objectives & Communication channels

Respondent 9: indicated due to the amalgamation of Tlokwe and Venterdorp to become J.B Marks was hectic and had many public consultations through imbizos to finality decide in the name. The objectives of his unit are basically to handle communication-related matters:

“From time to time we have information session (public meetings) – we have had a lot of those based on the amalgamation business – we use emails and we use notice boards for those employees that do not have access to computers-we do not have internet yet”.

Respondent 9: said they about the objectives of the office “

“The mandate of the unit is basically to manage all communication of the municipality –each communication involves –communication with internal stakeholders and external stakeholders”.

5.3.1.2 Relationship management (Municipal Manager and Mayor)

Communication is all about effective communication between administrator and politics, all should be having communication understanding of the strategic nature of communication –or how communication could be used effectively to contribute positively to services delivery.

Respondent 9: indicated its fortunate that 2 positions are held by the Manager, speaker of the council and also communication manager so it's easy for his to control the flow of information.

“Yes- I am the speaker and the communication manager –in sense that apart from in also the speaker of council which means media when they want to ask anything about council, they come to me and as the manager of communication –I manage all issue related to communication, internally and externally even in terms of marketing”

It has been noted that most politicians do not necessarily understand how media operates, more worrying about how they can use communication to their advantage. They do not understand the strategic nature of communication. This is also that case in point for Respondent 9, as the manager indicated:

The one area that is troubling us- because our mayor- they do not appreciate the importance of communication even the municipal manager as well- the MM is very critical of communication internally – so we have to drag them sometimes to meetings and they only come when the situation is at a dire situation”

Respondent 10: indicated that their day to day duties and objectives of the unit:

“As head of communication –with our department – we have marketing –tourism, media relations and stakeholder relation /public relations and what I do in my day to day – I make sure that at least I monitor those things – through media monitoring daily, now that we got social media- I write press releases, ensure media enquiries and promote projects in the municipality”.

Respondent 10: also mentioned that some of the objectives and role are to streamline events by creating a calendar of events:

“I have also come up with a strategy that we should have a calendar of events –we did have a calendar of events – but also events internal – we came up with a system that we can use literally – because it has a problem for us for quite sometimes”.

Respondent 10: further outline of serious concerns was based on the attitude of the MM and mayor towards communication unit:

“I served under four mayors and whenever one comes us- they want to remove the communication person because they been talking positive about the outgoing Mayor- they do not use communication to their advantage – we are here to protect the municipality –but they do not understand that- they do not want to be near communication – we also not used to respond effectively as a municipality- the lack of communication – people do not understand the communication strategy – that marketing is cheap – they require a bigger budget –we do not treat municipality as a business – they do not give communication money”.

5.3.1.3 Intergovernmental Relationship /Collaboration

The government must be able to talk in one voice, share experiences and resources and cooperate in projects that are aimed at improving service delivery and rural development. The provincial government depends on municipalities since their proximity to communities on the ground, to gather information and assist in the implementation of the development initiative. This could be done through intergovernmental relation based on development communication and integrated communication:

Respondent 9: identified SALGA and GCIS has agencies that work closely with the unit

“The department that we work closely with is department of cooperation and governance and SALGA, we meet on an ad hoc basis – and GCIS –GCIS it’s a very good relationship – we often call them in when we need them as well but apart from that they also sit at the district forum as well as the local forum”.

Respondent 10: had this to say on the issue of collaboration and inter-agency coordination the

“We have with the GCIS. Yes, they are located in Klerksdorp- we do have those meeting those local communication forums but in a town like Klerksdorp- the problem you find that you know Mafikeng there are departments there- when you get to Matlosana –we have to meet SAPS or whatever- the person that comes is a clerk – the person you can see that they know nothing about communication- even the office of the premier – they also assist us- we have it here in Matlosana –they are part but sometimes they are not effective”.

5.3.1.4 implementation of the 5 pillars (Setsokotsane)

The North West Provincial government has introduced a strategy for the implementation of the NDP, when will be through what is termed the 5 pillars – namely: agriculture, culture & tourism (ACT), village, township, small-dorpias (VTSD), renewal, healing and reconciliation(RHR), and Setsokotsane and saamtrek & saamwerk. These programmes were to be implemented by every department, municipality and government agency in the North West in term with their specific role and objectives. Respondent 9: had this to say:

“To be honest with you- we are not doing anything as communication on those issues – we are not on board –when we go to meetings these things are discussed –but we cannot implement what council does not do- because us communication –we communicate what council does-our council is not on board”.

It relates to the Setsokotsane ward-based council, that the offices of the premier stated that they are being established across the municipal wards- Respondent 9: responded in this manner:

“No – we do not have it – that one of the challenges I have been talking about these issues- they were present at council – there was a challenge on these issue- that this issues are not in the constitution – that of local government – forgetting that local government

is a sphere of government on its own – they do not see why this thing should be coming to the municipality – they are programmes of the premier- forgetting that government is integrated- that the problem we have”

Respondent 10: had this to say concerning partnership and interrelation to partnership in the Setsokotsane programme

“We got projects –especially on Friday – those that are in 10 points – there was Setsokotsane – so Friday as municipality – our municipality together with different departments would invite them-we call department of health to do exercise- do home affairs stuff – it will be working –it’s not a talk shop but a workshop”

Respondent 10 said this concerning the implementation and policies of the 5 pillars;

“There are no manuals nor policies for the 5 pillars – there is also a problem with the implementation- now they are establishing new ones – there won’t be work done –if it’s a term of five years- there is consistency – in line with the provincial strategic plan- even councillors started last year (2016)- it's only now that they learn the environment –there is no clear communication in this things”

5.3.1.5 Challenges faced by Unit

The challenges herein refer to all variables that hamper the units, in executing their mandate and performing their duties optimally. That is to be able to disseminate informally amongst all stakeholders, internally and externally. To ensure an effective and efficient unit.

Respondent 9: had this to say regarding their challenges, which is apart from their MM & Mayor not recognising the importance of communication and or the strategic nature of communication:

“Resources, resources, resources, communication is seen as an appendix – not an issue- we want to be proactive and not reactive – we also have an issue of low morale amongst worker- and then you have a MM that is naturally not keen on communication and managers also do not take initiative”.

Respondent 10: identified vacant posts of communication units in different municipalities and also at the district level as a major challenge for communication in the district and concerns were raised about the structure.:

"The GCIS - it stipulated that the communication office is located in the office of the Mayor –but report administrative report to the Municipal Manager (MM)- so when check in the structure of the municipality- people who report to the MM is the director – they will say no this one wants to be section 57 director- other challenges we face outside of the structure of communication – location of communication in the structure – communication most people still do not know it functions and role – they do not know that it has a strategic role- they think communication is about taking pictures, branding".

Respondent 10: further outlines other challenge being that of personnel:

The success would thus refer to any variable that led to the improvement of service delivery within the unit and communities. Achievements if the Unit concerning performing their mandate and objectives.

Respondent 9: indicates the sitting on the council as a strength

“Our strength is that – like we are now able to sit in management and engage management on issue of communication – I also sit in council – I should have first –hand information of council that I need to take outside- these are the strength like if you go to other municipalities – you would not find this, also our strength is that – our channels are developed – the website and Facebook is very active and our newsletter is fairly well known –people can engage with it”.

Respondent 10: identified the establishment of the newspaper as the highlight of the unit:

“Proudly so..it is the launching of Dikgang tsa Matlasona – the monthly newspaper but I am quite disappointed that this year we did not get enough budget to van to produce the Dikgang as a monthly- we got policies in place- we got information manual in place – we got the media relations policy- people at least know the bylaws- those are the achievements I must say- these policies and also the issue of monitoring social media”.

5.3.2 Bojanala District municipality

Represents the responses from the Bojanala District. Interviews were conducted with the municipality of Moses Kotane and Madibeng local municipality, the district did not have an active communication unit.

Table 4: Results and Summary (Bojanala District)

| Results and summary (Bojanala District) | | |
|--|--|---|
| Municipality & Positions | Moses Kotane: Chief Communication Officer | Madibeng Local Municipality: Chief Communication officer |
| Objectives & Goals | Manage communications services Advice council in communication matters Development of communication strategy | Monitoring/liason (media relation and stakeholder) Bridge between management & staff Communication government programmes |
| Comms Channel | Twitter, internal memos, bulk messaging. Facebook | Facebook, tweeter & website Internal newsletter |
| Coordination & collaboration | SALGA & GCIS (not active) COPTA (not effective) | GCIS & SALGA |
| Challenges | Resources (human resource & budgeting provisions) Lack of comprehension of the importance of communication Lack of synergy & intergovernmental relation/collaboration Lack of communication strategy from other municipalities Term of office of councillors | Municipality being reactive Lack of information (internally) Lack of coordination (internally) Ineffective local communication forum Lack of an events calendar Lack of comprehension of the importance of communication |
| Successes | Fully functional communication unit, Political accountability Communication strategy Newsletter | Consistent newsletter |

(Respondent 11: Moses Kotane: Chief Communication and Respondent 12: Madibeng: Chief Communication Officer)

5.3.2.1 Objectives and Communication channels

Respondent 11: stated that the objective and mandate is to advise the council on the communication-related matter, manage communication services of the unit and also to develop strategies for communication.

“The overall function of the unit or my responsibility is to manage communication services and give advice to council on communication-related matters- over and above that in trying to execute the overall mandate- the first thing is to develop – we have to develop a communication strategy- that we use in executing our function”.

Respondent 11: mentioned that they also have another mechanism of sharing and disseminating information:

“So daily –we are trying to structure communication, - as an internal communication: we have internal memo to communicate with employees- we are using bulk messages – we also have intranet as part of communication – we are also exploring the use of social media we have- WhatsApp groups of managers' Exco and all that”.

Respondent 12: stated that the mandate of the unit is to act as a media liaison and also as a bridge between the municipality and community:

“The role of communication is actually to liaise, to be a bridge between our external stakeholders and the municipality, as well as internally – we are the bridge between management and staff in general”.

Respondent 12: officer also stated that they communicate constituency through their newspaper, community radios – usually they use local newspapers because they are cheap and there is also Facebook and to communicate to their internal public, they use internal newsletters.

5.3.2.2 Internal Relationship (Municipal Manager and Mayor)

Respondent 11: identify the issues of the structure and the location of the communication unit and that the GCIS suggested that units should be placed in the office of the Mayor- besides the issues that communication is not considered to be of strategic importance.

“At the moment communication is located in the office of the Municipal Manager, though the GCIS would recommend that communication units must be located in the office of the Mayor but administratively report to the MM- we are currently located in the office of the MM, which is for me good practice because – if it is in the office of the Mayor-it seems as if we are serving the Mayor”.

Respondent 11: highlights a major problem relating to the relationship between the municipality and the Mayor's office. The problem that seems to be consistent throughout interviews is the lack of understanding of the strategic nature of communication from the office of the Mayor:

“They do not see it as a strategic tool actually –communication unit is only remembered in taking pictures, when there is an event- they do not see, the strategic role within the corporate-we as seen as a photograph”.

5.3.2.3 Intergovernmental Relationship/Collaboration

Respondent 11: identified many challenges in relations to intergovernmental relations and collaboration, in essence, she indicated that there is no synergy between the departments and between the municipality and other government agencies:

"There is an issue of stakeholder engagement – we are also struggling with it- we said we must have a stakeholder engagement strategy and plan- our municipality is small- we share stakeholders- you would find sub-district office- most government offices are in Mahikeng and you will sub-district offices –when you want a communication officer at public works- let us say are we talking about communicators forums- when IDP wants a person- 1 person comes to both these meetings –we are still struggling in that – people still do not understand the importance of communication – also the crop of councillors

being deployed – we find a person without basic education or even a grade 12 but they are decision-makers"

Respondent 11: had this to say about intergovernmental relation,

“The Mayor established an intergovernmental relation –we attended meetings-were all government departments in all district to come and in municipalities- she calls senior manager, mayor and speaker – I think those that mayor must explore them-because stakeholder management is key"

Respondent 11: also highlighted the issue of duplication of services and not sharing platform:

“The office of the Mayor has an HIV/AIDS desk, they go to Mogwase to do an HIV outreach and awareness campaign – the department of Health go there also at a different location – there is no integration and synergy of programmes- but if we go there together as government irrespective of who I am – we have partnership – it carries more weight".

Respondent 11: further alluded to a desperate need for partnerships

“We need partnership – it carries more weight – there is still room for improvement so integrated and coordination of government programmes holistically for the benefit of the communities – my personal view of that is the efficiency of the district – we are still to realise that – I am telling you this in my 12th year in local municipality – but I have yet to see the efficiency of the District municipality or the exact support that the district is doing”.

Respondent 11: had this to say concerning the purported relationship with the GCIS, instead of the fact that it supposed to be a leader in communication and provide support at the local level, she:

“At the moment ..no, the GCIS ..NO – there are 2 GCIS personnel in the province – they attend meetings and all –but with the mandate of bringing the government to the

people NO..they are not doing that – even the issues of development communication – they are not"

Respondent 12: stated that they do not directly deal with the outside organisation;

“NO..as communication, YES as a municipality, remember there is a mandate, the office of the Mayor- they deal with NGO- we actually – as communication we do not deal with organisation – it’s the office of the Mayor that deals with women organisation- but we have to do stakeholder relations in communication you know- if there is a meeting that involves events that include the Mayor –we are involved"

5.3.2.4 Implementation of the 5 Pillar (Setsokotsane)

Respondent 11: On the issue of the Setsokotsane programmes said that there are still issues relating to them, but they are still struggling with the processes and implementation of such:

“Just to be honest with you – like I am saying we started last year – the new council started the last year 2016-2021- people are still grappling with this ACT, I do not want to lie to you- people do not understand the issues of the pillars, RRR- safe to say that – there was a directive from the office of the premier to say- Municipalities IDP must be aligned to the RRR- you will find that in the document YES- but implementation I would say NO- and even if I give you the IDP documents you will find the word VTSD issue- but in terms of how are we supposed to execute the ideals of the VTSD, that does not appear at all- if it appears for the case of reporting – but the impact of these pillars do not exist”

Respondent 11: further highlighted that municipalities are struggling with conceptualising of the 5 Pillars or the issue of back to basics:

“Even the issues of back to basics – it was established in 2014- as I am talking to you now, municipalities are struggling- struggling with back to basics- struggling with provincial pillars- but I think that the loophole- these issues are discussed at the highest level, where the premier is engaging Mayors and municipal managers- I am of the view that they should be disuse at the lower level because that is where they are implemented”

5.3.2.5 Challenges faced by the municipality

Respondent 11: highlighted many challenges faced by the municipality emanating from the structure to the financial resources, including budgeting, lack of managerial support and comprehension of the strategic role of communication and inefficiency of the district municipality:

“At municipality level especially in the North West – the strategic nature of communication is yet to be recognised- communication is still regarded as- we are being referred to as journalist, as reporters- safe to say the strategy- as I mentioned, they do not recognise the essence of communication – that if there is an event or a program, bringing a camera and taking notes- for them that is communication – the essence of development communication, NO”.

Respondent 11: further noted that:

“As I mentioned about the strategic nature of communication – the crux of the matter is that all budgetary provision – we are still struggling like I’m saying – they would rather say “but you are only issuing a newsletter why would you want such a huge budget” –if we want to have a structure to communication that has an overall value to the council then we must provide the necessary resources”.

Similarly, this seems to be a common challenge amongst municipalities, as

Respondent 12: identified host of factors, including communication not regarded as a strategic tool, the mother issues related to this is the amount the reactive nature of the municipality and lack of communication within the municipality

“Ideally we have to be proactive –but at times the way things are done in the municipality –we became reactive –you find ourselves in the media- about things that are supposed to be communicated-remember communication we do not deal directly with service delivery –we are supposed to be informed”

Respondent 11: also identified that the council usually bring communication on board when there is a problem when communities are embarking on service delivery protests that is when they are called in to assist.

Respondent 11: also highlighted the issue of synergy:

“There is no efficiency in terms of that –meeting, general staff departmental meetings and all that because you will have employees- there is this us and them, mentality amongst officials within the municipality – they do not see themselves as part of the collective – it’s us and them politically”.

Respondent 11: further identified the negative usage of the Facebook account by the councillors and said that they use it for their political party and campaigning.

The other issue that she raised, and that was raised also in Matlosana local municipality is the event calendar- Respondent 11: highlighted this as one of the challenges

"I can show you huge files that they have to go through on the agenda and report of all the department – so for somebody who is not learned –it is difficult – they are the last people who pass laws and make decision have a approve stuff – so it is a bit of a challenges- it's a 5 year term, they come in – they must adjust and optimise- it does affect governance one way or the other- they might only be conversant about local governance legislation and process maybe towards the end of the 3rd year- maybe during his 4th year that's when he will be conversant, on the 5th year the election comes- if I was possible for political party to have to checklist or selection –who are to become councillors-will it will make things better".

Respondent 11: stated that the issue of the calendar was raised, that it creates a problem of planning and coordination of activities within the municipality:

“Another challenge, our things are not consistent –we do not have an event calendar- that guides us as a municipality –things are being done in an Ad Hog basis”.

Respondent 12: identified another major issue that of the ineffectiveness of their Local Communicators Forum- which is supposed to be headed by the Member of the Mayoral Council. The other problem that is also persistent is that provincial or district is lack of comprehension of the strategic nature of communication and that they see communication/media as an enemy:

“If communication can be put into strategic meetings like your senior management meetings-were decision are taken – they should not see communication as an enemy, and we always try to teach them – that the media is not your enemy”.

Respondent 12: further stated that another challenge other than that of issue of being reactive and communication not being taken as an important strategic tool, there is lack of information from the Mayor and council, they get surprised by questions from the media because they do not know the information/issues from the beginning. This harms their role or mandate of media relations and liaison and also this affect effective communication between the municipality and community

“Not knowing of issues and information is a problem, this becomes a problem an issues we are always on a defence – people need information about the problem facing the municipality – concerning lack of service delivery –if they do not get information, that's when com unites get violent- we do not communicate effectively with our communities”.

5.3.2.6 Success of the Unit

Respondent 11: stated that the mere fact that they have a communication unit and other in the district do not have as a sign that they are successful in the way in achieving objectives and improvement

“I would say we have a communication unit- it is a success because other municipalities do not have it – we are advocating issues of communication strategy – Yes – the newsletter that we have- other municipalities are still struggling with that – we have political accountability – we have a newsletter. Websites, social media- though there are still room for improvement – there is something”

Respondent 12: identified the consistency of their newsletter, which is quarterly as their success and their website, even though they are not happy with it and all the events that they planned were carried out “we have a newsletter that is consistent – it came out all through the months –websites, it is not in the same state –we are in the process of upgrading”

5.3.3 Ngaka Modiri Molema District

Represents the responses from the Ngaka Modiri Molema District. Interviews were conducted with the Chief Communication Officers of the municipality of Mahikeng, Ditsobotla and Ngaka Modiri Molema district municipality.

TABLE 5: Results and summary (Ngaka Modiri Molema)

| NGAKA MODIRI MOLEMA (results and summary) | | | |
|---|---|---|--|
| Municipality & Positions | Mahikeng Local Municipality: Chief Communication Officer | Ramotshere Moiloa Local Municipality: Chief Communication officer | Ngaka Modiri Molema District: Chief Communication Officer |
| Objectives & Goals | Liaise between the municipalities and its external and internal stakeholders | Establish and maintain comm channels Enhance and improve institutional profile | Supervisor media liaison designing and projects and programmes |
| Comms Channel | Twitter, internal memos, bulk messaging, Facebook Community radio | Facebook, tweeter & website/intranet Internal newsletter Notice boards | Internal and external newsletters, Website Facebook Radio stations |
| Coordination & collaboration | Department of local government & Human Settlement | GCIS Health SALGA | Department of local government Department of health SASSA |
| Challenges | <ul style="list-style-type: none"> Budgeting, Funding of projects Payment of rates | Budgeting Resources Municipal demarcations Communication only administration | Resources, Funds/budget Untrained councillors on media relation Negative perception of communication |
| Successes | Patching of potholes, cleaning of empty sites and fixing of street lights | Striving towards addressing the challenges | Positively dealing with backlog Water projects in Ditsobotla |

(Respondent 13: Mafikeng; Chief Communication Officer, Respondent 14: Ramotshere-Moiloa; Chief Communication Officer and respondent 15: District Municipality: Chief Communication Officer)

5.3.3.1 Objectives and Communication channels

Respondent 15: district stated that her unit responsibility is media relation and supervisor thereof, to oversee graphic designing of municipality publication and to coordinate the event, but as an events manager. use website, internal and external newsletters as channels for communicating with their stakeholders and they also use local radio stations like Mafikeng FM:

“We also use Mmabatho and Mafikeng FM - very seldom we use North West FM- we do not have a relationship with Motsweding FM because they are too expensive”.

Respondent 14: The Communication officer of the Ramotshere Moiloa stated that her responsibility is to establish and maintain clear and relevant two-way channels of communications, print media and social platforms to create an informed society using various channels of communication and technology platforms to the idea of enhancement and improvement of the profile of the municipality

Respondent 14: further identified channels that they used as their intranet and e-newsletter s their staff communiqué, which also include notice boards. Other channels that they are using as to supplement for community engagement such as council meeting, IDP steering committee and portfolio.

Respondent 13: indicated that the unit” responsibility is to liaise between the municipality and its internal and external stakeholders

5.3.3.2 Relationship management (Municipal Manager and Mayor)

Respondent 15: lamented on the lack of support or relationship between the Mayor and communication unit and also the fact that there are a holistic mistrust and lack of regard for the strategic nature of communication:

“There has always been a cry from government communicators – the Mayor does not understand the role and importance of communications – you know, when you go to the private sector they know that when you do not communicate their products –the whole thing is dead, it's a serious problem”.

Respondent 14: further highlighted the programme that is being initiated by SALGA to train councillors after being sworn in. Also said that even MMC should also be training about the importance of government communication and how to speak to the media:

"SALGA initiated the programme-when new councillors are sworn in- they should go for a week's training on an issue relating to government communication – they should understand the role of communication –we need to train the MMC- especially infrastructure and disaster-since they all think the role of communication is only events- we are camera people".

Respondent 14: stated that the relationship is based on administration duties and that the communication is responsible for the operation of the communication unit. She further stated that they take part in the weekly management committee which is facilitated by the office of the Municipal Manager:

“Manager who is responsible for the operation of the communication unit, there are weekly meeting called management committee facilitated by the office of the municipal manager and every Friday and Monday we get the Mayor's itinerary to prepare for the week ahead and assess the work done in the previous week"

Respondent 14: further indicated that they have a sound relationship as they often meet for advice, speech, research but the problem is that sometimes it gets too political, which communication is not the focus.

Respondent 13: mentioned that they do have a good relationship with the Mayor and MM, but had this to say:

“Although sometimes it may seem the unit only gets consulted at a stage where there is a crisis and must be managed by us, they do see the importance of having a fully fictional communication unit”

Based on the placement and the structure of the municipality, Respondent 13; had this to say

“Most municipalities have strategically placed communications under the office of the Executive Mayor, which in my opinion is not ideal. In our municipality, we are placed in the office of the Municipal Manager, and it works well because we can remain neutral and not be affected by politics".

5.3.3.3 Intergovernmental Relationship/Collaboration

Respondent 15: stated that they directly coordinate and are in constant contact with the department of local government because as a district, they are answerable to them and also based on the 5 pillars introduced by the premier's office they are forced to do government programmes:

“As you know there is Setsokotsane –RHR- saamtrek-saamwerk- we are forced to do government programmes with all the department especially that are involved with service delivery –like the department of health –SASSA and social development”.

Respondent 15: further identified challenges with coordination or forging a relationship with SOEs, like Eskom and Telkom, the reason being that they are not active and not attending the district communication forum, which they are supposed to be part of and also identified that they have yet to forge a relationship with any private sector organisation:

“We tried to forge some relations with Eskom and Telkom, but they are not coming to the party, or attending the district communicator's forums”.

Respondent 15: emphasised that they have an excellent relationship with the GCIS and South African Local Government Association (SALGA)- almost every day in the district, through the communication forum.

Respondent 14: stated that they do have a relationship with the provincial department and when the need arises and also a relationship with certain NGO's and private sector and all those are based on the service that the municipality requires:

"There are services that are offered by the provincial departments that the municipality requires. Every year during IDP consultations process reviews, various department commit the projects that are to be enrolled with the municipality, this is strengthening the saamtrek-saamwerk concept".

Respondent 13: indicated that they have a formal relationship with the Department of Local Government & human settlement since they are the mother body and they monitor the municipality's progress. However, she had this to say about NGOs

“the communication unit directly does not have a partnership with any private sector or NGO, however, the municipality does engage them from time to time in certain projects, when the need arises”

5.3.3.4 Implementation of the 5 Pillar (Setsokotsane)

Respondent 15: indicated that they do not deal directly with those programmes since they do not have a constituency and that the local municipality is in charge of the implementation.

Respondent 15: however, noted that saamtrek saamwerk does not work:

“We are forced as government that; we shouldn’t work in silos- it forces integration – we need to work together”

Respondent 15 further indicated reservation for VTSD that it is not working:

"I do not think it works – our people are not that much or have enough business for the benefit from because business is given to those that are well established".

Respondent 15: also identified as failure is the Setsokotsane programme, as it is now being reviewed:

“Setsokotsane is not effective that is why they had to review it- because the challenge is funds- you cannot accelerate service without funds”.

Respondent 14: identifies challenges concerning the implementation of the programmes:

"One of the challenges has been implementing programmes that will uplift the status of SMME's in Mahikeng because there is no enough funding from other departments and the private sector".

Respondent 14: further highlighted that the Mayor's office is responsible for the implementation of the programmes and that the VTSD is the competency of the Local Economic Development unit.

5.3.3.5 Challenges faced by the municipality

Respondent 15: district stressed that the issue that hampers their mandate and the overall district performance is the budget. She stressed that more should be done in providing adequate resources and budget, programmes like Setsokotsane should be budgeted for:

“The government should help with funds-where money is concerned, they should avail funds- Setsokotsane should be funded, have a budget for it- you know communication

needs funds- a proper budget, for you to be able to communicate – when we do not –it impacts on service delivery”.

Respondent 14: stated that the first challenge is relating to social media:

"The fact that we do not have a social media policy means that everyone can post whatever they want, they use that for their political agenda and they do not know that affects the image of the municipality".

The other challenges identified related to ward councillors who are not united, nor coordinating their activities, which creates problems towards service delivery and lastly, the main issues identified was budget which is not enough which also extend to human resources which are creating more problems.

Respondent 14: also indicated that the budget issues and rate payments are hampering service delivery:

"We aim to work on the challenges faced in service delivery and channel most of the funding towards it while also encouraging ratepayers to pay their services because their money is what keeps the municipality going to provide those service to its people".

5.3.3.6 Success of the Unit

Respondent 15: stated that they do not have what could be referred to as success but the fact that now they can pay debtors, service providers and work on the last year's backlog, is a sign of positive things to come:

"This financial year since it started in July – we are dealing more in the backlog of the past year- we have recuperated financially – we can pay people who rendered services to us".

Respondent 15: also mentioned that besides their backlog they were able to handover land and water projects for people in the Ditsobotla and Ottosdal, but they are optimistic that they are getting there when it comes to the improvement of service delivery. According to the Ramotshere-Moilwa, there is no outstanding success to identify, rather that they need to address their challenges.

Respondent 14: alluded to the fact that they have been successful in repairing potholes, cleaning vacant sites and fixing street lamps but mentioned that there is work to be done concerning rate payments:

“We aim to work on the challenges faced in service delivery and channel most of the funding towards it while also encouraging ratepayers to pay their services because their money is what keeps the municipality going to provide these services to its people”.

5.3.4 Dr Ruth Mompoti district

Represents the responses from the Dr Ruth Mompoti: the interview was conducted with the Communication officer of Greater Taung Local Municipality. The questionnaire was emailed to the Naledi Local Municipality communication officer. The District Municipality Communication officer was vacant.

TABLE 6: Results and summary (Dr Ruth Mompoti District)

| DR RUTH MOMPATI (results and summary) | | | |
|---|--|--|----------------------------------|
| Municipality & Positions | Greater Taung Local Municipality: Chief Communication Officer | Naledi Local Municipality: Chief Communication officer | DR Ruth Mompoti District: VACANT |
| Objectives & Goals | Stakeholder Relations and Municipal branding | Community liaison and engagement; handling media enquiries | |
| Comms Channel | Radio talk shows; community newspapers | Local radio, newsletters (community) | |
| Coordination & collaboration | Department of local government & Human Settlement | GCIS, SALGA | |
| Challenges | Budgeting, Funding of projects Payment of rates | Budgeting, policy articulation | |
| Successes | Collaboration between traditional heads Distribution of funds | RDP Provision of lights and sanitation | |

5.3.4.1 Objectives and Communication channels

Respondent 16: stated that their objectives are to ensure coordinated communication with different internal and external stakeholders and to promote the municipality brand.

Respondent 16: further stated that they use bi-monthly service delivery-based radio talk show, community newspapers for public notices, quarterly municipal publication and legislated public participation initiatives. They do this following a guideline for community engagement and participation.

Respondent 17: outlines the unit's duties as that handling media enquiries, organising interviews for the mayor and compilation of newsletters for the municipality, which also comes out Bi-monthly.

5.3.4.2 Relationship Management (Municipal Manager and Mayor)

Respondent 16: stated that the relationship between him and both the municipal manager and the mayor is a cordial one. They meet in an unstructured manner and it happens as and when it becomes necessary.

Respondent 17: indicated that they do have a healthy relationship with the mayor

“we have three political offices, the mayor, the speaker and the chief whip- so anything that they need from us, we avail ourselves – we have a very good relationship”

5.3.4.3 Intergovernmental Relationship/Collaboration

Respondent 16: identified the department of Local government and human settlement and the Premier's office as the departments they have a partnership and collaborate with. They do this for a coordinated effort in communicating local and provincial government messages. They also have this meeting quarterly or when it is necessary.

They also have a relationship with the Government Communication and Information Systems (GCIS) which has a seat in the Local Government Communicator’s forum and they share all high-level communiqué with municipalities. The other forum with they attend is the District Communicators Forum, in which all municipalities in the district participate, and the District communicators forums meet Bi-monthly.

However, respondent 17: indicated that they are not happy with the relationship

"we are supposed to engage with them on the regular basis – but not happy in the manner we are relating to them- we not engaging with them regularly, only when there is a serious need, then they will come"

5.3.4.4 Implementation of the 5 Pillar (Setsokotsane)

Respondent 16: said that there are teams established in the municipal area to implement and report on programmes relating to provincial concretes and he further mentioned that 30% of the municipal procurement is directed towards local service providers.

Respondent 17: indicated that that's is a project from the provincial office, they do not get involved.

5.3.4.5 Challenges faced by the municipality

Respondent 16: explained that an element of apathy on the part of the communities and their limited ability to access the means and mediums of communication. He further indicated that budget constraints and the resultant time it takes to deliver service remain some of the challenges

Respondent 17: identified staffing as a major problem and they in most cases force them to miss deadlines, they also have an issue with branding. Different departments are using differed logos and embroidery on t-shirts, even though they belong to the same municipality.

5.3.4.6 Success of the Unit

Respondent 16: identified the collaboration with three traditional authorities and a fair distribution across the wards to ensure fair distribution of grants. He further identified the distribution of municipal resources across the wards as a mechanism to ensured fair service delivery.

Respondent 17: identifies their regular publishing of the Newsletter and continuous dissemination of information as the success areas of the municipality

5.3.5 Analysis and summary of Municipal Data

This Section Aims at analysing and summarising data from all four district municipalities, to t extrapolate and juxtapose their issues relation communication and implementation of development issues. This will assist in establishing a clear and concise way forward of the

North West province, their municipalities in establishing an efficient and effective communication system. It will also provide a comprehensive analysis of the gap that exists and the challenges being faced by municipalities in improving service delivery- municipalities are at the implementation level of government and strategically placed to gather information and needs analysis of communities to foster rural development

5.3.5.1 Objective and Communication Channel

Almost all communication officers stated that they are responsible for liaising between the municipalities and its constituencies; they also indicated stakeholder relations as their main objective – between external and internal stakeholder, only Matlosana and Greater Taung talked about marketing and branding. Because there have been so many strained relations between the municipality and their constituency, only two of the municipalities saw a need for their issues to be addressed by their units. clear articulation of objectives is lacking.

Concerning channels and mode of communication – most municipalities do use social media i.e. Facebook, Twitter, community radio as a means to communicate to their constituencies – their issues here is whether this is more effective and efficient in perusing of the municipal objectives.

5.3.5.2 Relationship with Executive (Mayor and Municipal Manager)

There seem to be a general misunderstanding by the Mayor & Municipal Manager on the role of the communication Unit. There is a general feeling of mistrust, mostly on the fact that mayor is political appointees, they toe party politics and objective whilst communication is operational. All most all indication that the executive committee does not understand the strategic nature and importance of the communication unit, they see it as photography and events people. This creates a lack of synergy and communication not effectively used to liaison with constituencies. Based on this general sense of municipality not understanding the needs of the people and failing to communicate projects and objective properly, leading to violent protests. In every news reports emanating from the protests, there is a general feeling from the masses that the municipalities are not listening and addressing their needs.

5.3.5.3 Intergovernmental Relationship and Collaboration

Most of the municipalities identified these (SALGA, GCIS, Heath, Local Gov & Human Settlement) department/Agencies as those that have a relationship with and in most instances have collaboration. They mentioned that most of these have seats in the district communication

forum and the local government forum- they meet bi-monthly. The issues have could be the effectiveness and efficiency of these forums towards rural development and leading to better service delivery. There has to be collaboration from different departments to be effective and efficiently implement the national development plan vision 2030.

5.3.5.4 Implementation of the 5 Pillars (Setsokotsane programme)

The Setsokotsane Programme or the 5 concrete pillars are the previous premiers of the North West to assist issues of service delivery and fast track rural development projects. Based on the summary data from the districts only one district i.e. DR Ruth indicated that there are some positives from the programme, the Bojanala district were unanimous in their reflection on the programme, stating that they are struggling with their implementation, on the same breath the Kenneth Kaunda district identified a lack of policy nor documentation as hindering the efficiency and effectiveness in its implementation. Most importantly all agree that their programme is a top-down approach and based on the premise of participatory communication approach, the Setsokotsane does not foster a positive exchange of ideas.

5.3.5.5 Challenges faced by the municipalities

There were a variety of challenges identified, from an empathetic community (Ruth Mompati) to municipal structure (Dr Kenneth Kaunda) and ward councillor's terms of office (Bojanala). The district of Bojanala and Kenneth Kaunda feels that the terms of office of ward councillors should be synchronised with that of the provincial terms or national terms and also feel that most do not understand by-laws and cannot articulate policies of the government, as most are not educated to the level of articulating laws and by-laws. The main challenge emanating from all the district is that of budgeting, all mentioned that they do not receive enough budget to execute their mandate, this comes from lack of understanding of the role and strategic nature of the communication unit by the executive. They emphasised that the executive has no clue on the role of communication, as they assume that they are merely for taking picture and events management.

Another challenge also identified was the issue of ward councillors who are not united because of party politics and this created an issue relating to the coordination of activities and service delivery. The other major challenges are human resources and most is the fact that most "communication officer" in another district (Venterdorp-now amalgamated with Tlokweg to

form JB marks) do not know communication, they are just administrator/clerks hired as communicators. Another common challenge amongst the district is the fact that most of the time they are reactive and are only requested for assistance during service delivery protest.

5.3.5.6 Success of the municipality

Most of the municipalities did not have any significant success that outweigh the challenges, most identified the issues like fixing of potholes, street lights and building of roads. This is more or less evidence that municipalities are not effective in achieving their mandate and operatively they are not efficient. Some identified that the delivery of their newsletter as their success area, even though in itself does not translate to the successful functioning municipality.

5.4 RESULTS AND SUMMARY (Communities)

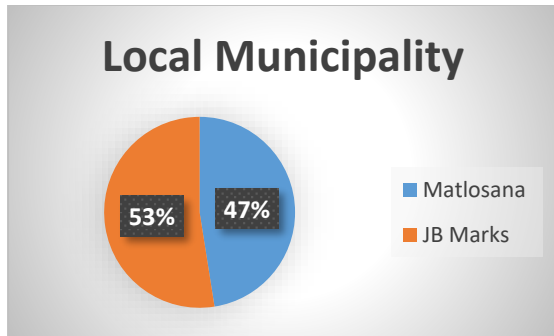
The below tables/graphs represent the data of questionnaires distributed amongst residents & commutation student residing within the selected municipality within the 4 districts of the North West Province selected for the study. The data are from 2 local municipalities with the 4 districts, with aim ascertaining the effectiveness and efficiency of the municipalities concerning communication and development. The focus of the study is to seek ways on improving the communication within the North West provincial communication system in improving the livelihood of their constituencies.

5.4.1 Kenneth Kaunda District (Matlosana and JB Marks)

Matlosana is a category B Municipality and it is constituted by the following towns, Hartebeesfontein, Klerksdorp, Orkney and Stilfontein. Its main economic sectors are mining, agriculture, manufacturing and construction & transport. JB Marks was established based on the amalgamation of the Ventersdorp and Tlokwe local municipalities. It is also category B municipality; it is the largest within the Kenneth Kaunda District municipality. Their main sectors are mining and agriculture. Matlosana N=19 & JB Marks N=21.

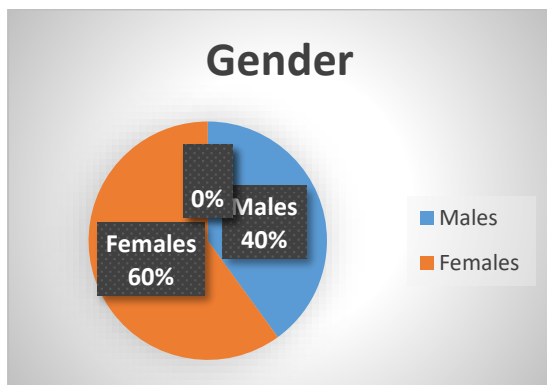
5.4.1.1 Demographics

Figure 2: (Kenneth Kaunda: Local Municipality)



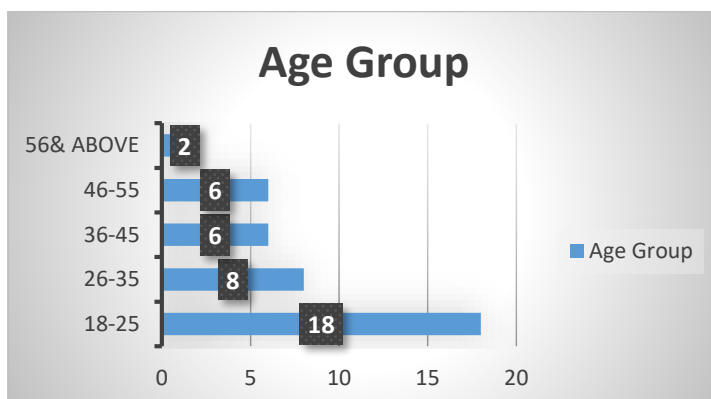
Fifty-eight percent (58%) of the respondent are from the Matlosana district and forty-seven present (47%) of the respondents reside in the JB Marks local municipality.

Figure 3 (Gender: Kenneth Kaunda District))



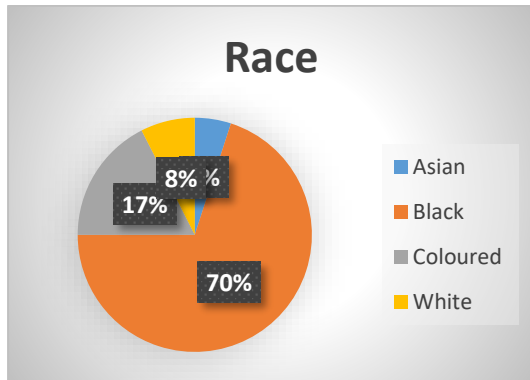
Sixty percent (60%) of the respondents of the study were females while forty percent (40%) were males

Figure 4 (Age Group: Kenneth Kaunda District)



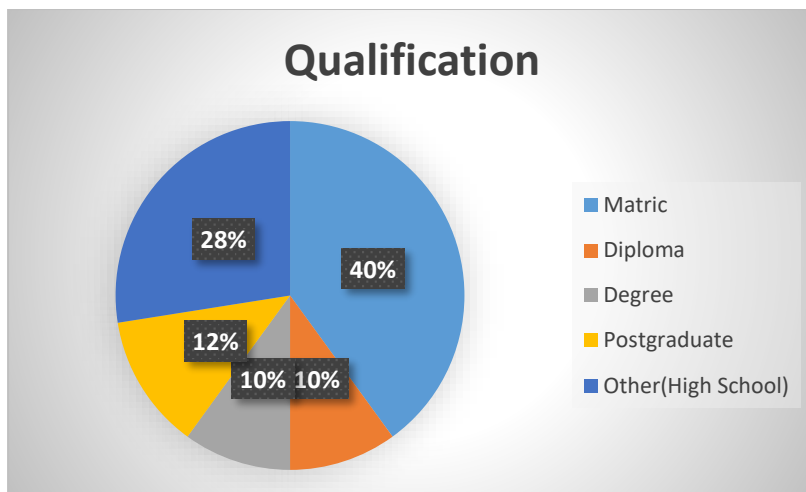
Twenty-seven percent (27 %) of the respondents are between the ages of 18-25, twenty-six percent (26 %) of the respondents are between the ages of 26-35, twenty percent (20 %) for the age groups of 36-45 & 46-55 respectively and lastly, seven percent (7%) were between the ages of 55 & above.

Figure 5 (Race: Kenneth Kaunda District)



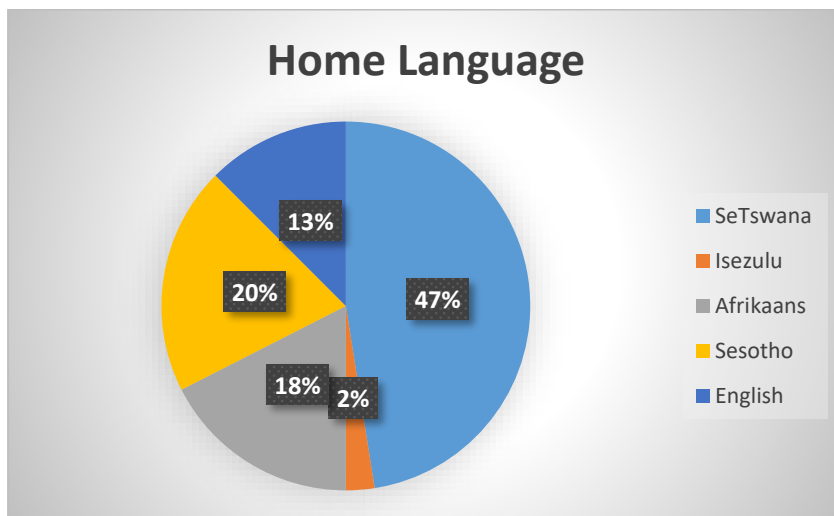
Seventy percent (70%) of the respondents are Black since the area of study its residents are predominantly Black, seventeen percent (17%) are coloured, eight percent (8%) white and five percent (5%) Asian.

Figure 6(Qualifications: Kenneth Kaunda District)



Forty percent (40%) of the respondents' high qualification is matric, most probably from the students that took part in the research. Twenty-eight percent (28%) of the respondents are still in high school, twelve percent (12%) of the respondents' high qualification postgraduate, with ten percent (10%) those with degrees and also ten percent (10%) those with diplomas.

Figure 7 (Home language: Kenneth Kaunda District)

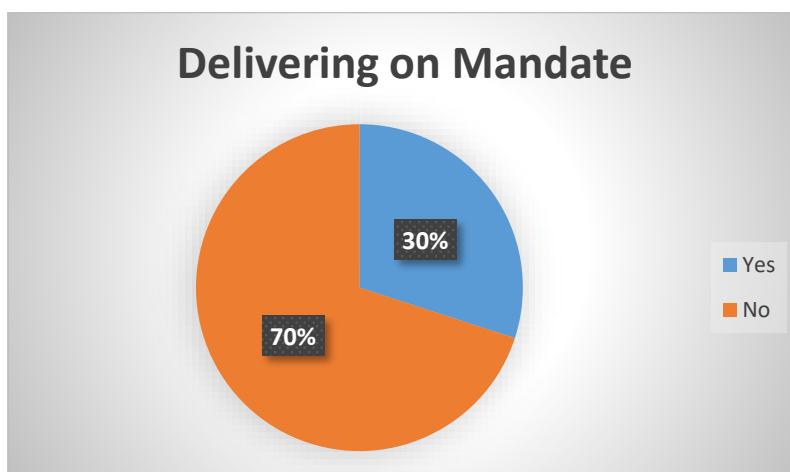


Forty-seven percent (47%) of the respondents' home language is Setswana, with twenty percent (20%) those who speak Sesotho, eighteen percent (18%) of the respondents speak Afrikaans, with thirteen percent (13%) English and lastly two percent (2%) those who speak IsiZulu.

5.4.1.2 Knowledge information

- 1. Do you believe that your municipality is delivering on its mandate for rural development? (yes/No)**

Figure 8 (Delivering of Mandate: Kenneth Kaunda District)

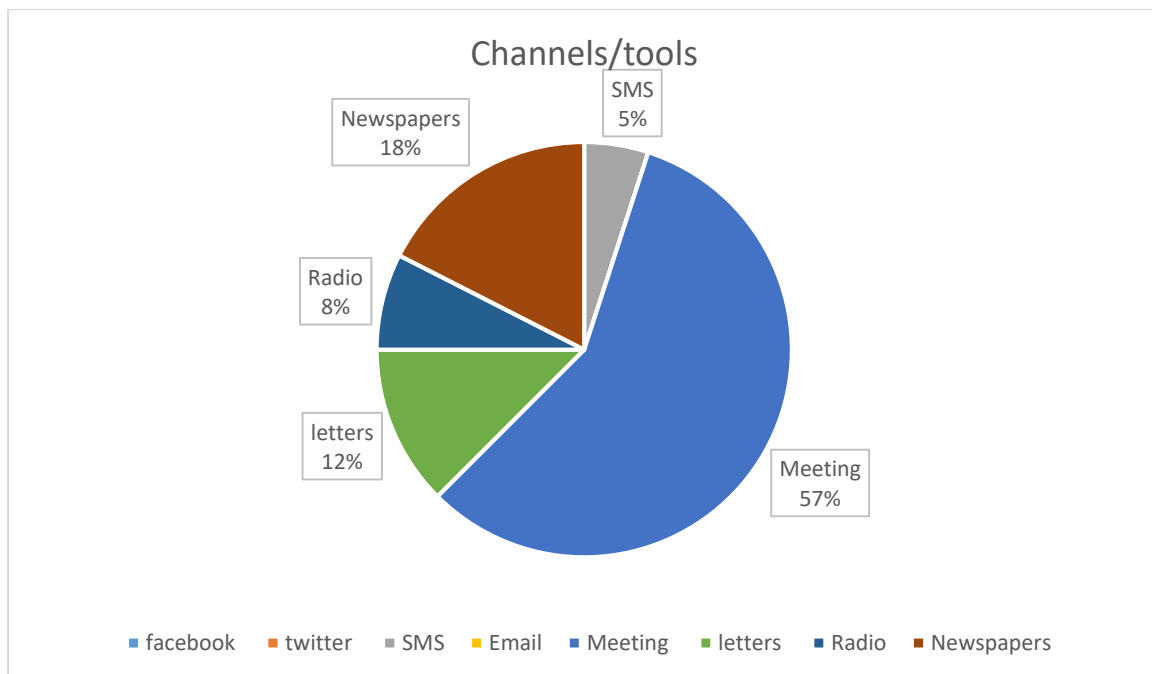


Seventy percent (70%) of the respondents believe that their municipalities are not delivering on their mandate in relations to rural development and service delivery. Most identified the

lack of jobs, basic infrastructure and bad roads. Others highlighted the consistent water problems and inadequate housing as a sign of failure of the municipality. Thirty percent (30%) of the respondents believe that their municipality is functioning, their identified RDP housing and mobile clinics and others identified the building of school and improvements on water supply, without some said most of this improvements do not benefit all.

2. What channels/tools of communication is your municipality using to communicate with its constituencies?

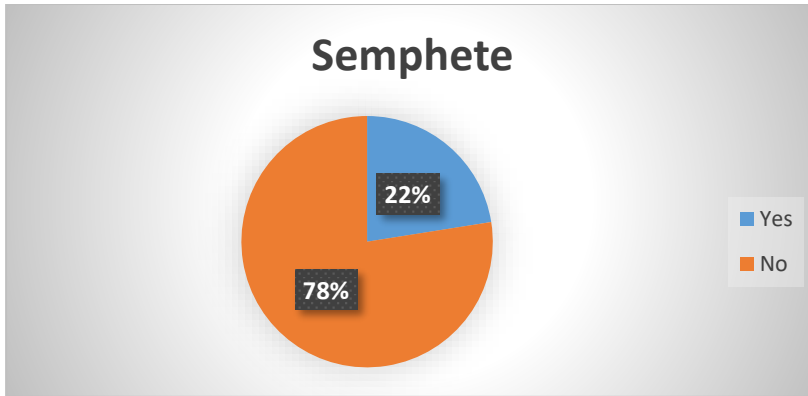
Figure 9 (Channels/Tools of Communication: Kenneth Kaunda District)



Fifty-three percent (53%) of the respondents stated that their municipality used public meetings as a form of channel for communication, eighteen percent (18%) stated that they receive information from newspapers relating to their municipality, with twelve (12%) respondents identifying newspapers, eight percent (8%) indicated that they receive information through the radio and five percent (5%) receive information through SMS.

2.A) Do you know of Semphete (government Newspaper)?

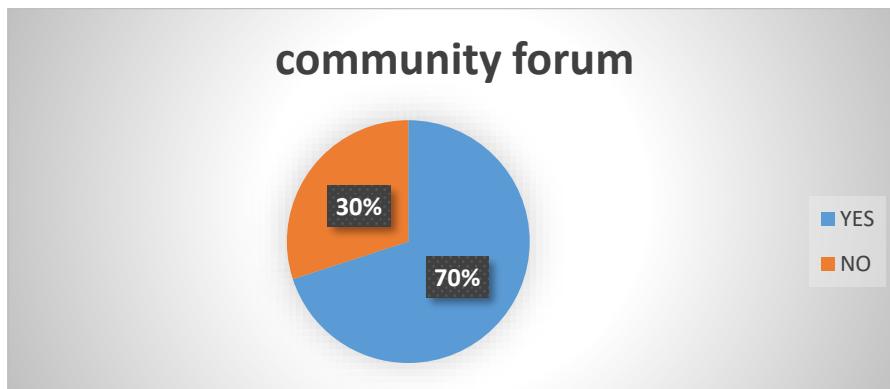
Figure 10 (Semphete: Kenneth Kaunda District)



Seventy-eight percent 78% of the respondents did not know of the Semphete (government newspaper) which is purported to be government mouthpiece and communication tools for dissemination of government policies and information. Twenty-two percent (22%) of the respondents know of the newspaper but all do not think it is effective as a tool for community engagement.

B) Are there Community Forums in your area?

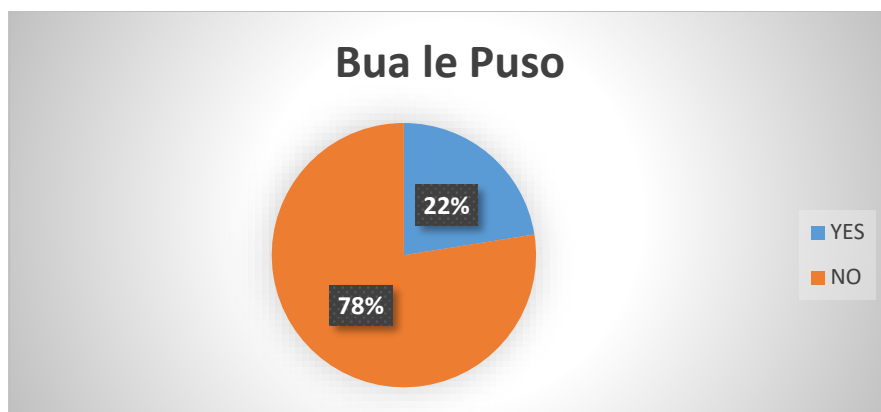
Figure 11: (Community Forum: Kenneth Kaunda District)



Seventy percent (70%) of the respondents stated that there is a community forum within their area whereas Thirty percent (30%) stated that there are no community forums in their area. Seventy percent (70%) of those who stated that they there is a community forum in their area, stated that they are not effective in assisting the community whereas thirty percent (30%) stated that they are effective and highlighted a few issues like policing and crime prevention programmes and issues relating unskilled labour.

C. Do you know “Bua le Pusó”?

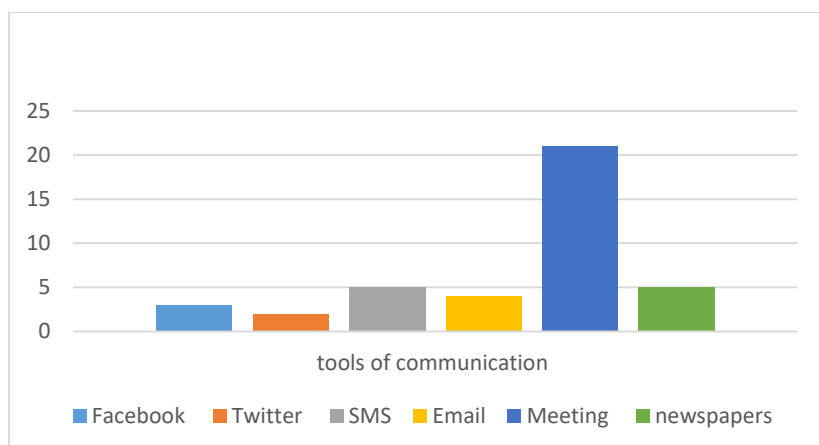
Figure 10 (Bua le Pusó; Kenneth Kaunda District)



Seventy-eight percent (78%) of the respondents do not know “Bua le Puso” with twenty-two percent (22%) stating that they do know of the programme. Most, eighty-four percent (84%) of the respondents believe that the programmes are not effective and those that believe are effective (sixteen percent :16%), state that they do help with students’ bursaries but it does not reach a lot of people.

3. Which channels/tools of communication would you prefer as forms used by the municipality to communicate with you?

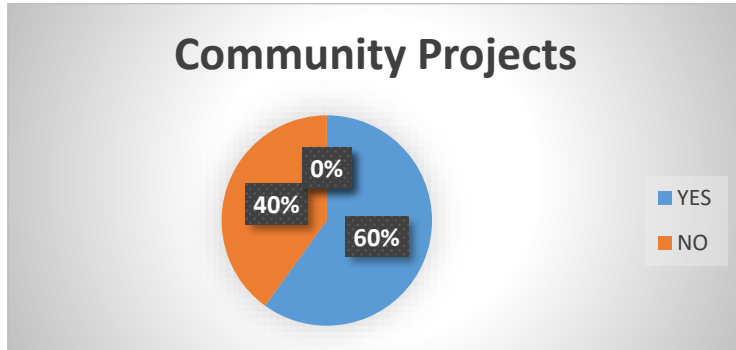
Figure 11 (Preferred Communication Channels: Kenneth Kaunda District)



Fifty-three percent (53%) of the respondents would like for meeting to be organised as a form of community engagement, thirteen percent (13%) of the respondents prefer the use of newspapers, twelve percent (12%) would like to receive SMS as a form of communication, and ten percent (10%) would like to receive Emails and seven percent (7%) prefer Facebook and five percent (5%) like the usage of Twitter.

4. Has there been a project for rural development in your area encouraging community participation?

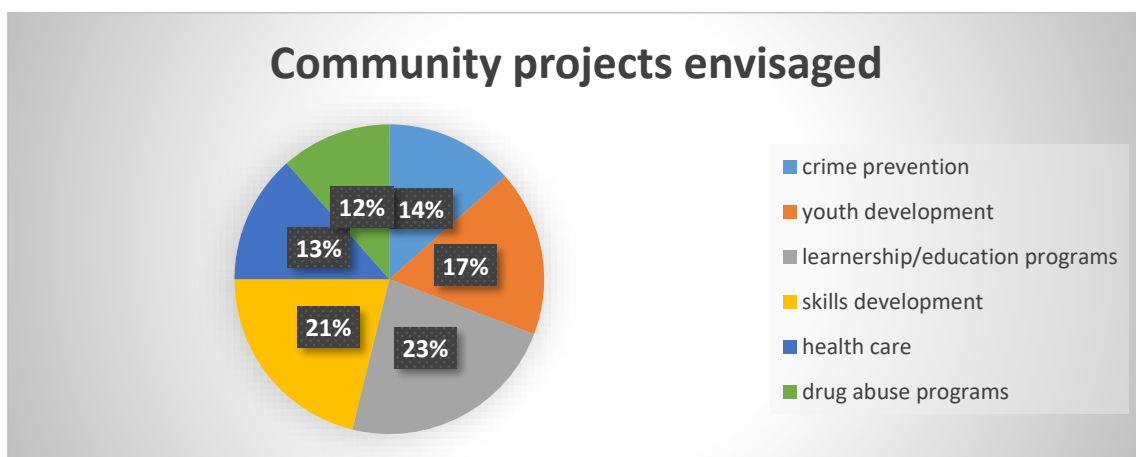
Figure 12 (Community Projects: Kenneth Kaunda District)



Sixty percent (60%) of the respondents stated that there are community projects within their municipality whereas forty percent (40%) stated that there are no community projects in your area. Most respondents highlighted the EPWP as an effective project aimed at alleviating poverty within the community. Others identified project relating policing forums and crime prevention. Projects also mentioned are related to farming, chicken farming to be specific and cleaning projects and lastly road construction.

5. What kind of community involvement do you envisage in your municipality?

Figure 12 (Community project envisaged)

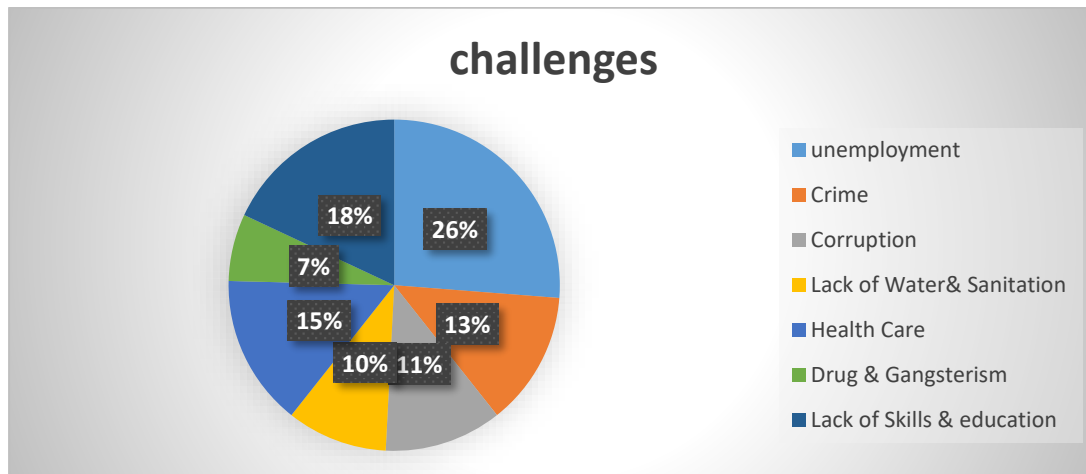


Twenty-four percent (24%) of the respondents would like the municipalities to address issues around learnership and education programmes, twenty-one percent (21%) of the respondents would like to see programmes relating to skills development. Seventeen percent (17%) of the

respondents want to have youth development programmes within their municipality, fourteen percent (14%) want crime prevention programmes, thirteen percent (13%) want better Health care programmes and twelve percent (12%) would like to have drug abuse programmes.

6. What are the challenges in your area?

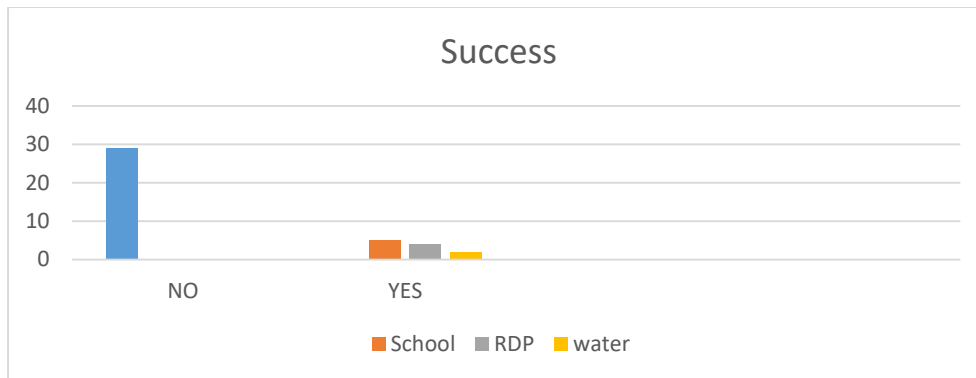
Figure 13 (Challenges: Kenneth Kaunda District)



Twenty-six percent (26%) of the respondents stated that the challenges they are facing with the community are the unemployment rate, especially of the youth, while eighteen (18%) identified lack of skills and education as challenges, and fifteen percent (15%) identified adequate, poor health care facilities as challenges. Thirteen percent (13%) of the respondents listed crime prevention issues as challenges within the municipality, while eleven per cent (11%) listed corruption. Ten percent (10%) of the respondents indicated a lack of water and sanitation and seven percent (7%) identified drugs and gangsterism as challenges.

7. What is the success of your municipality in the development of your community?

Figure 14 (Success: Kenneth Kaunda District)



Seventy-four percent (74%) of the respondents believe that the municipality does not have any successes in performing their duties. Twenty-six percent (26%) of those who believed that they have been, identified provision of water, RDP and building of schools as the success areas.

8. Is your community playing a role in the implementation of the provincial Pillars (Setsokotsane Programme)?

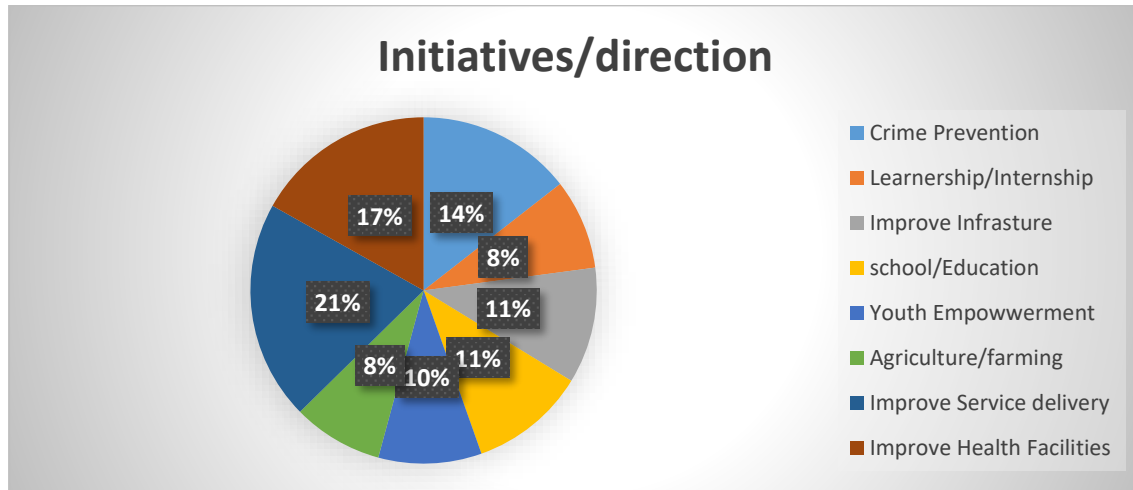
Figure 15 (Community Participation: Kenneth Kaunda District)



Seventy-eight percent (78%) of the respondents' state that the community is not involved in the implementation of the pillars. They stated that they are not properly informed about the Setsokotsane Programme and also not consulting on matters relating to community development. Twenty-two percent (22%) of the respondents stated that they do get involved, identified youth volunteers and EPWP programme.

9. What development initiative/direction would you like to be implemented in your municipality?

Figure 16: (Community Initiatives: Kenneth Kaunda District)



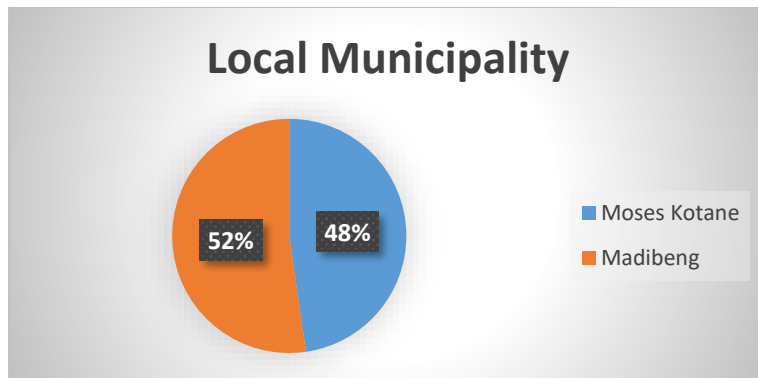
Twenty-one percent 21% of the respondents want an improved service delivery from their municipality, with seventy percent (17 %) looking for better and improved health facilities and fourteen percent (14%) looking for better crime prevention strategies. Eleven percent (11%) of the respondents wanted a better education system, the building of schools and also eleven percent (11%) for those who want an improved infrastructure. Eight percent (8%) of the respondents want an improved investment in the agricultural and farming sector and also eight percent (8%) want more learnership and internships programmes.

5.4.2 Bojanala District (Moses Kotane & Madibeng Local Municipality)

Madibeng local municipality category B Municipality – the seat of a local municipality is Brits. The popular tourist area of Hartebeespoort is also located in the municipality. Its main economic sectors are tourism, agriculture & transport. Bojanala Platinum is also a category B, with a seat in Rustenburg. The main sectors are mining, construction and transportation. N=21 respondents from Moses Kotane took part in the study whereas N=23 respondents were from Madibeng Local Municipality.

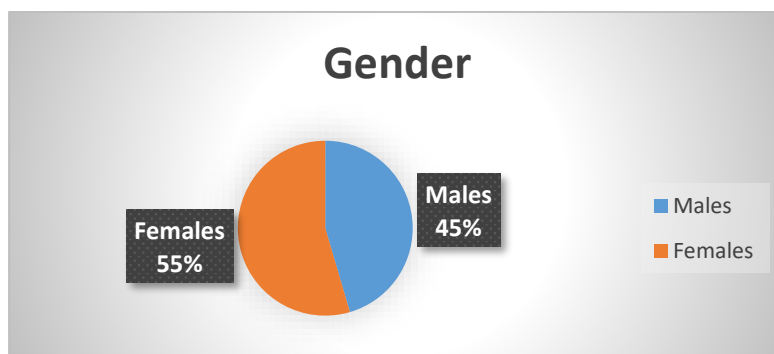
5.4.2.1 Demographics

Figure 17 (Local Municipality: Bojanala District)



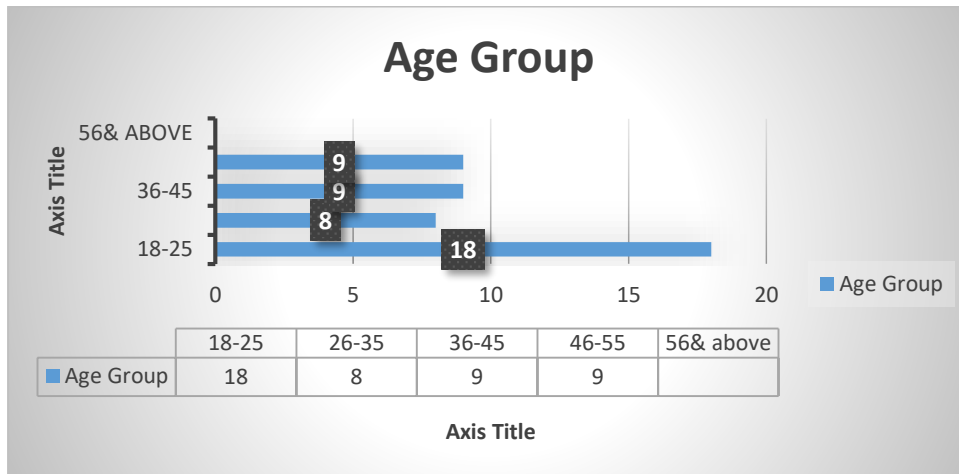
Fifty-two percent (52%) of the respondent are from the Madibeng local and forty-eight percent (48%) of the respondent resides in the Moses Kotane municipality.

Figure 18 (Gender: Bojanala District)



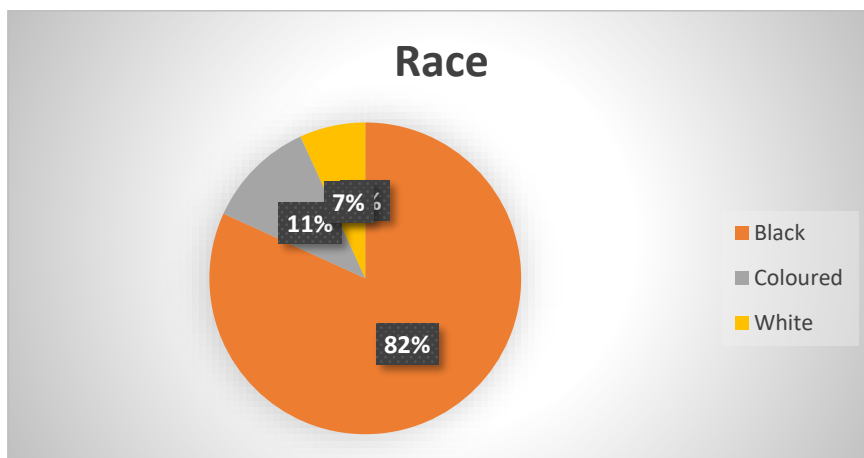
Fifty-five percent (55%) of the respondents of the study were females while forty-five percent (45%) were males

Figure 19 (Age Group: Bojanala District)



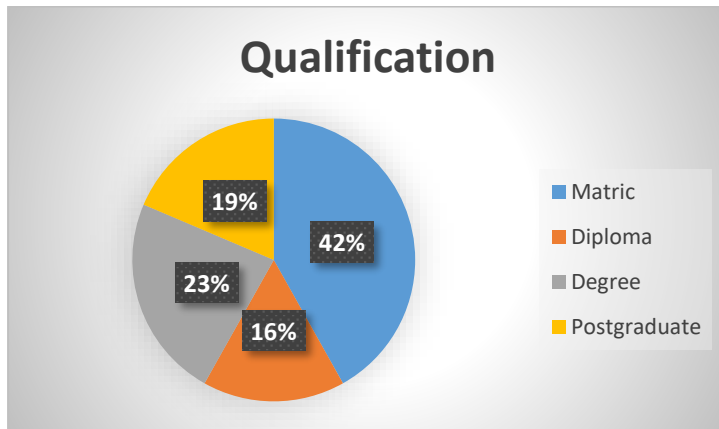
Forty-one percent (41 %) of the respondents are between the ages of 18-25, eighteen per cent (18 %) of the respondents are between the ages of 26-35, twenty percent (20 %) for the age groups of 36-45 & twenty-one percent 21% for 46-55.

Figure 20 (Race: Bojanala District)



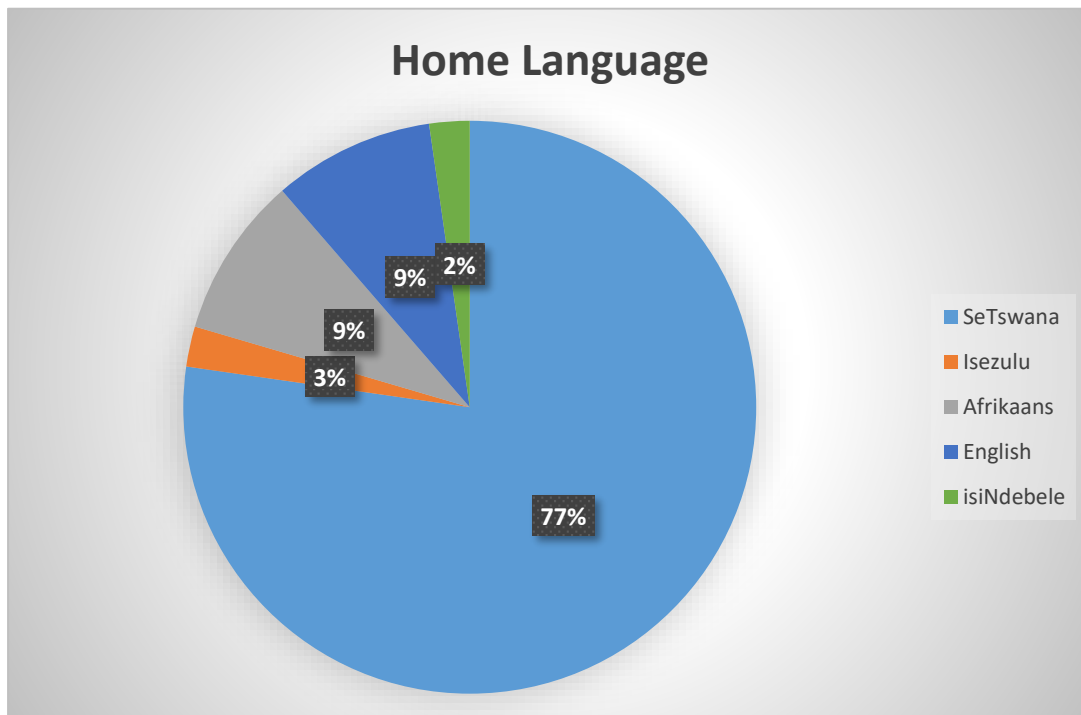
Eighty-two percent (82%) of the respondents are Black since the area of study its residents are predominantly Black, eleven percent (11%) are coloured and seven percent (7%) white.

Figure 21 (Qualifications: Bojanala District)



Forty-two percent (42%) of the respondents' high qualification is matric, most probably from the students that took part in the research. Twenty-three percent (23%) of the respondents have degrees, nineteen percent (19%) of the respondents' highest qualification is a post-graduate degree and also sixteen percent (16%) those with diplomas.

Figure 22 (Home language: Bojanala District)

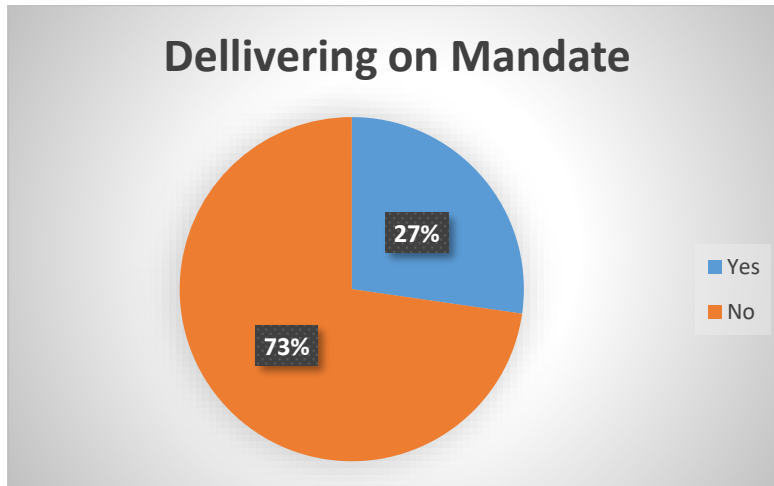


Seventy-seven percent (77%) of the respondents' home language is Setswana, with nine percent (9%) speak English & Afrikaans respectively, three percent (3%) speak IsiZulu and lastly two percent (2%) those who speak IsiNdebele.

5.4.2.1.1 Knowledge information

1. Do you believe that your municipality is delivering on its mandate for rural development? (yes/No)

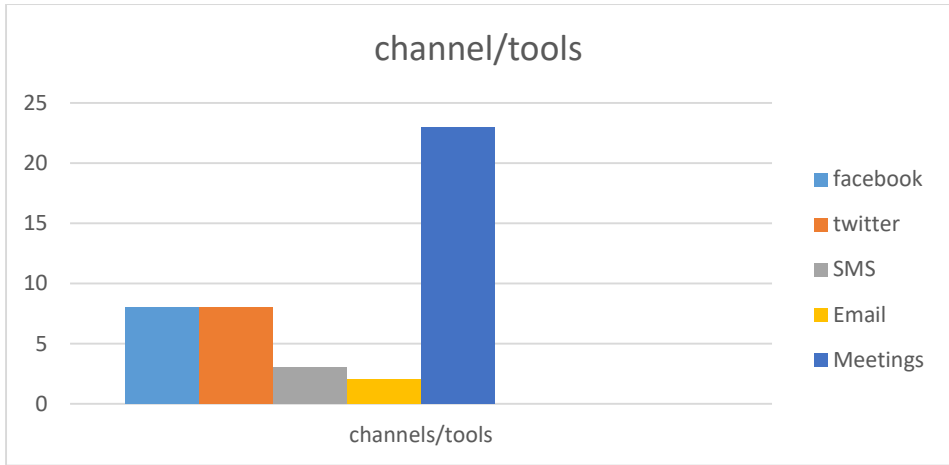
Figure 23 (Delivering on the mandate: Bojanala District)



Seventy percent (70%) of the respondents believe that their municipalities are not delivering on their mandate in relation to rural development and service delivery. Most identified the lack of jobs, basic infrastructures, and bad roads, and also highlighted the fact that there has been an increase in violent service delivery strikes, that proves that there is lack of effectiveness and efficiency in the services of municipalities. Others highlighted the consistent water problems and inadequate housing as a sign of failure of the municipality. Thirty percent (30%) of the respondents believe that their municipality is functioning, their identified RDP housing and mobile clinics and others identified the building of school and improvements on water supply, and they also indicate that these are nonetheless slow.

2. What channels/tools of communication is your municipality using to communicate with its constituencies?

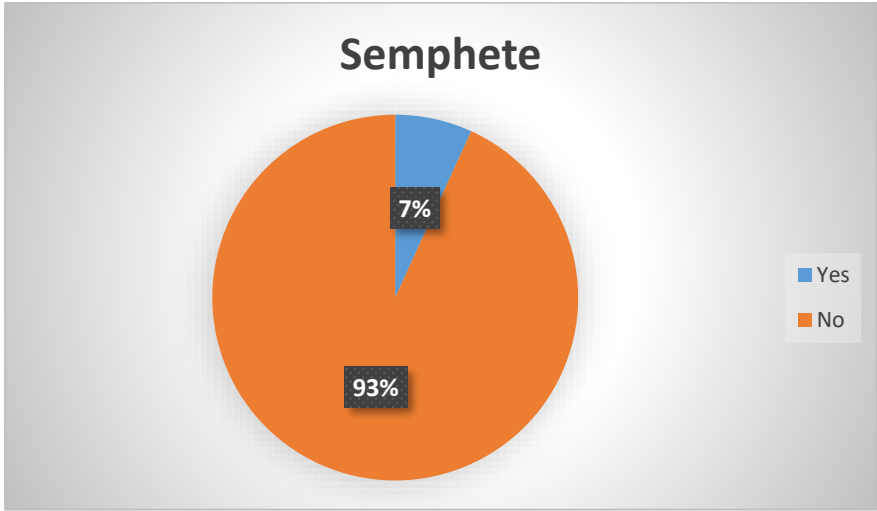
Figure 24 (Channels/tools: Bojanala District)



Fifty-two percent (52%) of the respondents stated that their municipality used public meetings as a form of channel for communication, with eighteen percent (18%) respectively for the usage of Twitter and Facebook. Seven percent (7%) respondent will pare ate the usage of SMS, five percent (5%) prefer Email.

2.A) Do you know of Semphete (government Newspaper)

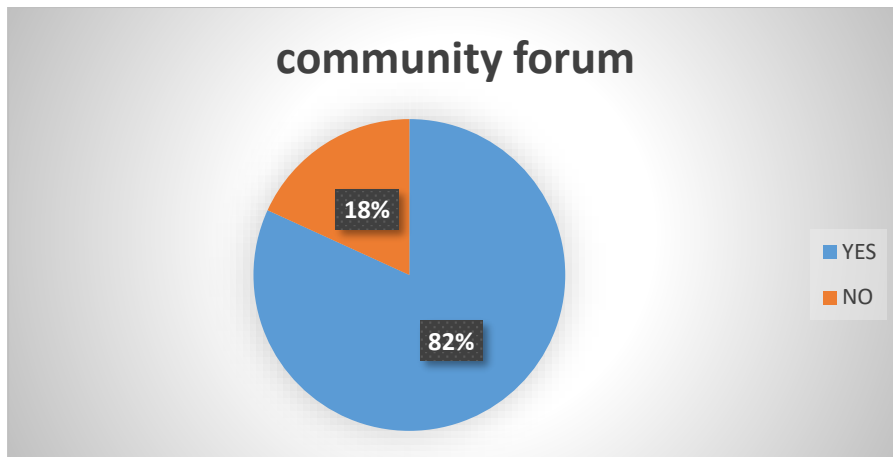
Figure 25 (Semphete: Bojanala district)



Ninety-three percent (93%) of the respondents did not know of the Semphete (government newspaper) which is purported to be government mouthpiece and communication tools for dissemination of government policies and information. Only seven per cent (7%) of the respondents know of the newspaper as such its indicative of its ineffectiveness in community engagement.

b) Are there Community Forums in your area?

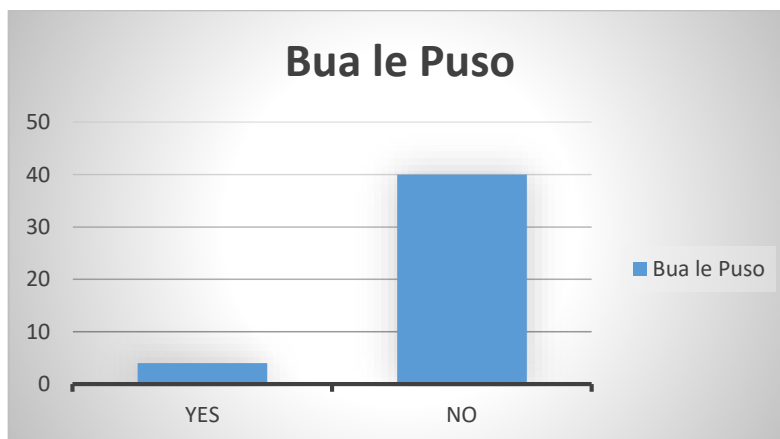
Figure 26 (Community forums)



Eighty-two percent (82%) of the respondents stated that there is a community forum within their area whereas eighteen percent (18%) stated that there is no community forum in their area. Ninety percent (90%) of those who stated that they there is a community forum in their area, stated that it is not effective in assisting the community whereas only nine percent (9%) stated that the forum was effective and highlighted a few issues like community sessions, meetings, social activities and crime prevention.

c) Do you know “Bua le Puso”?

Figure 27 (Bua le Puso: Bojanala District)

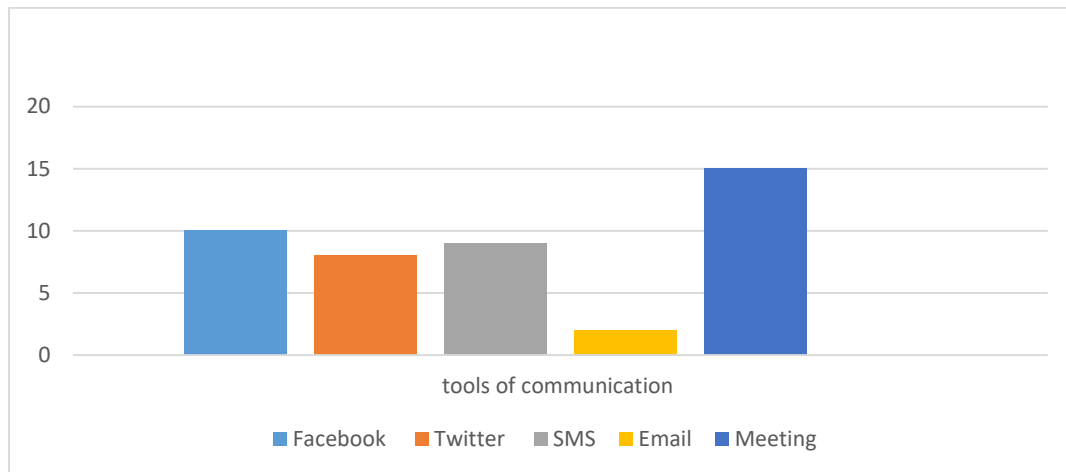


Ninety-one percent (91%) of the respondents do not know “Bua le Puso” with nine percent (9%) stating that they do know of the programme. Most (91%) of the respondents believe that the programmes are not effective, also indicate that there are no effective tools of government

communication and those that believe are effective (9%), state that they raise issues of public concern.

3. Which channels/tools of communication would you prefer as forms used by the municipality to communicate with you?

Figure 28 (Preferred channels/tools of communication: Bojanala District)



Forty-three percent (43%) of the respondents would like for meeting to be organised as a form of community engagement, twenty-three (23%) of the respondents prefer the usage of Facebook, twenty percent (20%) would like to receive SMS as a form of communication, eighteen (18%) would like to Twitter and only five percent (5%) prefer Emails.

4. Has there been a project for rural development in your area encouraging community participation?

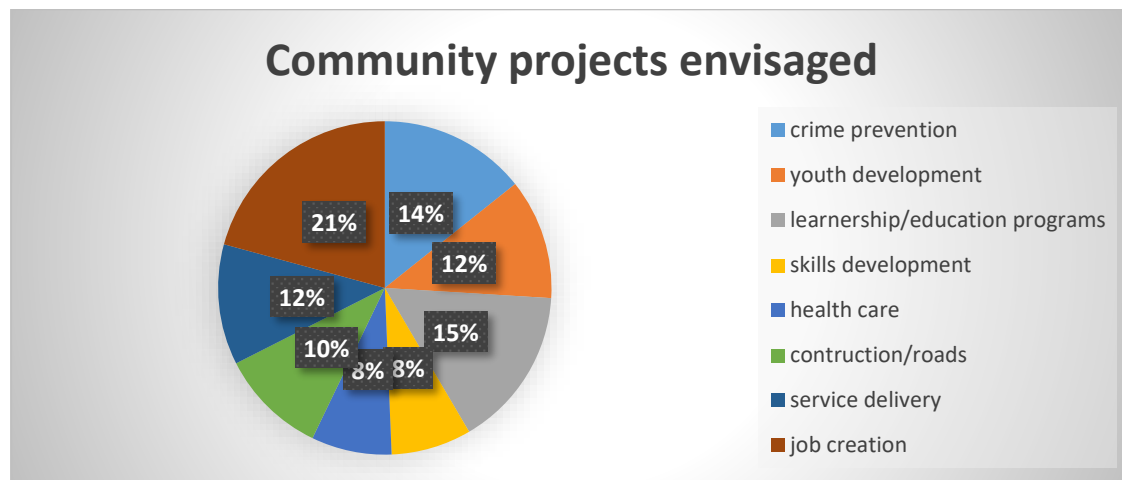
Figure 29 (Community projects: Bojanala District)



Eighty-six percent (86%) of the respondents stated that there are no community projects within their municipality whereas fourteen percent (14%) stated that there are community projects in your area. Most respondents who stated that there are community projects highlighted the vegetable gardens, RDP houses and Malls.

5. What kind of community involvement do you envisage in your municipality?

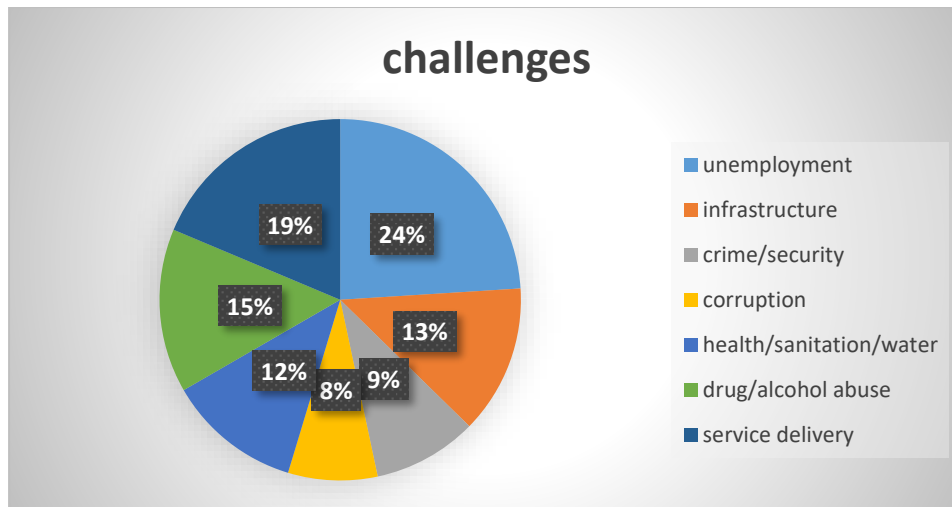
Figure 30 (Community projects: Bojanala District)



Twenty-one percent (21%) of the respondents would like the municipalities to reduce the issue around unemployment and job creation, seventeen percent (17%) of the respondents would like to see programmes relating to crime prevention. Fifteen per cent (15%) of the respondents want learnership & educational programmes, twelve percent (12%) respectively for youth development and service delivery, ten percent (10%) want construction of roads & infrastructural development, and lastly eight percent (8%) each for both skills development and health care.

6. What are the challenges in your area?

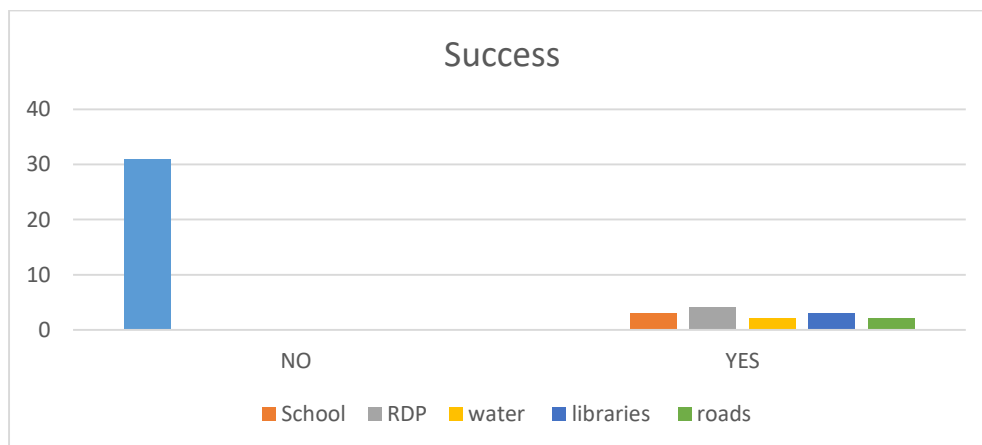
Figure 31 (Challenges: Bojanala District)



Twenty-six per cent (26%) of the respondents stated that the challenges they are facing with the community include the high unemployment rate, especially of the youth, while twenty per cent (20%) identified lack of service delivery as a challenge, and fifteen per cent (15%) identified adequate infrastructure and roads as challenges. Thirteen per cent (13%) of the respondents listed health and lack of proper sanitation as challenges within the municipality, while ten per cent (10%) listed crime and lack of proper security, nine per cent (9%) identified corruption and lastly drug and alcohol abuse were also identified as challenges facing the municipalities.

7. What is the success of your municipality in the development of your community?

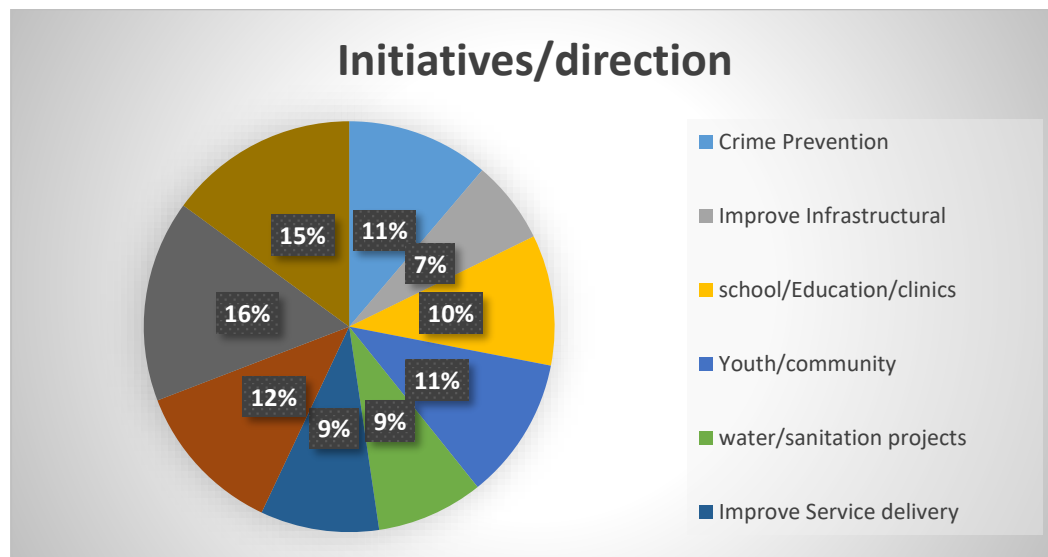
Figure 32 (Success: Bojanala District)



Sixty-seven percent (67%) of the respondents believe that the municipality does not have any successes in performing their duties. Thirty-three percent (33%) of those who believed that they have been, identified provision of water, RDP, the building of schools and libraries.

8. What development initiative/direction would you like to be implemented in your municipality?

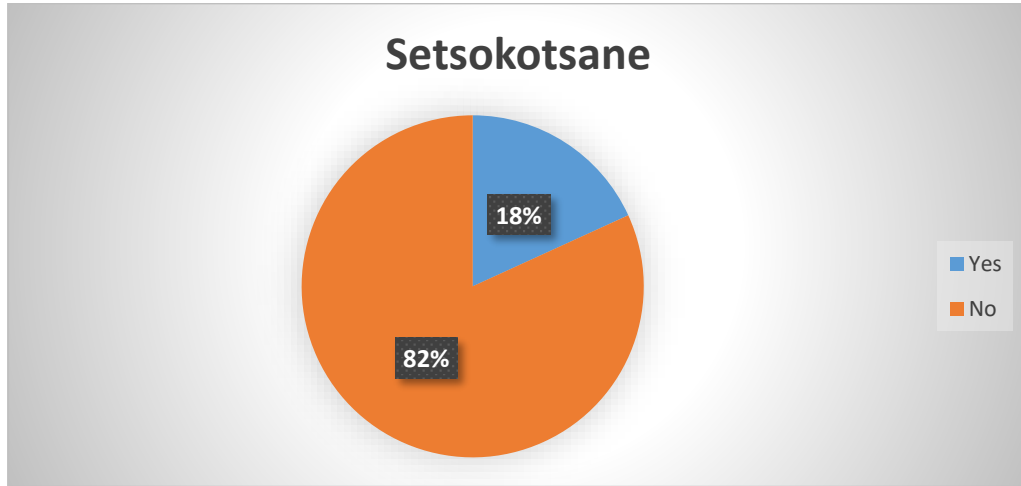
Figure 33 (Initiatives and direction: Bojanala District)



Sixteen percent (16%) of the respondents want an improved learnership & bursaries, with fifteen percent (15%) looking for the eradication of corruption. Twelve percent (12%) are looking for job creation with eleven percent (11%) for both crime prevention and youth/community development projects. Ten percent (10%) of the respondents wanted a better education system, the building of schools & clinics, with nine percent (9%) for water/sanitation projects and better service delivery. Lastly, seventeen percent (7%) of the respondents wanted an overall infrastructural development.

9. Is your community playing a role in the implementation of the provincial Pillars (Setsokotsane Programme)?

Figure 34 (Setsokotsane: Bojanala District)



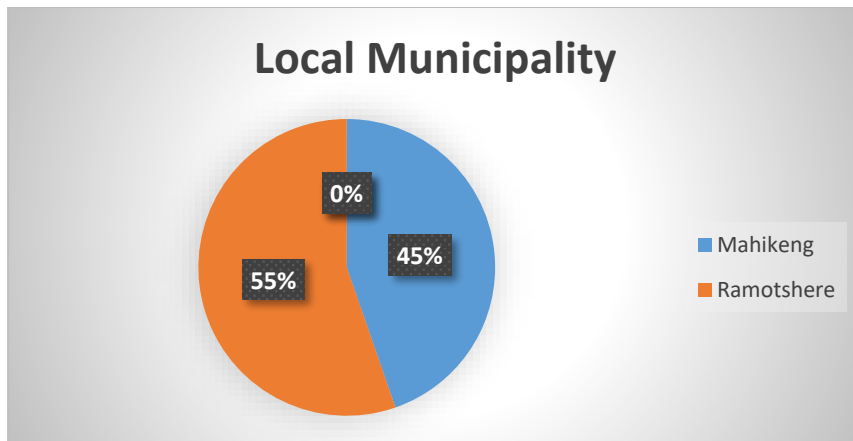
Eighty-two percent (82%) of the respondents' state that the community is not involved in the implementation of the pillars. They stated that they are not informed about the Setsokotsane Programme and they do not what it's all about. Eighteen percent (18%) of the respondents stated that they do get involved, identified EPWP programme and building of the RDP programme.

6.4.3 Ngaka Modiri Molema District (Mafikeng and Ramotshere Moilwa Local Municipality)

Mafikeng local municipality category B Municipality – the seat of a local municipality is Mahikeng, which is also the capital of the province. Its main economic sectors are agriculture & farming. Ramotshere Moilwa category B, with a seat in Zeerust. Their main sectors are: Tourism, agriculture and farming N=31 respondents from Mahikeng took part in the study whereas N=26 respondents were from Ramotshere Moilwa Local Municipality.

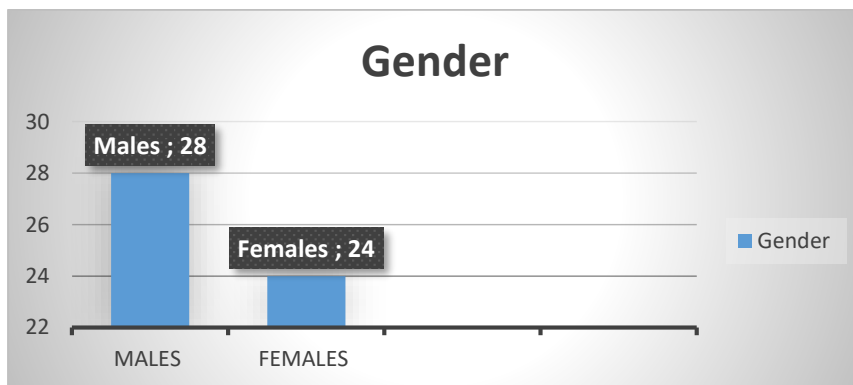
5.4.3.1 Demographics

Figure 35 (Local Municipality: Ngaka Modiri Molema district)



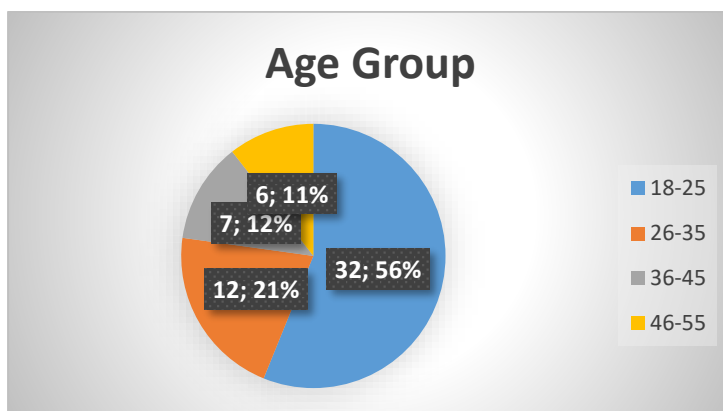
Fifty-five percent (55%) of the respondent is from the Mahikeng local and forty-five percent (45%) of the respondent resides in the Ramotshere Moiloa municipality.

Figure 36 (Gender: Ngaka Modiri Molema district)



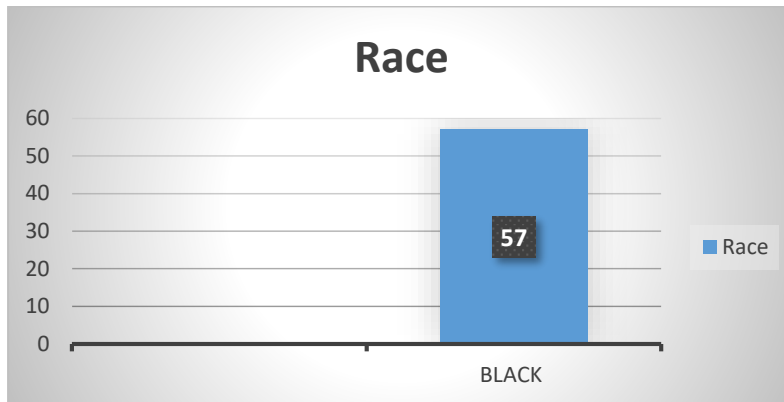
Forty-six percent (46%) of the respondents of the study were females while fifty-four percent (54%) were males

Figure 37 (Age Group: Ngaka Modiri Molema district)



Fifty-six percent (56 %) of the respondents are between the ages of 18-25, twenty-one percent (21 %) of the respondents are between the ages of 26-35, twelve percent (12 %) for the age groups of 36-45 and eleven percent (11%) for 46-55.

Figure 38 (Race: Ngaka Modiri Molema district)



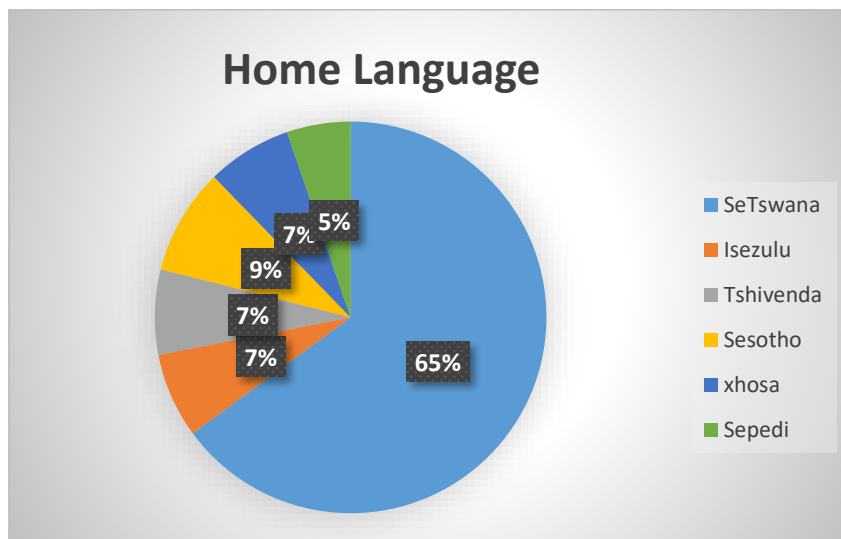
All the respondents are Black since the area of study its residents are predominantly Black.

Figure 39 (Qualification: Ngaka Modiri Molema district)



Fifty-six percent (56%) of the respondents' high qualification is matric, most probably from the students that took part in the research. Twenty percent (20%) of the respondents have degrees, fifteen percent (15%) of the respondents' highest qualification is a post-graduate degree and also nine percent (9%) those with diplomas.

Figure 40 (Home language: Ngaka Modiri Molema district)

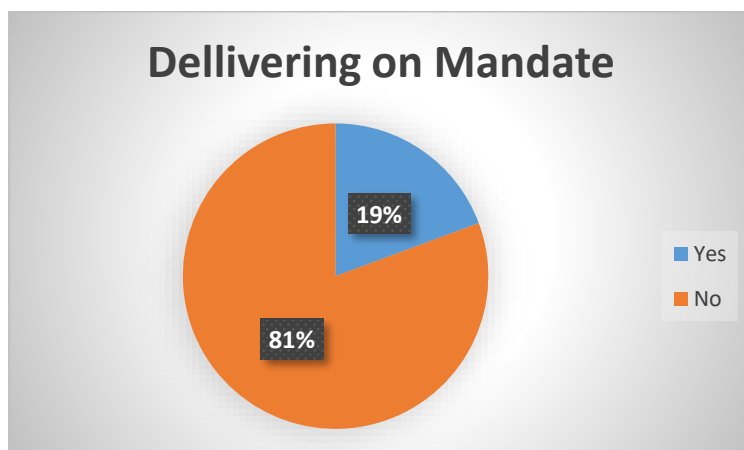


Sixty-five per cent (65%) of the respondents' home language is Setswana, nine per cent (9%) speak Sesotho with Tshivenda, IsiZulu and Xhosa each having Seven per cent (7%) respondents.

5.3.3.2 Knowledge information

1. Do you believe that your municipality is delivering on its mandate for rural development? (yes/No)

Figure 41 (Delivering on the mandate: Ngaka Modiri Molema district)

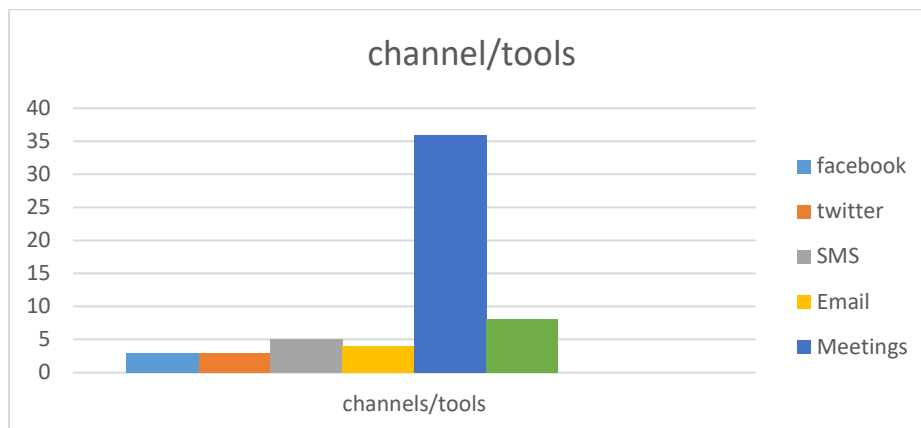


Eighty-one percent (81%) of the respondents believe that their municipalities are not delivering on their mandate in relations to rural development and service delivery. Most identified the lack of basic infrastructures and general lack of service delivery and an increase in service delivery strikes. The high percentage proves that there is a lack of effectiveness and efficiency

in the services within the Ngaka Modiri Molema district municipalities. Thirteen percent (13%) of the respondents believe that their municipality is functioning, their identified RDP housing and government grants as reasons for their functioning.

2. What channels/tools of communication is your municipality using to communicate with its constituencies?

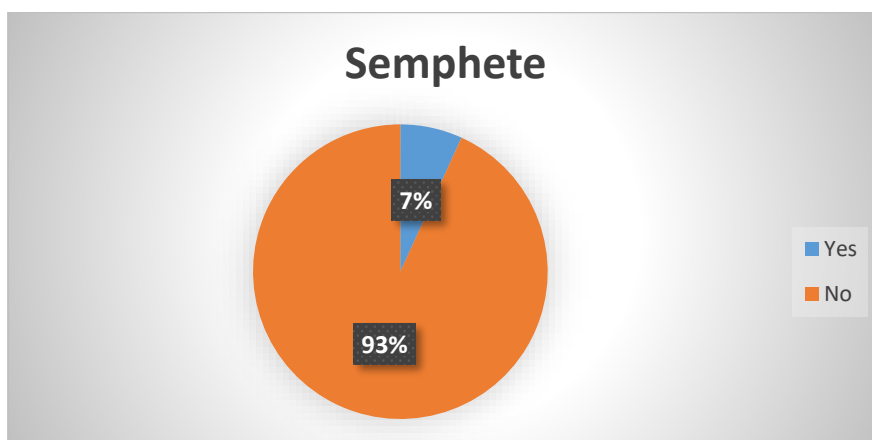
Figure 42(Channels/tools of communication: Ngaka Modiri Molema district)



Seventy percent (70%) of the respondents stated that their municipality used public meetings as a form of channel for communication, with fourteen percent (14%) stating that radio is used, eight per cent (8%) stating SMS and seven percent (7%) indicated emails. Five percent (5%) of the respondents indicated Facebook and Twitter respectively.

2.A) Do you know of Semphete (government Newspaper)?

Figure 43 (Semphete: Ngaka Modiri Molema district)



Ninety-three percent (93%) of the respondents did not know of the Semphete (government newspaper) which is purported to be government mouthpiece and communication tools for

dissemination of government policies and information. Only seven percent (7%) of the respondents know of the newspaper. The same number of respondents (93%) stated that it is not effective and 7% feel that it is effective and indicated that they provide provincial updates.

B) Are there Community Forums in your area?

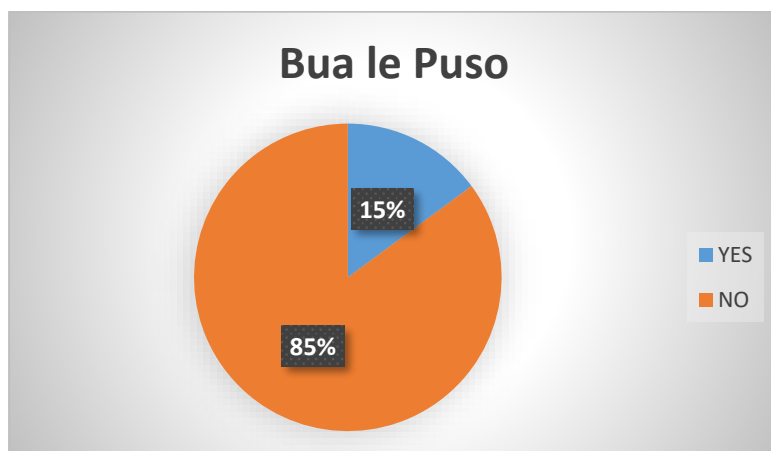
Figure 44 (Community Forum: Ngaka Modiri Molema district)



Ninety-three percent (93%) of the respondents stated that there is a community forum within their area whereas seven percent (7%) stated that there is no community forum in their area. 93% of those who stated that they there is a community forum in their area, stated that they are not effective in assisting the community, since there is no service delivery, whereas only seven percent (7%) stated that they are effective and highlighted a few issues like community meetings and crime prevention.

C) Do you know “Bua le Puso”?

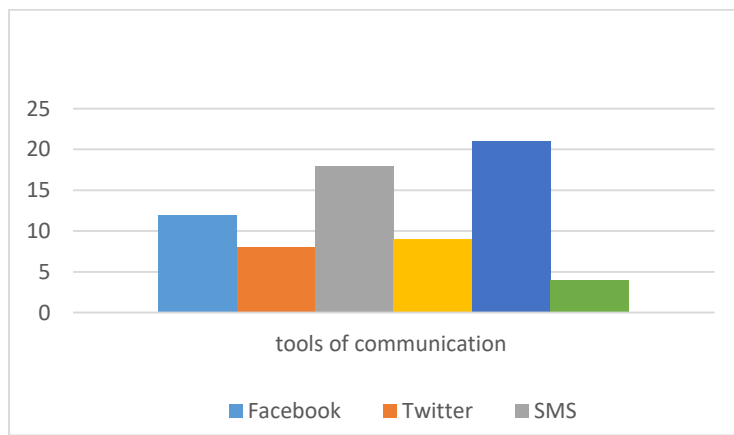
Figure 45 (Bua le Puso: Ngaka Modiri Molema district)



Eighty-five percent (85%) of the respondents do not know “Bua le Puso” with fifteen percent (15%) stating that they do know of the programme. Ninety-four percent (94%) of the respondents believe that the programmes are not effective, also indicate that there are no effective tools of government communication and those that believe are effective six percent (6%), state that they provide information to the public.

3. Which channels/tools of communication would you prefer as forms used by the municipality to communicate with you?

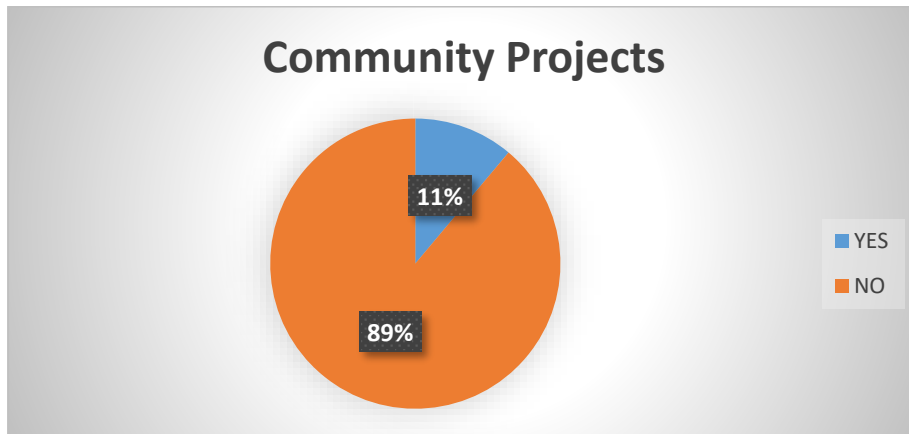
Figure 46 (Channels/tools of communication: Ngaka Modiri Molema district)



Twenty-nine percent (29%) of the respondents would like meetings to be organised as a form of community engagement, twenty-five percent (25%) of the respondents prefer the use of SMS, seventeen percent (17%) would like to receive Facebook SMS as a form of communication, twelve per cent (12%) would like to emails, eleven percent (11%) prefer Twitter and six percent (6%) the radio.

4. Has there been a project for rural development in your area encouraging community participation?

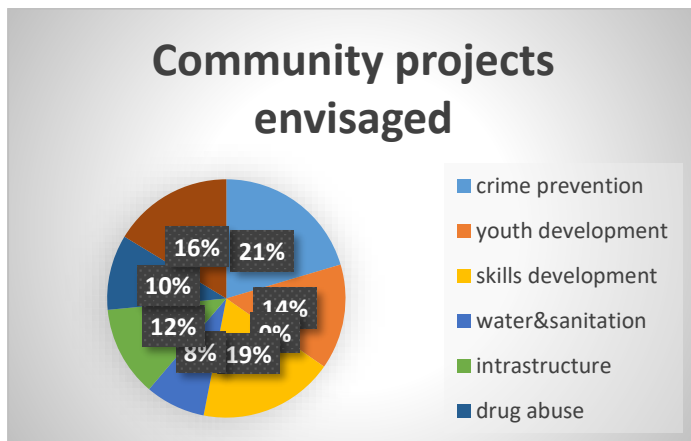
Figure 47 (community projects: Ngaka Modiri Molema district)



Eighty-nine percent (89%) of the respondents stated that there are no community projects within their municipality whereas eleven percent (11%) stated that there are community projects in their area. Most respondents who stated that there are community projects highlighted RDP houses and EPWP projects.

5. What kind of community involvement do you envisage in your municipality?

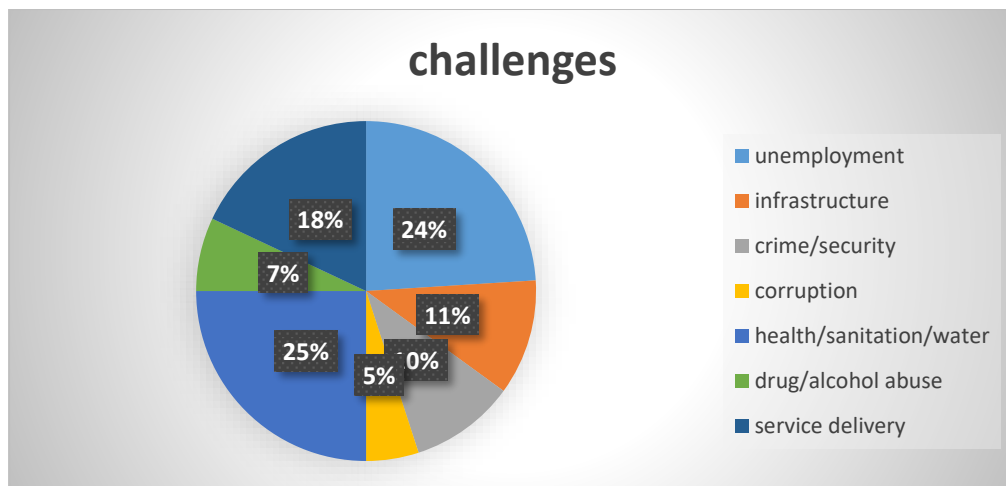
Figure 48 (Community involvement: Ngaka Modiri Molema district)



Twenty-one percent (21%) of the respondents would like the municipalities to reduce crime, nineteen percent (19%) wants skills development, sixteen percent (16 %) wants job creation and fourteen percent (14%) looking at issues relating to youth development. Twelve per cent (12%) of the respondents also want infrastructural development, ten percent (10%) wants the reduction of alcohol and drug abuse and lastly, eight percent (8%) wants an improvement on water and sanitation.

6. What are the challenges in your area?

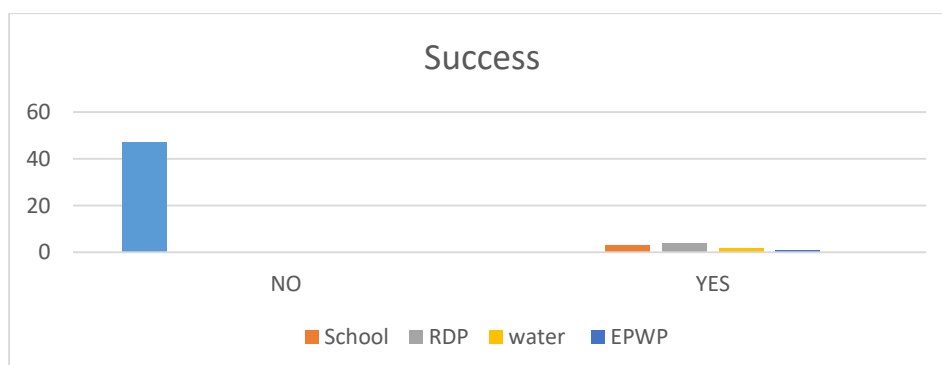
Figure 49 (Challenges: Ngaka Modiri Molema district)



Twenty-five percent (25%) of the respondents stated that the challenges they are facing with the community relate to water, health & sanitation, twenty-four percent (24%) indicated that their challenges were related to unemployment rate, especially of the youth, while eighteen percent (18%) identified lack of service delivery as a challenge, and eleven percent (11%) identified inadequate infrastructure and roads as challenges. Ten percent (10%) of the respondents identified crime as challenges within the municipality, while seven percent (7%) identified alcohol and drug abuse and lastly five percent (5%) identified corruption within the municipalities as one of the challenges.

7. What is the success of your municipality in the development of your community?

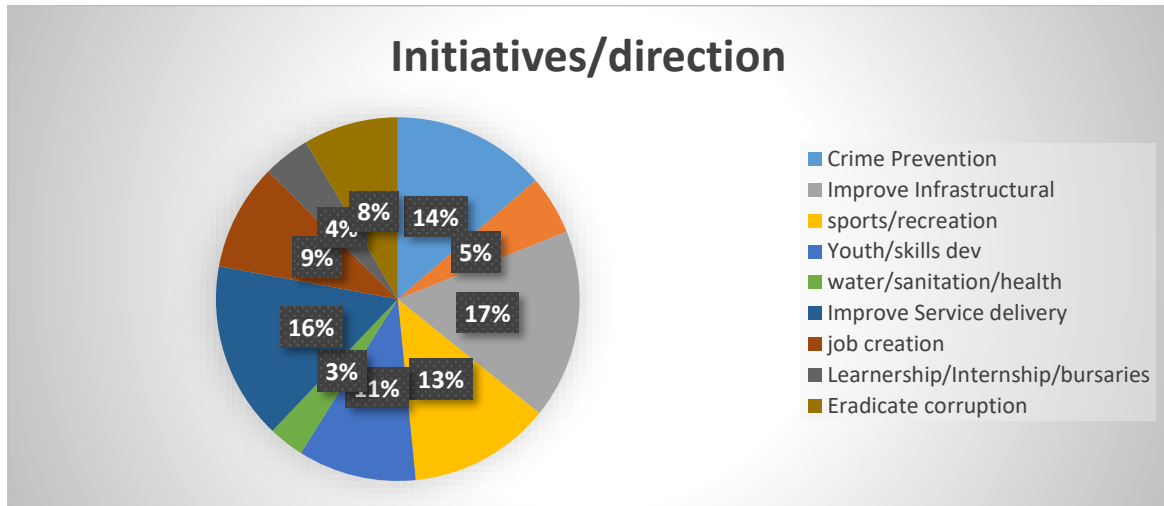
Figure 50 (Success: Ngaka Modiri Molema district)



Eighty-two percent (82%) of the respondents believe that the municipality does not have any successes in performing their duties. Eighteen percent (18%) of those who believed that they have been, identified provision of water, RDP, the building of schools, and EPWP.

8. What development initiative/direction would you like to be implemented in your municipality?

Figure 51 (Development Initiatives: Ngaka Modiri Molema district)



Seventeen percent (17%) of the respondents want infrastructural development, sixteen percent (16%) want better service delivery and fourteen percent (14%) want better crime prevention measures. Thirteen percent (13%) of the respondents want sports and recreational facilities, eleven percent (11%) want youth & skills development projects, with nine percent (9%) looking for more job creation projects. Eight percent (8%) of the respondents want the eradication of corruption, five percent (5%) want better school and improved level of education, four percent (4%) want more learnership and internship programmes and three percent (3%) want better service related to water, sanitation and health facilities.

9. Is your community playing a role in the implementation of the provincial Pillars (Setsokotsane Programme)?

Figure 52 (Setsokotsane: Ngaka Modiri Molema district)



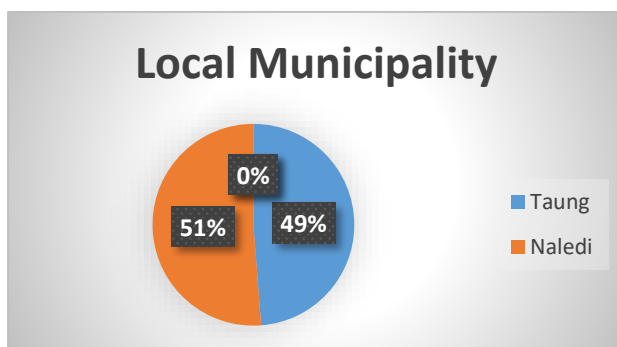
Ninety-three percent (93%) of the respondents' state that the community is not involved in the implementation of the pillars. They stated that they are not informed about the Setsokotsane Programme and they do not what it is all about. Seven percent (7%) of the respondents only identified EPWP as based on Setsokotsane.

6.4.4 Dr Ruth Mompati District (Greater Taung and Naledi Local Municipality)

Greater Taung local municipality category B Municipality – the seat of a local municipality is Taung, which is also the capital of the province. Its main economic sectors are agriculture & farming. Naledi Local Municipality is a Category B, with a seat in Vryburg. Their main sectors are agriculture and farming. N=20 respondents from Taung took part in the study whereas N=21 respondents were from Naledi Local Municipality.

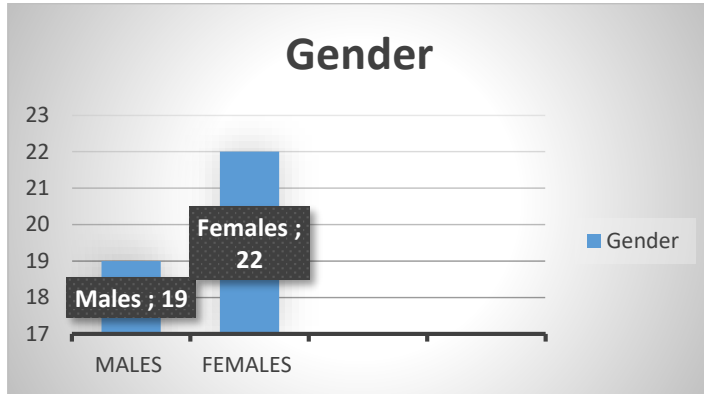
5.4.4.1 Demographics

Figure 53 (Local Municipality: Dr Ruth Mompati District)



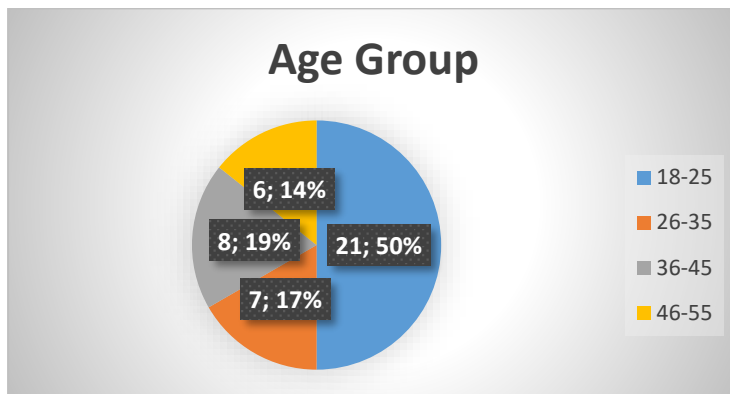
Fifty-seven percent (57%) of the respondent is from the Naledi local and forty-three percent (43%) of the respondent resides in the Greater Taung municipality.

Figure 54 (Gender: Dr Ruth Mompati District)



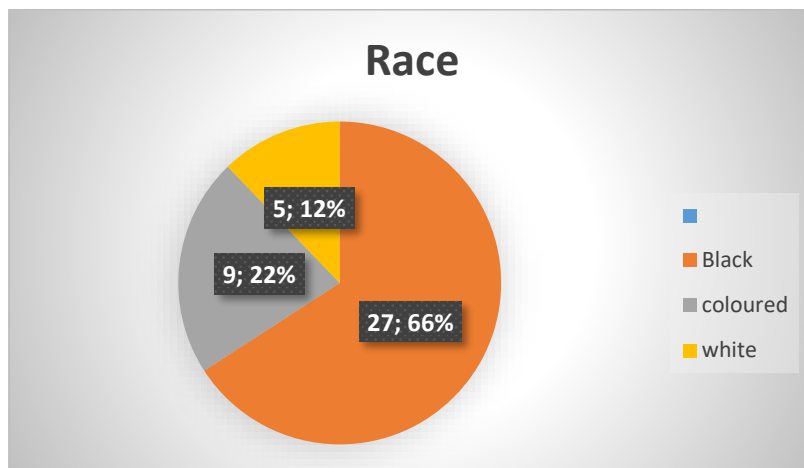
Fifty-four percent 54% of the respondents of the study were Females while forty-six percent (46%) were males

Figure 55 (Age Group: Dr Ruth Mompati District)



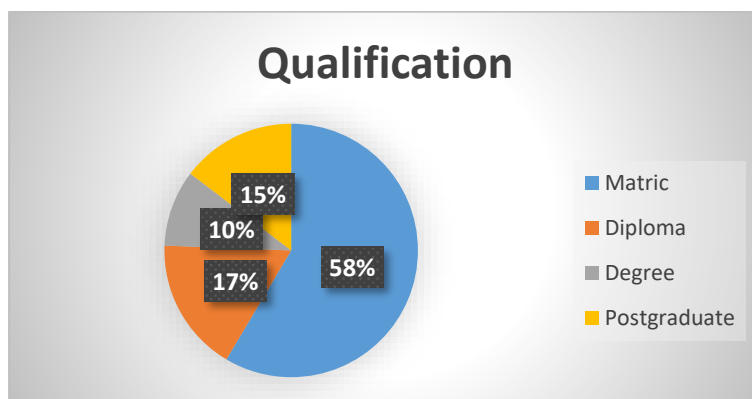
Fifty percent (50 %) of the respondents are between the ages of 18-25, seventeen percent (17%) of the respondents are between the ages of 26-35, nineteen per cent (19 %) for the age groups of 36-45 & fourteen percent (14%) for 46-55.

Figure 56 (Race: Dr Ruth Mompoti District)



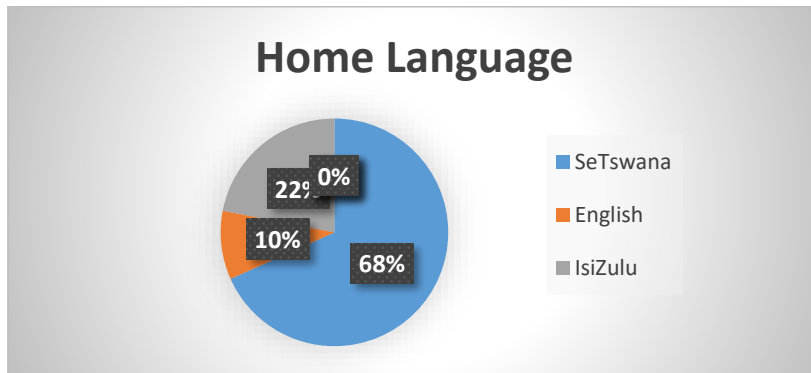
Sixty-six percent (66%) of the respondents are Black, twenty-two percent (22%) of the respondents are coloured and twelve percent (12%) of the respondents are white.

Figure 57 (Qualification: Dr Ruth Mompoti District)



Fifty-eight percent (58%) of the respondents' high qualification is matric, most probably the students that took part in the research. Seventeen percent (17%) of the respondents have diplomas, fifteen percent (15%) of the respondents' highest qualification is a post-graduate degree and also nine percent (9%) had degrees.

Figure 58 (Home language: Dr Ruth Mompoti District)

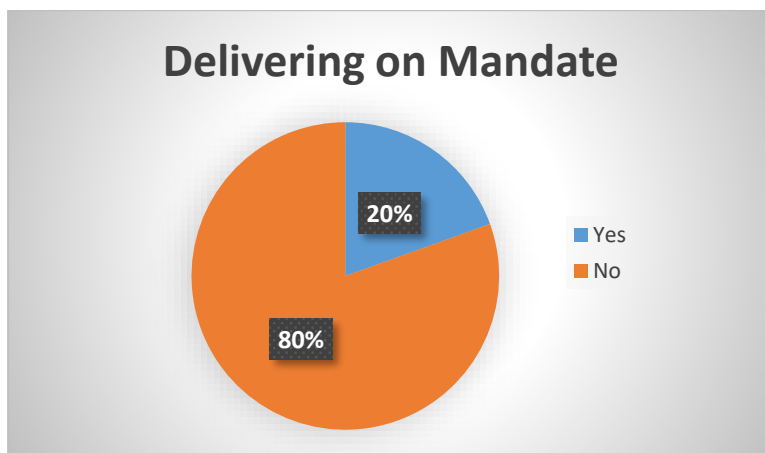


Sixty-eight percent (68%) of the respondents' home language is Setswana, with twenty-two percent (22%) speaking IsiZulu and ten percent (10%) of the respondents speak English.

5.4.4.2 Knowledge information

- 1. Do you believe that your municipality is delivering on its mandate for rural development? (yes/No)**

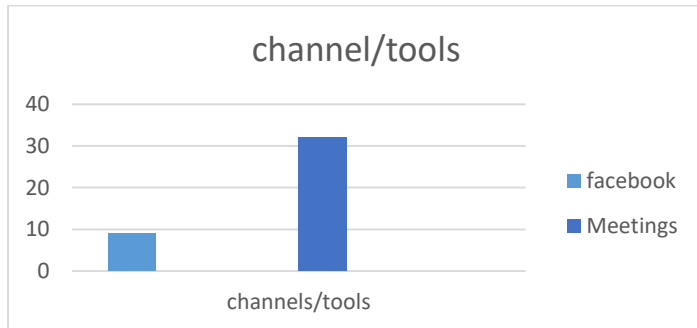
Figure 59 (Delivering on the mandate: Dr Ruth Mompoti District)



Eighty percent (80%) of the respondents believe that their municipalities are not delivering on their mandate in relations to rural development and service delivery. Most identified a general lack of service delivery and an increase in service delivery strikes. The high percentage proves that there is a lack of effectiveness and efficiency in the services within the Dr Ruth Mompoti district municipalities. Twenty percent (20%) of the respondents believe that their municipality is functioning as they identified Roads and water delivery.

2. What channels/tools of communication is your municipality using to communicate with its constituencies?

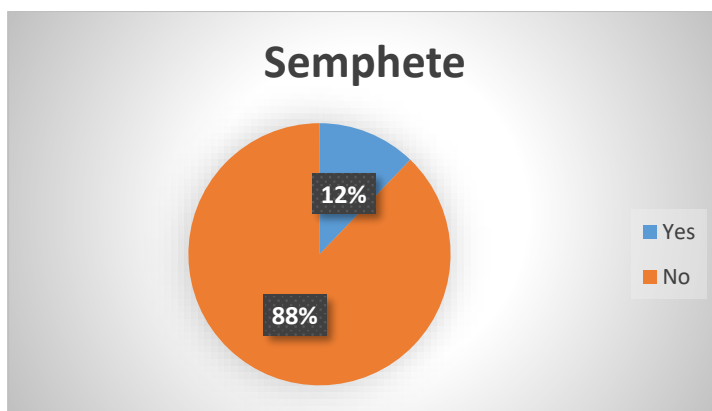
Figure 60 (Channels/tools of communication: Dr Ruth Mompati District)



Ninety-one percent (91%) of the respondents stated that their municipality used public meetings as a form of channel for communication, with nine percent (9%) of the respondents indicating Facebook.

2.a) Do you know of Semphete (government Newspaper)?

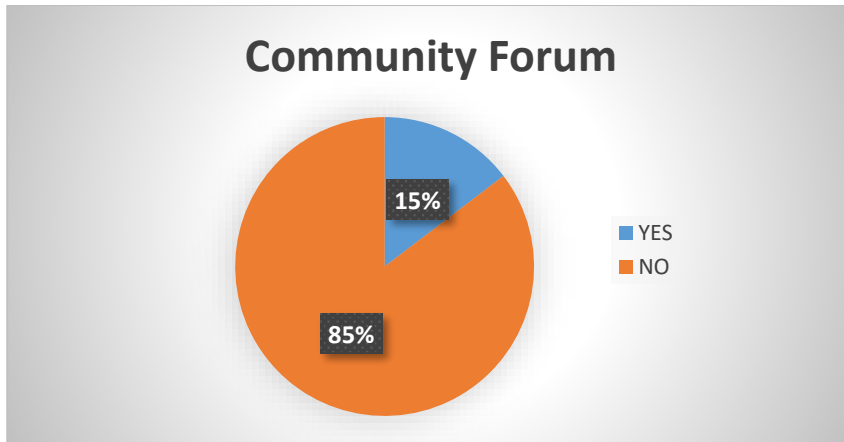
Figure 61(Semphete: Dr Ruth Mompati District)



Ninety-six percent (96%) of the respondents did not know of the Semphete (government newspaper) which is purported to be government mouthpiece and communication tools for dissemination of government policies and information. Only eight percent (8%) of the respondents know of the newspaper. Ninety eight percent (98%) of respondents stated that is not effective and two percent (2%) feel that it is effective and indicated that they provide vacancies and job opportunities.

b) Are there Community Forums in your area?

Figure 62 (Community forums: Dr Ruth Mompoti District)



Ninety percent (90%) of the respondents stated that there is a community forum within their area whereas ten percent (10%) stated that there is no community forum in their area. Ninety-three percent (93%) stated that they are not effective, they also indicated they are not effective in assisting the community, since there is no service delivery, whereas only seven percent (7%) stated that they are effective and highlighted a few issues like sharing ideas, employment opportunities and delivery of news.

.C) Do you know “Bua le Puso”?

Figure 63 (Bua le Puso: Dr Ruth Mompoti District)

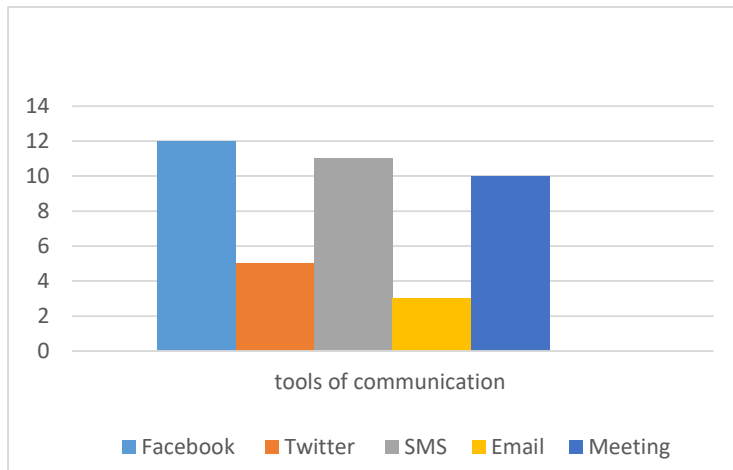


Eighty-five percent (85%) of the respondents do not know “Bua le Puso” with fifteen per cent (15%) stating that they do know of the programme. Ninety-three percent (93%) of the respondents believe that the programmes are not effective, and also indicate that they do not

know their mandate while those that believe are effective were seven percent (7%) these also state that they provide information to the public.

3. Which channels/tools of communication would you prefer as forms used by the municipality to communicate with you?

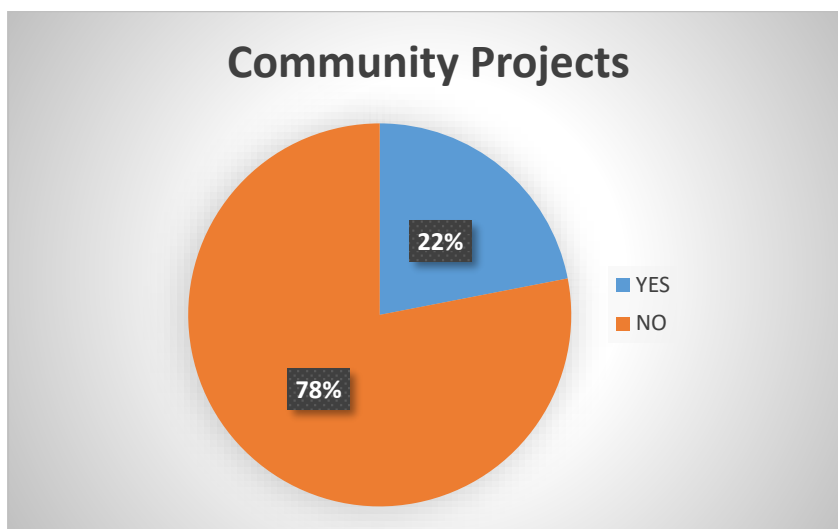
Figure 64 (Channels/tools of communication: Dr Ruth Mompati District)



Twenty-nine percent (29%) of the respondents would like for Facebook to be used, twenty-seven percent (27%) would prefer SMS and twenty-five percent (25%) like meetings to be organised as a form of community engagement. Twelve percent (12%) want Twitter with only three percent (3%) preferring emails.

4. Has there been a project for rural development in your area encouraging community participation?

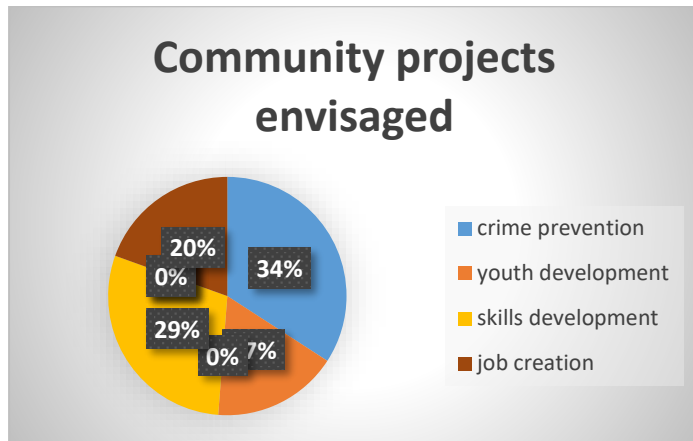
Figure 65 (Community projects: Dr Ruth Mompati District)



Seventy-eight percent (78%) of the respondents stated that there are no community projects within their municipality whereas twenty-two percent (22%) stated that there are community projects in your area. Most respondents who stated that there are community projects highlighted RDP houses and EPWP projects.

5. What kind of community involvement do you envisage in your municipality?

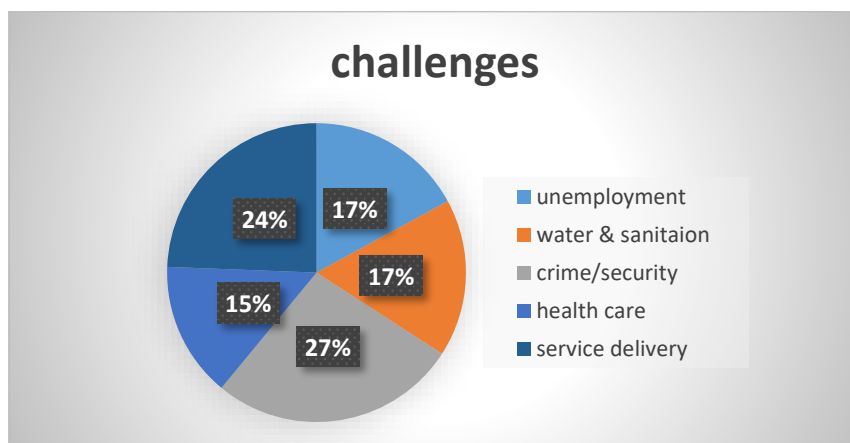
Figure 66 (community projects: Dr Ruth Mompoti District)



Thirty-four percent (34%) of the respondents would like the municipalities to reduce crime, while twenty-nine percent (29%) want skills development, twenty percent (20%) want job creation and seventeen percent (17%) are looking at issues relating to youth development.

6. What are the challenges in your area?

Figure 67 (Challenges: Dr Ruth Mompoti District)

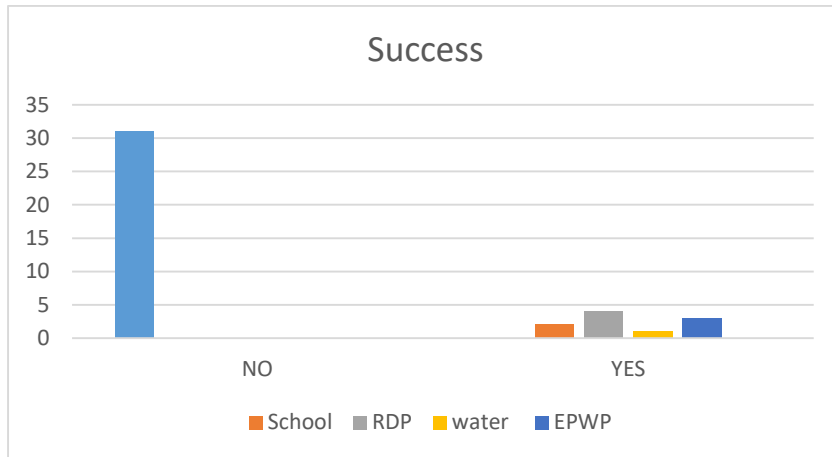


Twenty-seven percent (27%) of the respondents stated that the challenges they are facing with the community relate to crime, twenty-four percent (24%) relate to lack of service

delivery, while seventeen percent (17%) identified water & sanitation and unemployment, and lastly fifteen percent (15%) identified Health care.

7. What is the success of your municipality in the development of your community?

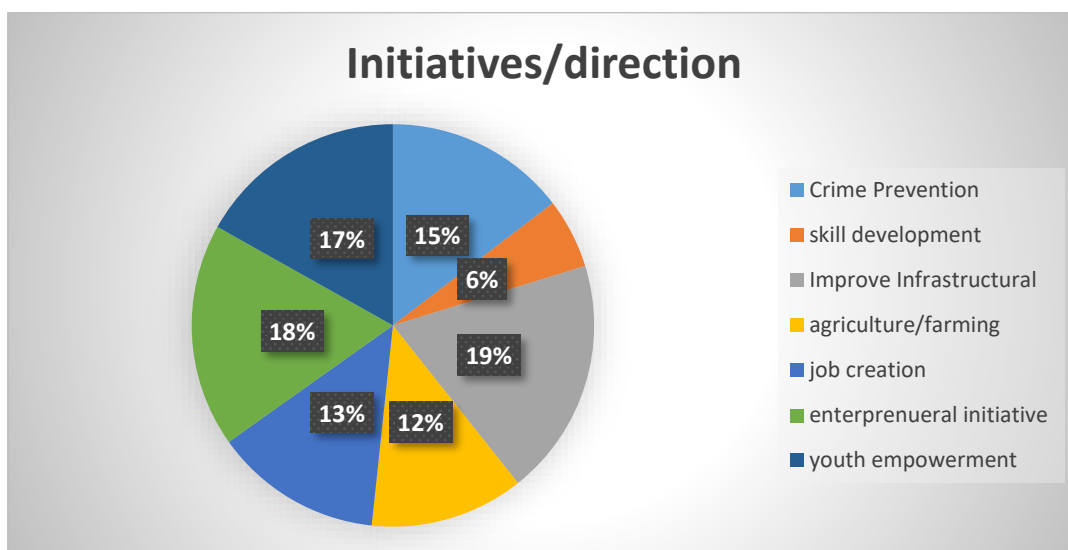
Figure 68 (Success: Dr Ruth Mompoti District)



Seventy-three percent (73%) of the respondents believe that the municipality does not have any successes in performing their duties, 2% two percent believed that they have been, identified provision of water, ten per cent (10%)RDP, eight percent (8%), building of schools and seven percent (7%) EPWP.

8. What development initiative/direction would you like to be implemented in your municipality?

Figure 69 (Development initiative: Dr Ruth Mompoti District)



Nineteen percent (19%) of the respondents want improved infrastructure, eighteen percent (18%) want better entrepreneurial initiatives and seventeen percent (17%) youth empowerment. Fifteen percent (15%) of the respondents want crime prevention programmes, thirteen per cent (13%) job creation, with twelve percent (12%) looking for agricultural and farming initiative, and lastly, six percent (6%) of the respondents want to skill development.

9. Is your community playing a role in the implementation of the provincial Pillars (Setsokotsane Programme)?

Figure 70 (Setsokotsane: Dr Ruth Mompati District)



Ninety percent (90%) of the respondents' state that the community is not involved in the implementation of the pillars. They stated that they are not informed about the Setsokotsane Programme and they want an issue that could improve on sanitary distributions, youth empowerment and they also mentioned that there is a serious lack of information. Ten percent (10%) of the respondents only identified EPWP as based on Setsokotsane.

5.5 SUMMARY

The general objective of the research was to analyse the North West Provincial communication system, effectiveness and efficiency of its network, channels used and the mechanism used for coordination and collaboration. The presupposition is that the provincial government is failing to address the issues of service delivery as it is not communicating effectively with its constituency, and lacking in its efforts to collaborate and coordinate rural development initiative.

The first part of the chapter focuses on data obtained from the office of the Premier, interviews were conducted with a member on ascertaining their objectives and operations concerning the exchange of information and improvement of service delivery within the North West Province. The Premier's office is responsible for drafting policies, giving directives and setting guidelines in the provision of services and implementation of rural development programmes. The second part contains the data obtained from interviews conducted with the provincial department and government agencies, concerning collaboration and coordination within the province whether intergovernmental, municipalities and communities. The data will be discussed in the next chapter (chapter 7) and triangulated with all the responses, from the Premier's office to the communities, to ascertain the performance of the province in relation information dissemination and relationship that exists between stakeholders.

CHAPTER 6: DISCUSSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

This chapter focuses on the discussion of data as presented in the previous Chapter (5) and also aligns it with the argument presented in the literature of the study, to arrive at an informed conclusion about the communication system within the North West Province. After data has been discussed and an assessment made on the effectiveness and efficiency of the provincial communication systems, a recommendation is suggested and models presented that could foster effective communication. The objective of the study is then addressed individually and data discussed based on each to give clear insight and also in trying to test the validity and reliability of the study, each objective is discussed conjunctionally with the problem statement.

The theory used as a guideline for analysis is Development Communication and a Multisector approach to development. The three paradigms of development communication include, the dominant paradigm (which emphasises a top-down approach), Alternative (which deals with a shift western dependency) and new paradigm (the emphasis is on two-way communication and community participation). The present study focuses on the latter paradigm as a theoretical base since it asserts that for development to be achieved there has to be active participation from communities concerned. Primary focusing on the principles of Development Communication is based on the responsive nature of development and community involvement, this creates a theoretical base to measure the quality of such engagement and involvement. According to Steinberg and Angelopulo (2015) community and stakeholder involvement are crucial for the success of development programmes which relies on the principles of:

1. Recognition of shared interest;
2. Accountability in all actions;
3. Facilitated the decision-making process; and
4. True communication.

The study addresses challenges faced by the North West provincial government in their pursuit of rural development; to create an assessment of proper procedures that could create an environment for the exchange of information and an improvement in a cooperative and collaborative provincial government; to improve the communication systems and structures, to assist in directing resources where they could be limited to enhance the effectiveness and efficiency of rural development initiatives.

The study evaluates the existing communication system and structure, how it renders communication within the province, explore present communication networks based on their effectiveness in disseminating information and coordination, cooperation and collaboration of provincial departments and municipalities. The data is categorised based on the premier's office, selected department (department of communication), agencies (intergovernmental, SALGA) and lastly data gathered from the communities (2 municipalities from each district).

6.2 DISCUSSIONS & RECOMMENDATIONS

6.2.1 Discussion and Recommendation (Premier's Office)

Objective: The general objective of the study is to analyse the North West Provincial communication systems in addressing and implementing of rural development programmes, focus being on:

- The efficiency and effectiveness of the communication networks
 1. By assessing channels used based on reach and cost;
 2. The mechanism used for coordination and collaboration;
 3. Community engagement; and
 4. Stakeholder relationship and management.

The objectives are derived from the first problems statement of the study "The North West provincial government is failing to communicate efficiently and effectively with its constituencies, which includes rural development related issues, more so, communities cannot

participate in their development initiatives". Interviews were conducted with a member of the Premier's office communication unit to ascertain the direction and objective of the office in relation to effective community engagement.

The research presupposes that North West Provincial government is not entirely effective, nor efficient in providing services and communicating to its public even though there are sound policies and developmental projects. According to Melkote (2001) many large and expensive projects promoting social change have failed to help their intended recipients, or have resulted in even worsened conditions for them- putting into perspective economic development aid has contributed too much corruption and large gaps between the wealthy elite and the masses. The study also evaluates the existing communication system and structure on how it renders communication within the province, explore present communication networks based on their effectiveness in disseminating information and coordination, cooperation and collaboration of provincial departments and municipalities in addressing the programmes initiated by the 5th administration.

Thus this study explores how a multisector framework could enhance and improve the communication system and create effective and efficient channels for rural development within the North West province. Such channels can create better coordination and collaborative structures between the provincial government and the communities they serve. The framework addresses the communication challenges being faced by the North West Provincial government. Other issues relate to the following:

1. Interdepartmental and interagency coordination and collaboration;
2. Community/stakeholder engagement and collaboration;
3. Sustainable rural development; and
4. Policy articulation and synergy.

The channels used by the Premier's office are vast, from using Facebook, Twitter, website and the government newspaper (Semphete), which seems to be the flagship of the channels of

communication with stakeholder as all the interviewee (Chief Director, Ass Chief, Media Relation and Chief Communication officer) indicated that they use it as a platform. There are two issues that emanate from the data provided by communities, firstly most of the respondents from the four districts indicated that they do not know of the existence of a government newspaper, secondly the channels used by the Premier's office are one way because respondents cannot respond directly to the editors. However, if the newspaper for example, was available online it could open up a two-way communication stream between the premier's office and the community at large. In this regard it's safe to surmise that based on the first problem statement:

"The North West provincial government is failing to communicate efficiently and effectively with its constituencies, which includes development related issues, more so, communities cannot participate in their development initiatives".

The Premier's office is not adequately providing support toward effective and efficient communication between the provincial government and its constituencies

Based on issues of collaboration and coordination, the following were identified; provincial communicators' forums, service delivery units and Setsokotsane ward-based operation centres, these centre/units according to most of the communication offices of municipalities they do not exist, even though the Chief Communication officers of the Premier's office had this to say:

"There seems to be discord on what the office is saying and what is happening in the local municipalities. Based on the interviews with the communication officers of the local municipalities selected for the study, they all had negative comments about the effectiveness of the Setsokotsane Programme, they cited lack of proper planning and articulation, the most worrying fact is that these policies seem to be top-down approaches and using one size fits all strategy which is itself is a flawed approach to development communication and participatory development approach to rural development. A reciprocal relationship in any development programme is essential in creating a collaborative and coordination environment between development agencies and communities. Communication has been framed as a process which entails active participation for all concerned, it is in the regard that the premier's office is failing to uphold its mandate as a centre for communication and policy direction".

Dagron (2009) in Ngomba (2011) states that the central logic within the participatory model of development communication holds that the role of communication in development should not be a vertical process of information transmission from the knowledgeable to the less knowledgeable but rather a horizontal process of information exchange and interaction. The focus on the development of rural communities should be based on the interaction between all relevant participants in any development programmes, those willing to introduce change and those that are recipients of the initiative.

Communities must be afforded the right to express themselves on developments they require in their communities; this could be achieved through effective community engagement platforms geared towards interactive communities. Platforms such as the Setsokotsane programmes are not effective nor efficient in municipalities as they do not allow the local communicators to drive the projects. The chief communication officer of JB Marks stated that:

“To be honest with you- we are not doing anything as communication on those issues – we are not on board –when we go to meetings these things are discussed –but we cannot implement what council does not do- because us communication –we communication what council does-our council is not on board”

Three other municipalities confirmed that there is a problem (*Findings*) in the articulation of the programmes and their implementation, the programmes were designed to enhance community participation. Participatory approaches to development communication have the potential to contribute to the process of giving a voice to the poor, helping them to express themselves and enabling them to speak up for themselves.

6.2.1.1 Recommendations:

Development communication related to communicating developmental messages to people to improve their economic and social conditions. A multi-channel and sector strategy would ensure all-inclusive and a wider reach, that will, in turn, have an everlasting effect. According to Kumar (2011), the success of development communication depends on teamwork, a consultative, and collaborative as well as coordination between development agencies and

communication media agencies would facilitate the effectiveness of the development communication strategy.

It is based on the data that the premier's office should operate **one singular social media account that is linked with the website**. There should be **one (1) Provincial Communicator's forum that meets once in a quarter**, attended by all District Communicators, GCIS, SALGA and SOEs (Eskom, Telkom, SAPS) and private sectors. The Local Communicators forum must meet regionally and per quarter, it should comprise of the district communicators, SALGA, GCIS & ward councillors. **A drive should be created to fill all vacant communication post (local Municipalities)**, with qualified communicators. **The provincial communication Lekgotla should meet every year (twice in a year), March and November**, to be in line with a national circle, as it is the information from communities and evaluation of projects that should inform SONA and SOPA.

6.2.2 Discussion and Recommendations (Government Department and Agencies)

The role of the provincial government is to foster the relationship between the government and the communities they serve. Participatory communication emphasises a people-centred approach to rural development, it requires recipients of the development to be active participants in their development. There is a need for a proper relationship between major stakeholders and proper efficient and effective exchange of information, this has been lacking within the North West Provincial government. Servaes et al (2013) point out that, participatory communication stresses reciprocal collaboration throughout all levels of participation. The points of departure must be the community because it is at the community level that the problems of living conditions are discussed and interaction with other communities are elicited. This requires close collaboration and exchange of information between the department and the community they serve and improving service delivery.

Development agencies should take into consideration that people are at the centre of any project, the recipient should be the guardians and active role players. Effectiveness of a project is determined by the active participation of the end-users, efficiency is determining also by the

knowledge of community's needs, the types of resources relevant for those specific needs and how they should be distributed.

More specifically to the government department, the research brought forward the following **problem statement 2**,

- There is a lack of coordination and collaboration between provincial departments and the rural communities relating to rural development objectives and implementation of development programmes.

The following objects are derived from the above statement:

The generic **objective** of the study is to analyse the North West Provincial communications systems in addressing and implementation of development programmes;

1. The efficiency and effectiveness of the communication networks;
2. By assessing channels used based on reach and cost;
3. The mechanism used for coordination and collaboration;
4. Community engagement; and
5. Stakeholder relationship and management;

There has to be uniformity in the way that the provincial government communicates with their constituencies, there also has to be effective intergovernmental communication to coordinate and collaborate their activities. The intergovernmental system requires an easy system and improved accountability for key service delivery mechanism and also qualified professionals in key areas. Development requires a shift from a paradigm of entitlement to a development paradigm that promotes the development of capabilities, the creation of opportunities and the participation of all citizens. The theory underpinning the present study focuses on development communication as a guiding principle and also the employment of a multi-sector approach to rural development. The focus is on the shift from dependency to participatory development, where citizens are at the centre of the development initiatives, the new paradigm to development communication focuses on a two-way symmetrical model for community participation, focusing on improved channels of communication (ICT based), between coordination and collaboration and community engagement. Based on the NDP (Vision 2030), South Africa's rural community should have greater opportunity to participate fully in the economic, social and political life of the country, as Khan (2013) pointed out development

communication on the notion that poverty is a result of social and economic exclusion and it was seen as a key instrument in giving poor and marginalised sectors access to information and communication.

The government departments are responsible for service delivery in terms of their respective objective, the creation of channels of communication between the departments and communities they serve. There must also be a move towards e-government, making government services accessible to the people at a touch of a button, these platforms should be used effectively or efficiently for government to communicate and share information with their stakeholders. An efficient information infrastructure promotes greater inclusion and also promote economic growth, even though it is expensive but the benefits outweigh the costs. As it stands, by the government is online, the information could be updated accessed in real-time and the introduction of M-government would further improve government inefficiency and increase community participation, as feedback will also be received in real-time.

The department selected department under study's focus is on stakeholder management, promoting tourism, economic & agricultural development, facilitating intergovernmental and lastly inter-municipal relationship. All these objectives require effective and efficient communication with their respective stakeholder, within and outside the organisation. The channels identified include social media, community radio, organisational websites, but with the pervasive influence of ICTs, the move towards the implementation of M-government, a requirement is for easy access to services or information. Most information on government websites are not administered internally and most of the information is not recent, leading to ineffective use of channels and lack of information. M-government is an extension or supplement of e-government, it is the strategy and through its implementation would improve effectiveness and efficiency in providing information and services to government employees, citizens, businesses, and other organisation through mobile devices.

The **challenge/finding** identified as a consensus is the **lack of budget**, as all respondents stated that insufficient budgets were the major concept that impeded departments from executing their mandate and objectives. Identification of budget as their prominent issue complicates matters

as there have been reports of departments losing money through corruption and maladministration of funds through irregular expenditure and the tendering process. Another **challenge/finding** that was identified is the absence of use **communication as a strategic tool** in improving service delivery, "most principals do not understand the role of communication nor do they see its strategic nature", this negates the role of communication in fostering positive relationship with its stakeholders and it creates a top-down approach towards stakeholder management. This also extends to the Setsokotsane (5 pillars) as not effective, and not properly implemented as people do not understand its objective and how to important as the director of READ indicated "our leader got overwhelmed- now people got underneath and distributed flyers - it was no longer service to the people – it was diluted, people doing the same and some departments stopped participating”

Another common **challenge/finding is the lack of policy articulation**, which is also connected to Setsokotsane and the 5 pillars policies/programme. The 5th administration identified the Setsokotsane Programme as a flagship programme in community engagement and participation, however the programme failed as a result of poor implementation processes as well as excessively overwhelming principal heads. The Setsokotsne and 5 pillars programmes were purported as policies for community participation and also taking government services to the community, but based on challenges identified, **lack of capacity to understand the policy**, its implantation was bound to fail. Another challenge being identified is that of cadre deployment, especially unskilled & unqualified in strategic and senior positions, which compound the issues of articulation and implementation of policy

Another **challenge/finding is the lack of collaboration and coordination of activities and poor intergovernmental** relationship within the province. It has been noted that departments do not coordinate their activities, nor collaborate. Each department works independently and parallel to the other departments which causes duplication of services within the same constituency.

6.2.2.1 Recommendations

The participation in any development programme depends on the level of motivation of people;

- The level of motivation depends on the perceived need-based programmes and sustained community interest in the development programmes; and
- Equally important is to reduce dependency motive to accelerate development changes in the social structure developing new expectancy which are essential to foster, sustain and accelerate changes (Kumar, 2011).

Coordination enhances the synergies involved in the intervention and increases the efficiency of the operation of the organisation.

Recommendation: A MultiSectoral Planning Forum (Comprising of SALGA, Departmental Communication Heads, GCIS & SOEs) creating objectives/policies which help to enhance the synergy between different kinds of objectives through interdependent, screening, ranking and programming of intervention. According to Van Rijn (2005) coordination of interventions is required and first of all, organisation want to avoid that different intervention are pulling the ship in different directions, resulting in minimal progress. A multi-sector approach requires a relationship between public (inter-government) and private organisation and at the centre in the community participation in the development process.

Recommendation: There is a need to create Development Form (NGOs, CBOs, NPOS and FBOs, create a database of NGOs, CBOs and NPOs which could provide necessary information regarding the activities and services rendered by these organisation and areas they are servicing. Duplication of services could be eliminated enabling the organisation to collate and combine resources.

The provincial departments should enhance their digital platforms, citizens should be able to directly report burst water pipes to municipalities, potholes and any other services related to the enquiry. These unique features/advantages of m-technology increase the opportunities for the government to provide more, better, and different types of services to citizens. According to Trimi et al (2008), M-government is valued-added e-government because it offers the following advantages;

1. It implies the delivery of government information and services. Citizens can get immediate access to certain government information and services on an anywhere-anytime basis;
2. M-technology may be the best solution to overcome internet connectivity problems and digital divide issues faced by e-government applications;
3. Compared with wired networks, wireless networks appear to be a more cost-effective choice for countries with dense populations and difficult terrain;
4. M-government applications can help avoid problems faced by some countries, such as corruption and low productivity of governmental agencies; and
5. M-government increases the efficiency and effectiveness of government employees, with the help of m-technology. Government employees can access the information needed in real-time and update records on the spot.

Based on the above advantages, the North West Provincial government must move towards M-government'.

Recommendation: creating a “North West Provincial Service Delivery App” which would replace or act as an alternative towards the ongoing "Pua le Puso" call centre programme, community members can download and have access to government information and be able to provide relevant information about their own developmental needs. Mobile devices could be used as a cost effective way to connect departments, communities and agencies as a discussion platform be it social media applications or any matter relating to development. The North West Provincial government's role is to provide direction in a multisectoral approach by developing and exploring possibilities of permanent/sustainable development and also guaranteeing positive socio-economic impact of rural development programmes. Provide policy guidelines in the implementation of ICT driven rural development initiative and a move towards the implementation of M-government/E-government.

6.2.3 Discussion and Recommendations (Local Municipalities and Communities)

Objective: The general objective of the study is to analyse the North West Provincial communications systems in addressing and implementation of development programmes;

- The efficiency and effectiveness of the communication networks
1. By assessing channels used based on reach and cost;
 2. The mechanism used for coordination and collaboration;
 3. Community engagement;
 4. Stakeholder relationship and management;

The above objective will be used as a directive in the discussion, findings and recommendation of the study, the objectives were based on the following problem statements, those that will also be used as guidelines:

- **Statement 3: that,** Lack of understanding of communication policies, conducive communication environment, resulting in lack of services delivery which breeds discontentment within from the public:
- **Statement 4: that,** The North West provincial government is failing to adequately implement development programmes and foster an inclusive process with the communities

A multisector approach places communication at a strategic position for a proactive, effective and efficient government communication system. A better communication strategy is required for the positive implementation of community engagement relating rural development programmes. The generic statement of the research was based on the premise that the North West Provincial government is not adequately communicating effectively and efficiently with its community and this harms rural development. The observation is based on a top-down approach employed by the provincial government in their implementation of development programmes or policies, there are no consultative forums with communities.

The interviews questions were classified under 5 categories, objectives & channels, relationship with an executive (Mayor & Municipal Manager), intergovernmental relationship & collaboration, implementation of the Setsokotsane Programme and 5 Pillars, challenges and lastly success areas. The data was discussed concurrently with that from the communities as a matter of triangulating the responses from both the municipality and communities, to give a clear picture of the functionality of the North West Provincial's communication system. It is

worth noting that it is within this tier of government (local government), where policies are implemented and where information about the needs of the communication needs to be gathered. This is also the level that community participation and engagement need to be executed, by allowing the local municipality to take a lead.

All the municipalities indicated that their main objective is to liaise with the communities and stakeholder management, which emphasise a two-way relationship formulated between the municipality and their constituencies. It emphasises the continuous dissemination of information and sharing of knowledge. Based on the data (60% Kenneth Kaunda, 70% Bojanala, 81% Ngaka Modiri Molema & 80% Ruth Mompati), believe that the municipalities are not performing their objective and mandate effectively and efficiently. The provincial government has identified the Semphete newspaper as a flagship for community engagement and sharing information tool, but the data (92% Ruth Mompati, 93% Ngaka Modiri, 93% Bojanala and 78% Kenneth Kaunda district) from the community respondent indicate that it is not an effective tool in communicating with the constituencies. Based on the above data it could be noted **that the North West provincial government and its municipalities are not effective in executing their objectives and mandate, nor can they effectively and efficiently communicate with their communities.**

Communication brings forth an element of being instrumental to social change and creating a condition for social change and good governance. Governance involves openly conducting Municipalities' business, being transparent and sharing critical information with the stakeholders. It became an ideal principle that could create an effective participatory relationship between communities and municipalities as well as a conducive environment for the development of rural areas. The provincial government introduced "Bua le Puso" as a platform for community members to engage the government about service-related issues and the problem they face with their communities. The data from the communities indicate that the programme is not effective as they do not know of its existence, 85% (Ngaka Modiri), 85% (Ruth Mompati), 78% (Kenneth Kaunda) and 91% (Bojanala). The high percentage is a clear indicator that the programme requires evaluation, and it also shows that it was not effectively implemented.

The system of public communication is that of the provision in society for the production, distribution and exchange of communication message, which is the sole responsibility of the communication units. The Communication Units have to take responsibility in leading the departments and municipalities in communication and forging a relationship between the departments and their stakeholders. The Head of communication should lead in developing multisectoral approach & policies, that will include all sectors of the society, which include all the stage of engagement in any partnership, we start with exchanging of information, coordination (alignment efforts of common activity), collaboration (planning and organising activities) and lastly creating formal relationship, defining the terms of collaborative efforts, content and funding. It should be noted for this to function there is a requirement for managerial capacity, without it, the organisation will not be able to coordinate its intervention.

All Communication heads from municipalities indicated **that the executive committee (Mayor and Municipal Manager) does not understand the strategic nature and importance of the communication unit**, they see it as a unit responsible for only photographs and organising events. The main **challenge also emanating from all the district is that of budgeting, all mentioned that they do not receive enough budget to execute their mandate**, this comes from lack of understanding of the role and strategic nature of the communication unit by the executive. **They emphasised that the executive is not aware of the role of communication**, as they assume that they are merely for taking picture and events management. This creates a **lack of synergy and communication not effectively used to liaison with constituencies. Based on this general sense of municipality not understanding the needs of the people and failing to communicate projects and objective properly**. The other issues compounding the communication system within the municipalities is that **there is no communication policy nor a social media policy**, everyone uses the municipal Facebook/Twitter pages as their mouthpiece or using it to promote party politics.

Each municipality was expected to draft an Integrated Development Plan that is in line with National Development Plan vision 2030, the IDPs are coherent actions programs that address an integrated vision for the future, **based on the research most of the municipalities do not have an existing IDP**. The idea is to provide the municipalities with a description of future development goals, the plan also emphasizes community participation. The role of

communication units is to facilitate coordination and collaboration of rural development initiatives within the North West Province, for rural development to be achieved and realised, it requires a coordinated and collaborative effort from all stakeholders.

The provincial departments and municipalities should avoid pulling in all directions, thereby minimising progress. Coordination and collaboration enhance synergies between interventions and increase the efficiency of the operation of the organisation. Based on the interview between the Director of Intergovernmental and SALGA it is **clear that the departments of the provincial government and municipalities do not coordinate nor collaborate their activities in providing service to the communities** since they **identified lack of coordinator as a challenge** with the province. The issues identified as **challenge coordination and collaboration is ineffectiveness and inefficiency of the district and local communicator's forums towards rural development**. There has to be collaboration from different departments to be effective and efficiently implement the national development plan vision 2030. The other factors that were **identified was a lack of calendar of events**, most municipalities stated there is a requirement for a calendar of events to allow for proper planning of projects for coordination and collaborative measures

Based on the summary data from the municipalities, the **findings are that, they were unanimous in their reflection on the Setsokotsane and the 5 Pillars programmes, stating that they are struggling with their implementation, they also identified lack of policy nor documentation as hindering the efficiency and effectiveness in its implementation**. Most importantly all agree that their programme is a top-down approach and based on the premise of participatory communication approach, the Setsokotsane does not foster a positive exchange of ideas.

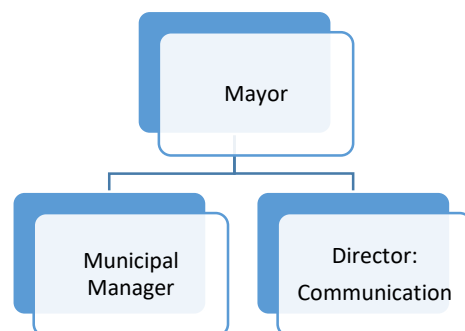
Another **challenge/finding also identified is the issue of ward councillors who are not united because of party politics and this created an issue relating to the coordination of activities and service delivery**. The other major **challenge/finding is the efficiency of human resource appointments, most people are appointed as "communication officers" while in other district these officers are not familiar with the processes of communication, they**

essentially function as administrator/clerks hired under the guise of communicators. Another common **challenge/finding amongst the district is the fact that most of these are reactive** and they also only requested for assistance during service delivery protest. It has also been noted that most politicians do not necessarily understand how the media operates, more worrying is that fact that they can utilise the media to their advantage.

6.2.3.1 Recommendations

One of government's basic task is to control public opinion and attention, also to ensure that the public is informed about policy towards rural development and community give consent and participate in those initiatives. Successful communication between citizens and government is critical for effective implementation of governance and policy formulation, there is a need for better articulation of interest in government communication, closer to the community and being online. This will depend on the considerable proximity to its constituency, interaction feedback channels and particularly by communities in the development process. Channel should be developed or created to disseminate information to the citizenry continuously sharing of information and these channels could afford government with an opportunity to gather valuable information from the communities. Media outlets (community radio, newspapers) could be identified that could be used for reaching a maximum number of community members at a given time and bridging time and space.

Recommendation: change in the structure (organogram)



This structure should apply to both the local and district municipalities, based on the interviews, there is a serious challenge relating the structure of the executive, on some municipalities the heads of communication attend executive meetings thereby being actively involved in the decision-making process and could guide communication. According to Cornelissen (2017), organisation require group or teams of people to work together and effective leaders are those

who can focus the effects of a group or team on a common goal and can enable individuals to work together. The ability to communicate well is a critical managerial skill and a foundation of effective leadership, through communication the heads of communication can influence the flow of information, attitude, behaviour and understanding. By placing the directorate of communication in the lateral level is based on the information of that interviewees that thought that the Mayors had mistrust and placing commentators as administration staff, rather than a critical component within service delivery process. By placing the Directorate in the level means that there will be able to make decision, communication and management are closely linked, as the role of management is to accomplish goals of the municipality, they must also motivate people to support the development initiative/plans, build commitment to the municipality, establish rapport and collaboration, and keep everyone informed of the events & actions that affect the municipality.

Municipalities should be reliant of on communication to be effective, which depends on the exchange of ideas when it is thorough, accurate, and timely, the organisation will be more vibrant and effective. Communication should be central to the entire management process based on the fact that communication is a linking process of management, primary means by which people obtain and exchange information, it consumes more time and information and communication represent power within an organisation. By position, the communication is a managerial executive position will provide the units in a strategic position ineffective driving the executive of the municipality mandate and objectives. They will be self-driving and outside party politics, as it was alluded by the Director of Motlasana, who indicated that new Mayor always does not have trust and never work closely with the Head of Communication as they fact would not have their interestingly.

Another advantage is that they will be in a position to equally advise the municipal management in the executive of their mandate concerning rural development, communication will not be regarded as events management exercise but critical part in the municipal operations, the needs will be in a position to provide direction and advice with the executive or advantage of different tools to are in communication, offer single channel for communication, so that the speaks in one voice. Establishment a clear and effective social media policy that will be adhered to by all, based on the level of position of the communication unit. In some cases, it has been noted

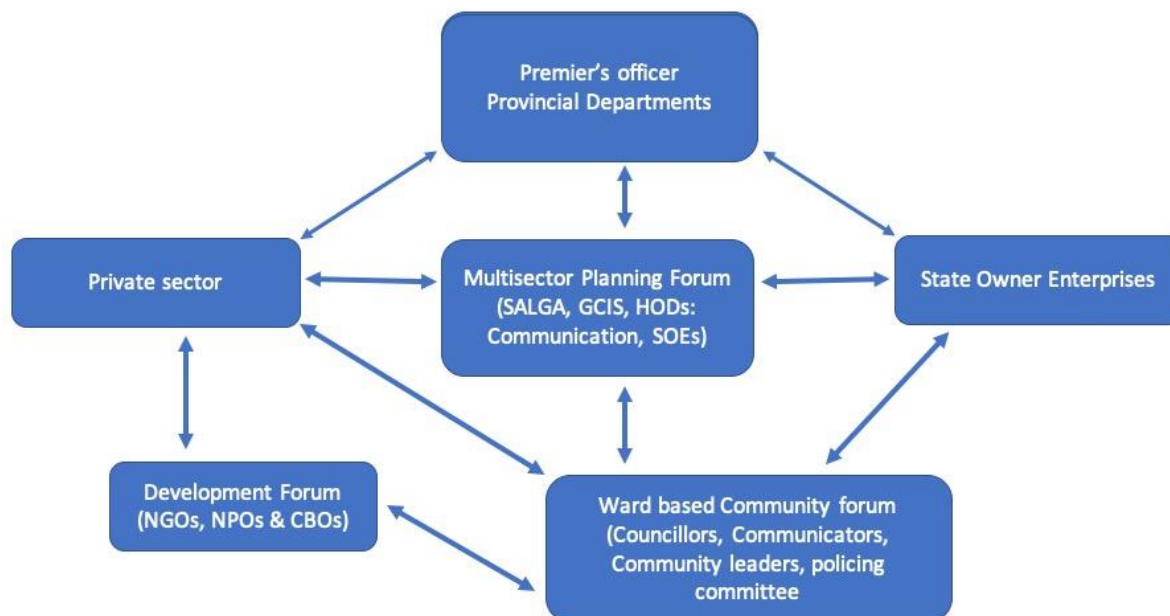
that the communication units do not directly deal with NGOs but the office of the Mayor is the one responsible for engagement stakeholder with their involvement if this is implemented it would be the other way around, where the communication unit initiated the process.

The role of any government is to improve the livelihood of its constituency and to create conditions for development to take place. This could be achieved by developing a plan, communication platforms and forums that could be used to share information and improve community participation. This could be possible through an effective intergovernmental plan based on a multi-sectoral approach and an integrated & participatory platform. The Setsokotsane Programme was created to deal with the problem with service delivery as it was a programme aimed at taking service to people, but unfortunately, it was not effective nor efficient, as it did not achieve its desired purpose. It was also a programme based on a top-down approach and these issues are not budgeted for so council at municipal level do not consider as priorities. Most of the communication heads from municipalities mentioned that they do not know if it is based on particular policies and there are no guidelines towards the implementation of the programme.

The Premier's office (Chief Director: Communications) mentioned the introduction of ward-based councillors, but only one municipality (Ramotshere Moilwa) stated that they are functional, and others stated that they were not aware of the existence of such a forum. The other issue highlighted was the struggle towards stakeholder engagement, as there no effective forums and the fact that there is an employment of unqualified personal makes the situation worse, and the fact that most of the ward councillors do not have formal education, and it difficult for them to articulate policies or bylaws. There is an indication of lack of partnership between the stakeholders within the communities, from provincial departments, SOEs and private sectors. Based on the challenges/findings, there is a need for the establishment of a forums or platform for partnership to exist and thus improve coordination and sharing of information, since the GCIS and SALGA are not entirely effective in establishing inter-municipal relationship and improving coordination between municipalities and provincial departments, private sectors and the end-users of the initiative, the communities.

Recommendation: Multisectoral Participatory Communication Model

Recommendation: Multi-sectoral Participatory Model



The multisector participator model provides guidelines on the flow of information between different sectors and platforms, from the Premier's office, provincial departments, and the information should reach the multi-sectoral planning forum. The main objective is to create a coordination and collaborative platform for engagement and discuss policy articulation and implementation. The forum should comprise off all stakeholders, SALGA, GCIS, Head Communication (District & Local), SOEs and private sector. The idea is to check possible partnership for rural development initiative, map out MOU. As in the study by Appiah (2001), which emphasised the importance of the partnership between local farmers and the private sector, it found evidence of the positive impact of co-management processes on the environmental condition and the local economy. The community should participate in their development initiatives to be able to benefit economically, and community develop a sense of ownership.

The most important tier of the model, the Ward based Community Forums, this is a platform for community engagement, information gathering and dissemination. It could follow or use the same theoretical principles as the Thusong Community Centre, it should comprise of ward

councillors, local communication officers, CBOs, NGOs and community leaders and other existing forums, like policing forums. Development initiatives should address the needs of the respective target wards; the provincial government must ensure that they address relevant community needs. The provincial government must understand the needs or challenges, the context of such challenges so that they could priorities and consider the best possible programme that would address and assist in identifying best possible partners for collaboration and coordination, seek out partners with the private sector.

The provincial government needs to treat communities as stakeholders, who should be active in providing information on what they need and how those needs should be addressed. Improved community engagement will help increase public trust in government, which will create a more conducive environment for rural development. Trust facilitate the relationship, continuous communication will lead to communities being more knowledgeable about the processes of government and enhance participation in all government-related matters. A multisector approach is ideal in creating an environment for interdependent collaboration and coordination with the provincial department, each with specific roles and objectives that is aimed at providing services to the communities. They must in synergy in pursuit for rural development, by utilising the Ward Based Forum, they will be in a position to share information and exchange ideas and resources and allow for a development partnership with NGOs and private sector.

6.3 CONCLUSION

Effective and efficient communication provides for an environment that is conducive for rural development, the participation of communities towards the development initiative, creating self-reliant communities. The provincial government has a role to play in improving the living standard of their constituencies, provide them with opportunities to benefit from each development programmes. A multisector approach is best suited as a communication/development strategy, in creating an environment for sharing information between the provincial government and communities and also enhancing public participation.

Successful implementation of the multisector participatory model, development forum, Ward Based Community forum, and the implantation of the service delivery APP, will play a positive role towards the improvement of service delivery and rural development in the North West Province. Development communication as a theory was used to provide a theoretical background for the study, which emphasised the responsiveness of developmental initiatives towards the needs of the community, and that communication and community participation can only foster social change and economic development.

The framework for the multisector approach and participatory development imply that development is not merely an end product, but a continuous process of improving the livelihood of the communities. This also requires continuous dissemination of information between the stakeholders within the communication system, which is value-driven. An effective and efficient communication system for social change depends on the strength of its social networks, the trust that develops between members, the degree of coordination and collaboration, and the extent of participation, and the negotiation which enables constituencies to control their own economic, cultural and social development. Essentially a multisector approach will improve the system and allow for such collaboration and participatory efforts in enhancing sustainable rural development in the North West Province.

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APPENDIX A

INTERVIEW QUESTIONS (MUNICIPALITIES, DISTRICT AND LOCAL)

Dear Respondent

I Mr Mooki Lobelo, student number 16366158, am a postgraduate student doing a Doctorate degree in Communication in the Department of Communication at the North West University, Mafikeng campus. I am conducting a research on: **AN EVALUATION OF THE NORTH WEST PROVINCIAL GOVERNMENT'S COMMUNICATION SYSTEM TOWARDS RURAL DEVELOPMENT: A MULTISECTOR APPROACH.** I would like you to complete the attached questionnaire. Your anonymity is assured, and all the information you provide will be treated with confidentiality. The data will be used for the purpose of this research project only. Your participation will be of great assistance to the success of the study. Should you have any further question(s), please, do not hesitate to contact the researcher at Mooki.Lobelo@nwu.ac.za. Thank you for your co-operation.

Instructions: Please, read each item below carefully, and respond as honestly as possible. Please, answer all the items. **There is no wrong or right answer.** Further instructions may be given, when necessary.

A. PERSONAL INFORMATION AND BACKGROUND

1. **Gender:** Female Male

2. **Age Range:** 15-25 yrs. 26-35 yrs. 36-45 yrs.

46-54 yrs. 55 yrs+.

3. **Race:** Asian Black Coloured White

Other (specify): _____

4. **Highest Qualification:** Matric Diploma Degree

Postgraduate Other (specify): _____

5. **Home language:** Xitsonga English Tshivenda

IsiNdebele Sepedi SeSotho IsiSwati SeTswana
IsiZulu Xhosa Afrikaans
Other (specify): _____

6. District municipality
- 6.1 Ngaka Modiri Molema
 - 6.2 Dr Ruth Mompati
 - 6.3 Dr Kenneth Kaunda
 - 6.4 Bojanala

B. KNOWLEDGE INFORMATION

1. What is the role of your unit within the municipality?
2. What is the structure of your internal communication channels?
 - a. How often is the communication with the municipal manager and Mayor
 - b. What kind of relationship do you have with your politic principals (MM/Mayor)?
 - c. What is their perception relation to the role or strategic role of communication within the municipality?
 - d. What is your view on the placement of communication unit within the structure of the municipality?
3. What is the structure of your external communication channels?
4. Do you have any formal relationship with any provincial department?
 - a. Why those specific departments
 - b. How often do you have contact with those departments?

5. Do you have any partnership between the private sector and NGOs?
 - a. What form of relationship
 - b. How do you collaborative and coordinating your activities
6. Do you have any form of relationship with the GCIS?
 - a. Any collaborative and coordination activities towards rural development?
7. Are there any inter-municipal forums that are used to share information, coordination towards rural development?
 - a. How often do you meet?
8. Are there policies in place for community engagement and participation?
 - a. How often are they being evaluated
9. What has been the strategy of the municipality towards the implementation of the provincial programmes I.E VTSD & RRR and ACT?
 - a. What has been the challenges relating to the pillars?
 - b. What can you say have been the success areas?
10. Is there an existence is the “Setsokotsane ward based operation centre” within your municipality?
 - a. If Yes: describe the relation, you have with the centre
11. What are the existing project initiated between the municipality and relevant stakeholders for rural development?
 - a. How is this relationship managed?
12. What has been the challenges faced by the municipality in performing mandate and efforts towards rural development
 - a. Strategy towards overcoming such challenges?
13. What are the success of the municipality towards rural development?

- a. What is the municipality's strategy towards service delivery this fiscal year?

APPENDIX B

INTERVIEW QUESTIONS (SALGA)

Dear Respondent

I Mr Mooki Lobelo, student number 16366158, am a postgraduate student doing a Doctorate degree in Communication in the Department of Communication at the North West University, Mafikeng campus. I am conducting a research on: **AN EVALUATION OF THE NORTH WEST PROVINCIAL GOVERNMENT'S COMMUNICATION SYSTEM TOWARDS RURAL DEVELOPMENT: A MULTISECTOR APPROACH.** I would like you to complete the attached questionnaire. Your anonymity is assured, and all the information you provide will be treated with confidentiality. The data will be used for the purpose of this research project only. Your participation will be of great assistance to the success of the study. Should you have any further question(s), please, do not hesitate to contact the researcher at Mooki.Lobelo@nwu.ac.za. Thank you for your co-operation.

Instructions: Please, read each item below carefully, and respond as honestly as possible. Please, answer all the items. **There is no wrong or right answer.** Further instructions may be given, when necessary.

C. PERSONAL INFORMATION AND BACKGROUND

7. **Gender :** Female Male

8. **Age Range:** 15-25 yrs. 26-35 yrs. 36-45 yrs.
46-55 yrs. 55 yrs+.

9. **Race:** Asian Black Coloured White

Other (specify): _____

10. **Highest Qualification:** Mat Dip Deg

Postgraduate Other (specify): _____

11. **Home language:** Xitsonga English Tshivenda

IsiNdebele Sepedi SeSotho IsiSwati SeTswana
IsiZulu Xhosa Afrikaans
Other (specify): _____

12. District municipality

6.1 Ngaka Modiri Molema

6.2 Dr Ruth Mompati

6.3 Dr Kenneth Kaunda

6.4 Bojanala

D. KNOWLEDGE INFORMATION

1. What is the mandate of the SALGA in relation to rural development within the province?
2. Coordinating activities between government departments
3. Do you have any partnership with the private sector within the province?
 - a. Which channels do you use for communication
4. What communication platform do you utilise to engage with your stakeholders
 - a. Provincial departments
 - b. Private sector and communities
 - c. How often do you engage with these stakeholders?
5. Which programme do you have for community participation and engagement
6. Are there any policies that provides guidelines for communication and community engagement?
7. What type of partnership do you have with the office of the premier?

8. What is the strategic position of the SALGA in implementing the NDP?
 - a. What has been the challenges and success in implementing the NDP
9. What role those the SALGA play in relation to the setsokotsane programme and other 4 pillars of provincial government?
 - a. Are there any challenges?
 - b. Are the any success areas?
10. What are the challenges being faced by the SALGA in carrying out its mandate within the province?
11. What are the successes of the SALGA in carrying out its mandate?
12. What is the strategic position and way forward of the SALGA in the implementation of the NDP?