

**PUBLIC PARTICIPATION AS A MECHANISM FOR PROMOTING ACCOUNTABILITY
IN SEDIBENG DISTRICT MUNICIPALITY**

By

K.P. MOSOKWENE

(BA Hons)

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Supervisor: DR L.B. MZINI

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Declaration

I DECLARE THAT THE MINI-DISSERTATION TITLED “**PUBLIC PARTICIPATION AS A MECHANISM FOR PROMOTING ACCOUNTABILITY IN SEDIBENG DISTRICT MUNICIPALITY**” IS MY OWN WORK AND THAT ALL THE SOURCES THAT I HAVE QUOTED HAVE BEEN INDICATED AND ACKNOWLEDGED BY MEANS OF COMPLETE REFERENCE.

K.P. MOSOKWENE

DEDICATION

This thesis is dedicated to my wife Patricia who supported me throughout the duration of this study, and to my mother Emily and my children.

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It is always and forever wise to acknowledge and thank the support and encouragement from *God Almighty* for the provision and impartation of wisdom throughout the duration of this study. *His* grace and unfailing love kept me going even in tough and trying times.

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ABSTRACT

The concept of participation has long been practiced ever since man began to cluster together to form communities and as a result there has been a need to satisfy their needs. The study focused more on public participation as a mechanism to promote accountability in the SDM. There has been less done to address the issue of accountability and that can be attested by the recent spate of service delivery protests in South Africa. South Africa recently held its local government elections (May 2011) and community members expressed their dissatisfaction on a number of issues.

Globally, local government is the sphere of government deliberately created to bring government to the grass roots, as well as give its members a sense of involvement in the political processes that control their daily lives. People don't know who to raise their concerns or complaints with, and as a result the municipality must come up with mechanisms to promote accountability. The current approaches which are being advocated include, among others: legitimate structures for community participation (ward committees); mechanisms for communities to plan, provide facilitation and support to ward committees and community groups using community development workers; and holding ward committees and municipalities accountable.

Municipalities are by virtue of a Constitutional or legislative requirement compelled to introduce public participation programmes for engaging community members and developing policies governing participation and accountability. In Sedibeng public participation is conducted in the context of Integrated Development Plan (IDP). The hypothesis was formulated which denotes that public participation can serve as a management tool to promote performance measures and accountability to achieve better results in SDM; yet, this management does not seem to be met effectively. The poor relations between the accounting officials and the community, affects participation negatively. Following the findings of the study, recommendations were brought forward and among others the following were noted:

- SDM must review its existing policies on public participation and accountability on a regular basis to ensure consistency and adherence;
- The idea of the district focusing on stakeholders and local municipalities focusing on ward based participation must be reviewed and be improved upon to ensure performance and commitment on the part of accounting officials;
- The utilization and the effective inclusion of social groups such as the Sedibeng Disabilities Forum (SEDIFO), youth agencies, women, community groups Non Governmental Organizations (NGOs) and related entities have a role to play in ensuring the improvement and realization of accountability in SDM, and
- Top or Executive management in all three local municipalities (ELM, MLM and LLM) must create an environment of easy access for ordinary people to reach them.

The study did not only try to prove and test the given hypothesis, but also opened doors for further research in other fields such as customer care or relations, quality management and change management.

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CHAPTER 1

ORIENTATION, PROBLEM STATEMENT AND RESEARCH METHODS

1.1 INTRODUCTION

Sedibeng District Municipality (SDM) is one of the local government entities faced with a challenge of improving the level of participation within its three local municipalities. The chapter will focus on introducing the reader into the intended study. It will give the background about the problem statement, the questionnaire as well as the objectives of the study. A detailed discussion about hypothesis and the study aims will also be discussed.

1.2 ORIENTATION AND BACKGROUND

The current discourse on developmental local government reform emphasizes the need to increased public participation in decision-making as a way to enhance accountability (Maddalena, 2006:1). The Constitution of the Republic of South Act 108 of 1996, Chapter 7 section (152) makes provision for the establishment and development of public participation. Section B of the White Paper on Local Government (1998) deals specifically with developmental local government and Section 3.3 encourages municipalities to work together with local citizens and partners.

Participation is seen as one of the tenets of democracy (Craythorne, 1997:97). The idea of public participation is derived from the classical theory of democracy and citizens' interests (Bekker et al., 1996:39-40). The term public participation is generally used to involve the public in the government decision making processes (Raimond, 2001:7; Van der Walddt *et al.*, 2007:26).

The concept accountability arises as part of the process of delegation of authority (Watt *et al.*, 2002: 4). Accountability is a synonym for responsibility (Timothy, 1988:182). Khan

(2010:1) maintains that “accountability is a relationship based on the obligation to demonstrate and take responsibility for performance in the light of agreed expectations”. The issue of accountability in the larger government perspective involves political, administrative, financial accountability (Ghosh, 2010:1) as well as public accountability for service delivery (Watt *et al.*, 2002:2). Political accountability in local government begins with elections which delegates authority to members who will be held to account in the next election (Watt *et al.*, 2002: 2). Financial accountability involves accountability regarding utilization of resources according to the legal requirements as well as efficiency in the utilization of resources (Ghosh, 2010:1).

Public accountability for the delivery of services by local government prior 1994 has traditionally been concerned with the appropriate stewardship of inputs, but more recently (2004- to date) attention has extended towards a greater interest in outcomes (Watt *et al.*, 2002:2). Khan (2010:2) further indicates that “the rationale for holding public managers accountable lies in the very nature of their relationship with the public resources, since they have a relationship of trust with these resources”.

Local governments function as the third sphere of governance in the country and are created for the delivery of different kinds of services into a small designated area of the community (Ghosh, 2010:1). Ghosh (2010:1) denotes that “good local governance is not only about delivery of services but also about preserving the life and liberty of residents”, and in providing an atmosphere for public participation and civic debates about the day to day running of community affairs.

The demand for accountability from all public servants in all levels of responsibility is vital and in high demand. Khan (2010:1) supports the idea that “there is a recent upsurge in public demand for the accountability of public servants at all levels”. In accordance with the Constitution of Republic of South Africa (1996), there is a duty to hold government (in all spheres) accountable to the public by instituting a set of empirical measures, and a program of ongoing assessment of municipal outcomes (Conference of State Court Administrators (COSCA), 2008:3). Khan (2010:1) is of “the

idea of holding public servants accountable seems attractive to policy makers, yet a closer look unravels several issues which require discussion and policy recommendations for making the concept of accountability of public servants operational”.

A system of public participation and accountability forms part of the performance agreement in the government sector. In this regard, a framework of principal-agent theory is effective, whereby citizens are the principals and government organizations are the agents for service delivery (Watt *et al.*, 2002:2). Citizens demand to have knowledge of how the government organizations, executes their responsibilities and with regard to this trust, Khan (2010:2) is the opinion that senior managers have overall responsibility for the organizational goals; and the lower level managers are accountable to the extent of the authority delegated to them.

1.3 PROBLEM STATEMENT

SDM is situated plus/minus 60 kilometers south east of the city of Johannesburg in the Vaal area, and it comprise of three local municipalities; namely, Emfuleni, Mid-Vaal and Lesedi Local Municipalities.

Khan (2010:2) suggests that “the recent emphasis on managing for results has enhanced the ability of public managers to adopt innovative techniques in using public resources”. The whole of Africa, and indeed the developing world is steeped in corruption and economic mismanagement so much so that various forms of panacea which have been tried in the past have not succeeded (Owusu, 2008:2). Municipalities are working successfully in many different contexts to advance accountability and transparency. Municipalities are faced with a challenge to finding means and ways of developing their respective communities through participation for a better tomorrow (Gibson et al, 2005:1).

In SDM, the involvement of communities in their local affairs occurs under the context and boundaries of Integrated Development Plan (IDP). And thus by 30 May 2007 the SDM adopted the draft policy on public participation with the sole purpose to assist in positioning public participation in SDM. This draft policy arises from the following problems as identified in SDM:

- Public participation in the context of developmental local government is inadequate. SDM and its surrounding local municipalities have public participation policies in place; although there is no clear policy guidelines that govern the nature of stakeholder's participation in SDM (SDM, 2009);
- Creating space for effective community participation is inadequate, this is confirmed by the recent spate of community service delivery protest (SDM, 2009);
- There is lack of public education, whereby community members in SDM do not know the channels of communication and procedures to lodge complaints;
- The roles and responsibilities for accountability are not clearly defined in respect of public participation towards the improvement of accountability and service delivery (SDM, 2009); and
- Despite Integrated Development Planning (IDP) and Local Economic Development (LED) innovations, citizens have a diminished trust in government (Gibson et al, 2005:1).

The study seeks to examine the role of public participation as a mechanism for promoting accountability in SDM. The study will further try to find existing mechanisms for participation and accountability in SDM and to suggest further mechanisms to promote accountability. The study aims to outline the avenues in which managers will understand their roles and responsibilities within the areas of their jurisdictions towards accountability and service delivery.

1.4 HYPOTHESIS

Public participation can serve as a management tool to promote accountability and to achieve better results in SDM; yet, this management tool does not seem to be utilized effectively.

1.5 RESEARCH QUESTIONS

In relation to the problem statement, the research study will try to answer the questions stated below:

- What is meant by public participation and accountability?
- What processes and systems exist in SDM to promote accountability?
- What will be the current impact of public participation in promoting accountability in SDM?; and
- What recommendations can be offered to strengthen the relationship between public participation and accountability in SDM?

1.6 RESEARCH OBJECTIVES

Following the research questions and problem statement given above, the research study objectives will involve the following:

- To make provision for a theoretical exposure of the concepts public participation and accountability.
- To give an overview of the processes and systems that exists to promote accountability in SDM.
- To investigate the current impact of public participation as a mechanism to promote accountability in SDM; and;
- To provide recommendations that may strengthen the relationship between public participation and accountability in SDM.

1.7 RESEARCH METHODOLOGY

The following sections outline the methods to be utilized for data collection.

1.7.1 Literature Review

The literature study of public participation will be conducted and different forms of sources will be utilized: Local and national newspapers, books, articles, internet, journals, policies and periodicals. Some of the information will be accessed through the legislative framework, government publications and municipal websites. The government publications will assist to clarify the current debate on public participation; and to outline the current plans for SDM on public participation.

1.7.2 Empirical Research and Design

The study will use interviews and questionnaires to obtain desired data of this study. Maree & Pietersen (2008:87) defines and describes an interview as a “two-way conversation in which the interviewer asks a participant questions to collect data and to learn about the ideas, beliefs, views, opinions and behaviors of the said participant”. The advantage of using interviews is attributed to the fact that the interviewer is able to perceive and interpret data at the level and understanding of the participant, and that is vital in a sense that it promotes accuracy and correctness.

Interviews will be conducted in a semi-structured format, with respondents being from the speaker’s office, senior management, politicians and relevant officials. In this regard, the following people are to be interviewed:

- Director: Support staff and the Community Liaison Officers in the office of the speaker - to give a brief overview of challenges facing the SDM in terms of public participation;

- Assistant Manager (Public Participation): to give an outline on mechanisms to promote accountability in SDM;
- Municipal Manager: Community Development - to determine the impact of public participation in promoting accountability in SDM; and;
- Sixty-six community members (22 community members from each Local municipality) will be interviewed at SDM. The sample identified will be selected from the public places (shopping centers) of Emfuleni, Lesedi and Midvaal Local Municipalities. The respective community members are recipients of services provided by SDM, therefore the interviews aim to assess the effectiveness of services received by the community members. Further, the interviews will evaluate the role of public participation in service delivery.

1.8 PROVISIONAL CHAPTER LAYOUT

The following are the provisional chapters for this study:

Chapter 1: Orientation, problem statement and research methods.

Chapter 2: Theoretical exposure of the concept accountability public participation.

Chapter 3: An overview of public participation as a mechanism for promoting accountability in Sedibeng District Municipality.

Chapter 4: Empirical Study on the impact of public participation as a mechanism for promoting accountability in Sedibeng District Municipality.

Chapter 5: Findings, Conclusions and Recommendations.

1.9 CONCLUSION

The concept of accountability is vital in public participation in SDM as there are programmes that are tabled as priorities in terms of Integrated Development Plan which is a requirement for all municipalities and is used as a yard stick to achieve municipal objectives. The SDM has programmes which are communicated to the community through different mechanisms such as ward committees. The municipality is expected to go

back to the community to give account as to whether it has achieved its planned objectives or not. It is in this context that the study will determine what measures to apply in order to ensure accountability in SDM. The next chapter will discuss the concept accountability in full.

CHAPTER 2

THEORETICAL EXPOSITION OF THE CONCEPT ACCOUNTABILITY

The chapter will look at a detailed exposition of the concept of accountability as opposed to public participation in Local Government. The focus in this regard will be the Sedibeng District Municipality (SDM). It is vital to establish some understanding of the concept accountability even before engaging in a discussion around public participation and its applicable mechanisms.

2.1 INTRODUCTION

The democratization of municipalities brought about a radical shift in respect of the promotion of human dignity and the encouragement of public participation in decision making processes. The political climate in various municipalities around South Africa and all over the world seem to have shifted into a notion of involving communities in matters of planning and thus enhancing accountability. Various municipalities involve their communities in terms of proposed projects, service delivery issues and in the promotion of good municipal partnerships and relations. In order for effective service delivery to take place municipalities are required to encourage vibrant and effective public participation. In this whole process accountability is important as the community need to know who to raise their concerns and grievances with, and who to complain should they be unhappy about the delivery of municipal services.

Lesser attention has been given in adhering to and in giving an ear to the poor. The requirements in terms of the Constitution made a provision for the municipalities to allow community participation and involvement in the broader spectrum of local governance. It is in this regard that public participation is encouraged in order to close the gap between the citizens and the accounting authorities. Through public participation, citizens are able to voice their concerns and as a result it promotes an element of trust and creates positive relations between the government and its citizens. Consultation is vital if

democracy is to be effective and acceptable. Various organizations are now following the notion of promoting accountability and that in essence promotes the principles of Batho Pele because citizens would like to know how their affairs are being run and who is accountable if promises are not met. The process of public participation also assists policy makers in the analysis and review of existing policies governing local government. The chapter will focus more on the theoretical exposition of the concept accountability as well as on various other issues pertaining to accountability and responsibility.

2.2 THE CONCEPT OF ACCOUNTABILITY

The term accountability usually refers to the need “to explain or defend one’s actions or conduct”. Accountability is needed to ensure that those in positions of power can be held responsible for their actions (Local Government Information Series, 2007:10). According to Longman Exams Dictionary (2006:10), a more precise, relevant and accurate definition is given as being ; to be responsible for the effects of your actions and willing to explain or be criticized for them. The government should be accountable to all the people of the country or managers must be accountable for their decisions. Community members must be given an opportunity to understand the decision making processes. They need to obtain the first hand and trustworthy information to keep relations at par with democratic process. Van der Waladt (2007:26) also indicates that “citizens should be able to understand how decisions are made and who decides things, and obtain the information they need to keep political representatives responsive”.

2.3 RATIONALE FOR ACCOUNTABILITY

The South African government efforts to enhance excellent service delivery through the principles of Batho Pele will be explained in details in chapter 3 of the study. Through the public participation process communities continuously endeavor for a positive interaction with local government, demanding an update from authorities by being provided with accurate information (Van der Waladt *et al.*, 2007:26). As a result of this

interaction, it helps them to know and identify officials who are accountable to their demands and needs.

Furthermore, according to Brinkerhoff in Van der Molen, Van Rooyen & Van Wyk (2001:293) denotes that “the current concern with accountability reflects certain factors: Citizens are dissatisfied with government. This centers mainly on cost effectiveness issues in developed countries and on application of abuse of authority as well as on the lack of management of basic freedoms in developing countries. Accountability is seen as imposing good behaviors and actions on civil servants. The concept of accountability has moved to a higher and enhanced level of importance due to the scope and size of the administrative position in the current democracies and economies are large, according to government’s broad and significant power to intervene in society. Civil servants or public officials must account for outputs, incomes and outcomes (Brinkerhoff in Van der Molen *et al.*, 2001:293).

2.4 THE NATURE OF ACCOUNTABILITY

Since the inception of constitutional democracies in the free world, the debate has continued on the degree of freedom the public service should enjoy from public control, public participation and public scrutiny (Vocino & Rabin 1981:398). In the past, accountability mainly had a monetary connotation and “...was in fact mainly concerned with finance” (Hanekom & Thornhill 1983:185). Hanekom & Thornhill (1983:185) describe accountability as it shifted from the monetary context to focus mainly in a statutory obligation to provide parliament with any available information to enable it to determine how executive have progressed (Hanekom & Thornhill 1983:185).

A shift from monetary context of accountability is also discussed by Cloete (1981:21-22). The author indicates that accountability since the dawn of democracy in 1994 in South Africa focuses more on development, good governance and service delivery. More attention is being paid to municipalities at local government level because citizens continuously require feedback from their respective councillors and ward committees.

According to Cloete (1981:21-22) organizational arrangements and proper work division promote accountability because officials will always have a superior to give account to. Sound procedures are needed because the public service is usually large and necessitates orderly and correct action.

2.5 DIMENSIONS OF ACCOUNTABILITY

All over the world there is a growing problem and challenge of legitimacy which shapes the relations among citizens and public institutions which directly affects their day to day lives (Common Wealth Foundation, 1999). In many local municipalities the growing tension on matters relating to corruption and lack of responsiveness to the demands of the citizens, especially the poorest of the poor and lack of connectivity with appointed and elected representatives is mounting and as a result, accountability is eminent (Common Wealth Foundation, 1999). Accountability can be looked at as a good way in which governments can discharge their responsibilities on the social, cultural and economic lives of the communities in which they operate and as a matter in which they assert claims to their own rights in discharging these responsibilities (Zadek, 2001). Gaventa (2002:9) asserts that “tracing debates about corporate accountability, inequities and the lack of meaningful mechanisms for accountability raise questions as to whether the concept of corporate citizenship appropriately describes the balance of rights and duties that major firms enjoy”.

Internal

Internal accountability is guided by chapter 12 section 12.1 of the White Paper on Transformation of Public Service of 1995. The paper provides guidelines about all steps to be taken for mechanisms of internal accountability. The mechanisms must work towards the promotion of participatory movement to decision making on the side of both public servants and management. The respective mechanisms include provision of all required and necessary information to workers and unions and on matters relating to

budget information. The White Paper further indicates that the information provided to employees should be in a clear and accessible language.

External

External accountability refers to citizens' access to information, transparent procedures, effective consultation and publicity on the part of the government machinery (Gildenhuys, 1997:59). Chapter 12 section 12.2 of the White Paper indicates that external accountability is determined by the influence of citizens.

2.6 MULTIPLICITY OF ACCOUNTABILITY

The following sections describe the types of accountability:

2.6.1 Political accountability

Political accountability encourages the right use of power (Hanekom *et al.*, 1986:175). It is relevant to both the tiny fragment of power in the hands of a single voter and the unlimited power of the dictator (International Encyclopaedia, 1968:497).

2.6.2 Public accountability for delivery of services

As a requirement in terms of the Constitution of the Republic of South Africa, Act No 108 of 1996, all the municipalities are assigned with a mandate to ensure that citizens are offered the required services to satisfy their basic needs. Municipalities at local sphere of government are obliged and encouraged to involve communities and community organizations in their affairs (Van Der Walddt *et al.*, 2007:40). Van der Walddt (2004:47) promotes the notion that "citizens can have a role in determining service delivery standards. One method for such input is through service delivery surveys which collect and report citizens' views of service quality, availability, cost and impact. The

surveys provide feedback to service delivery providers and public policy makers and constitute an accountability mechanism (Van Der Walddt *et al.*, 2007:40).

2.6.3 Professional accountability

Professionalism refers to a case whereby civil servants must uphold to the quest to show professional capabilities, and of which that will assist in the prevention of unethical and immoral behavior (Wessels & Pauw 1999:141-142). Central to this argument is that the practice of professionalism allows the public servants to offer and serve the interest of citizens. Added to issues of promoting accountability, professionalism empowers and equips public servants with educational and intellectual capabilities as well as with technical competence to make informed and wise decisions. It also enables officials to manage complex and challenging issues. These skills and capabilities are vital for the improvement of the well being of citizens. Ethics and professionalism are often coupled or combined. Chapter 10 of the Constitution of the Republic of South Africa, Act No 108 of 1996 prescribes principles and values that govern and guides public administration. These principles accentuated include *inter alia* (RSA, 1996):

- High Standard of professional ethics that need to be promoted and maintained;
- efficient, economic and effective use of resources;
- to have public service that is accountable; and
- to foster transparency by making information accessible in an accurate and timely manner.

This chapter of the Constitution emphasizes the need for public servants to promote high moral standards and principled behavior in the execution of their duties in general and the management of financial resources in particular. Relations between civil servants within the confines of a specific code of conduct is also encouraged and promoted by the principles of Batho Pele regarding transparency, cooperation and openness. The code of conduct between various public institutions promote the notion of professionalism and service delivery and in that regard, the abuse of power is minimized (PSC, 1997).

2.6.4 Managerial accountability

Managerial accountability implies equating authority and responsibility. Robbins (1980:231-232) states that when authority is delegated, commensurate responsibility must be allocated. Managerial accountability is geared at improving systems and processes of public administration (Kakumba & Fourie, 2008:121). Aucoin & Heintzman (2000:45) indicates that “It constitutes the principle that informs the process that those in position of authority can be held responsible and answerable for their actions or inactions”. Public institutions are assumed to be having perfect policies, according to Roux et al. (1997:155). We can therefore not conclude that objectives regarding policy cannot be achieved through managerial accountability. Managerial accountability as a process and an activity endeavors to ensure the elimination of waste, the effective use of human and material resources, and the protection of employees’ interests and the general welfare of organizations. Managerial accountability is aimed at monitoring and establishing responsibility in terms of public sector performance (Muthien, 2000:70).

2.6.5 Legal accountability

Legal accountability is so much relevant because legislators or government officials in their respective fields can easily misuse their political power by making laws and decisions weighted against political opponents (International Encyclopaedia 1968:497). Political party policies can easily be turned into laws. The new constitutional dispensation and the acceptance of independence by a number of ethnic groups was a proof enough of a significant swing by the former South African government toward greater legislative responsibility (Hanekom *et al.*, 1986:175).

The Constitution of South Africa, Act 108 of 1996 limits the powers of the authorities to decisions that will promote their personal goals and lead them into a consultative kind of approach. Citizens or communities must be consulted on any matter that concerns their lives.

2.6.6 Performance Accountability

According to Van der Waldt (2004:46) “performance accountability focuses on results, connects resources and uses achievement of mandated and/or expected results and encompasses effectiveness and goal attainment. He furthermore denotes that performance accountability is connected to democratic or political accountability in that among the key criteria for performance are responsiveness to citizens and the achievement of service delivery targets that meets their needs and demands”. Osborne and Gaebler (1992:140) indicate that “performance accountability relates to a political will, whereby the aim is to please the voters and this serves as the performance indicator for politicians”.

2.7 Accountability in local government

Accountability in local government seem to have taken a turn in ensuring that councilors at ward levels, and municipal officials at administration level (between the municipality and citizens), and (between organized labor and the community) are accountable for their actions and that they are encouraged to develop good communication channels between themselves and the community at large.

- *Between the municipality and citizens (the public)*

A municipality is accountable to the public/community it serves.

- *Ward level*

One of the most successful ways in which a ward councillor can promote accountability, is through a regular communication with his or her constituency, often assisted by a ward committee. Residents are therefore able to hold their councilors accountable for their performance relative to the IDP (Local Government Information Series, undated:10).

- *Municipal administration level*

The municipal administration is also accountable to the public. Accountability at municipal administration level refers to ensuring accountability by improving customer management and service provision. Further, municipalities develop and implement appropriate and efficient mechanisms and procedures for receiving and addressing complaints. The most common approach has been to set up a 'desk' at the municipality where people can register their complaints or to set up dedicated telephone lines for the same purpose (Local Government Information Series, 2007:11).

2.8 THE PRINCIPLES OF ACCOUNTABILITY

The Constitution of the Republic of South Africa, Act 108 of 1996 stipulates that public administration should adhere to a number of principles, among other:

- that a high standard of professional ethics are promoted and maintained;
- that services are provided impartially, fairly, equitably and without bias;
- that resources are utilized efficiently, economically and effectively;
- that people's needs are responded to;
- that the public is encouraged to participate in policy-making; and
- that such a process is accountable, transparent and development oriented.

The principles as stated above have a great impact in encouraging the notion of good governance. These principles, according to Van der Walddt (2004:8-9) "will need to promote continuous improvements in the quantity, quality and equity of service provision and that the improvement and the delivery of services means redressing the imbalances of the past and a shift away from inward-looking; bureaucratic systems; process and attitudes; as well as a search for new ways of working which put the needs of the public first". District and local municipalities must adhere to these principles if they are to promote participation and accountability. According to the Sedibeng District

Stakeholder summit which was held on the 20 November 2009, the provincial framework to promote accountability stipulates the following basic principles:

- All state actors engaging with local communities must work through municipal processes and structures;
- Ward committees are the primary structure for the state actors to engage local communities;
- The IDP process is the primary vehicle for the state to formulate sector-based development plans that affect local communities;
- Participatory systems and processes need to be contextualized within specific municipal life-cycles;
- District municipalities should use local municipality structures, and only establish coordinating structures of their own;
- Coordination between different spheres and levels of government is important;
- Formally sanctioned government structures for participation do not replace organic civil society structures and processes; and
- Spaces must be opened up for both government-organized and spontaneous behavior from residents themselves (SDM, 2009).

2.9 APPROACHES TO ACCOUNTABILITY

There are various approaches to accountability and the following will be discussed briefly for the purpose of the study:

2.9.1 Public Accountability Approaches

Public accountability in the administrative sphere, according to Serdar (2008:18) refers to “local civil servants being accountable to their top administrative officers and to such outside officials or entities as public audit officers, ombudsmen, regulators, a particular administrative agency, or a board or committee”. He furthermore indicates public accountability approaches use three major mechanisms for improving administrative,

namely: accountability structures within bureaucratic hierarchies, specially designed independent bodies, and administrative courts.

Accountability structures in the bureaucratic hierarchy imply that civil servants are responsible to higher administrative officers, public audit offices, supervisors, and legislative bodies (Serdar *et al.*, 2008:18). Higher authorities may instigate investigations or audits of the use of administrative discretion by lower bureaucrats. Independent bodies can conduct administrative audits on local governments (Serdar *et al.*, 2008:18). Administrative courts with local expertise address local conflicts arising from local governments' regulatory and administrative decisions (Serdar *et al.*, 2008:18).

2.9.2 Public Accountability Approaches

Public sector measures according to Serdar (2008:23), he indicates that to “improve a downward financial accountability includes strengthening local capacity for budgeting and public financial management; setting standards for control on intergovernmental transfer revenues; publishing transfer figures; making audit findings publicly available; observing clear rules for responsible local borrowing; providing public access to borrowing information; and setting clearly defined rules for hard budget constraints on local governments”.

2.9.3 Social Accountability Approaches

Social accountability mechanisms have emerged in response to the weaknesses of public financial accountability systems. The most common mechanisms include:

- making local government financial information accessible to the public (including budgets and end-of-year financial statements);
- allowing strong public involvement in the budgetary process through participatory budgeting practices; and

- initiating independent budget analysis and participatory public expenditure tracking programs that monitor budget execution and leakage of funds (Serdar, Yakup, & Rodrigo, 2008:24).

Citizen participation in budgeting and related processes such as expenditure tracking has increased substantially over the past few years in governments (Serdar, Yakup, & Rodrigo, 2008:24).

2.10 ACCOUNTABILITY PROCESS

To anticipate accountability processes, organizations develop systems, procedures and structures to warrant that they be held accountable. Anticipating accountability processes by organizations is complemented with anticipating by individuals. The anticipation of accountability processes starts with an analysis of organizational structures and business processes: government organizations have to analyze what they are doing and how they are doing it (Meijer, 2000:52-63).

Weak systems according to Pauw (2002:343), indicates that “processes are harbingers of poor accountability and public institutional decadence and that weak systems are associated with organizational structures that do not offer clear description of responsibilities, lines of authority, communication and accountability”. Similarly, the employment systems are associated with poor working conditions, appointments based on irregular considerations like nepotism and political allegiance, as opposed to merit and professional competence.

This renders public institutions weak and incapable of effectively implementing accountability and ethical virtues. The systems of pro-ethics and accountability regime includes employment and organizational systems on the one hand and the financial management system on the other hand (Pauw *et al.*, 2002: 343).

2.11 STAKEHOLDERS IN ACCOUNTABILITY

Stakeholders for accountability include the following persons:

- The public officials: this include politicians and municipal officials being the implementers of public policy (Cranko & Khan, 1999:2);
- Community members: this involves community relationships with municipalities established to enhance job creation and economic empowerment (Cranko & Khan, 1999:2); and
- The local government experiences the lack of skills and managerial capabilities to render services in non-governmental organizations and the general lack of budget and financial resources. Therefore non-governmental organizations complete government service delivery and they are also accountable to the public for services rendered by them (Cranko & Khan, 1999:3).

2.12 CHARACTERISTICS OF ACCOUNTABILITY

The sections below highlight some important issues relating to accountability.

- *Good governance for accountability*

Good governance according to Van der Waladt (2004:10-12) have eight major characteristics which can each be briefly explained as follows:

- *Participation*

Participation by citizens according to Van Der Waladt (2004:10) is a “key cornerstone of good governance and that participation could either be direct or through legitimate intermediate institutions or representatives”. Participation needs to be informed and organized. This means freedom of association and expression on one hand and an organized civil society on the other (Van der Waladt, 2004:10).

- *Transparency*

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement (Van der Walddt, 2004:10).

- *Accountability*

Accountability is a key requirement in good governance. In general, an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law (Van der Walddt, 2004:11).

- *Responsiveness*

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe (Van der Walddt, 2004:11).

- *Rule of law*

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force (Van der Walddt, 2004:11).

- *Consensus oriented*

Good governance requires mediation of the different interest in the 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-term perspective on what is needed for sustainable human development and how to achieve the goals of such development (Van der Walddt 2004: 12).

- *Equity and inclusiveness*

A society's well-being depends on ensuring that all its members feel they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, and particularly the most vulnerable, to have opportunities to improve or maintain their well-being (Van der Waladt, 2004:12).

- *Training and capacity building*

Jard (2006:12) indicates that "training and capacity building for the various categories of local government staff and stakeholders are critical if the objective of enhancing accountability is to be realized and that there is lack of a capacity building framework to benchmark on, while trying to track the performance of local government political and technical leaders".

- *Effectiveness and efficiency*

Lastly, effectiveness and efficiency according to Van Der Waladt (2004:12) states that "good governance means the processes and institutions produce results that meet the needs of society, while making the best use of resources at their disposal and that the concept of good governance in the context of good governance also covers the sustainable use of natural resources and the protection of the environment".

2.13 CONCLUSION

The concept of accountability is a very complex subject and all parties involved in its promotion and implementation must ensure adherence to applicable legislation or policies. Accountability and responsibility are slightly interrelated. More focus should be on accountability of officials from all spheres of government more especially on municipalities because they deal with direct service delivery to their respective communities. It is of value and paramount importance to form good relations with all stakeholders and parties involved, especially on the case of ward committees in order for a municipality to give continuous feed back to the community it serves. Formation of positive relations between the municipality and the community in terms of good

communication levels and channels propels and instill confidence and improves an element of trust from the community and its municipality.

There has been a spate of community protests around SDM and its surrounding municipalities especially in areas like Sharpeville, Sebokeng, Evaton, Tshirela/Boipatong and Bophelong. These communities to date do not know who to take their grievances to and who is accountable for their needs. The next chapter will concentrate on the overview of public participation as a mechanism for promoting accountability in SDM.

CHAPTER 3

THE OVERVIEW OF PUBLIC PARTICIPATION AS A MECHANISM FOR PROMOTING ACCOUNTABILITY IN SDM

3.1 INTRODUCTION

Globally, municipalities are being intentionally made to bring authorities to the grassroots level and also with the view of bringing community members towards involvement in matters that concerns their day to day lives and further measuring a political process that governs and controls their affairs. Democracy denotes a political system in which the eligible people in a polity participate not only in determining who governs them but also in shaping their government policies (Reddy, 1996:3). The chapter will look at various aspects of public participation and in particular how it is conducted within the SDM. It will be discovered that this municipality, like other municipalities around the country is controlled and obliged to follow the constitution of the Republic of South Africa. The current mode of operation in order to enhance “public participation” in SDM will be laid out so as to determine the mechanisms that are currently in place and what additional methods can be applied in order to improve accountability for the purpose of encouraging effective public participation.

Public participation cannot be separated from service delivery since the core function of a municipality is to meet the needs of the communities they serve. The transition of local government in the country is a very complex one, considering the historical background of the country. Promoting accountability in municipalities is vital and therefore the effects of public participation in promoting accountability do need urgent attention.

3.2 THE THEORY BEHIND PUBLIC PARTICIPATION

Since man began to cluster together to form communities there has been a need to satisfy his collective needs. The ancient Greeks and Romans were some of the first

civilizations to establish cities and what are today known as municipalities (Cloete, 1989:2). In comparison with the ancient towns and cities established in Europe, North African towns and cities are relatively young (Cloete, 1989:12). Cape Town was one of the first urban areas to be established in Southern Africa after 1652. It was followed by Port Elizabeth, Johannesburg and Pretoria (Cloete, 1989:2-3). Today towns and cities are dispersed throughout South Africa and SDM and its surrounding local municipality forms part of these municipalities.

In the South African context, the role of civic associations is central to citizen participation since “civics” have been central players in establishing a tradition of activism in civil society. Civic associations emerged during the period of illegitimate local and national government. In the absence of a truly representative local government, they provided an alternative channel of communities to take up grievances with the state. These grievances included inadequate housing, urban infrastructure, and access to municipal services. Many of the local issues taken up by civics were embedded in national system of Apartheid. In challenging the local conditions civics were drawn into the political arena and mobilized opposition to state structures (Wooldridge, 1993:11).

3.3 THE CONCEPT OF PARTICIPATION

According to Madlala (2005:45), public participation is the creation of opportunities and avenues for communities to express their views and opinions on matters of governance either directly or indirectly. Communities must be engaged from planning to the implementation and evaluation phases of a particular activity or project to ensure the transfer of skills, knowledge and ownership of the process to local people. According to DWAF (2001:5) the term “public participation, describes a variety of relationships between implementing agency and its stakeholders” and furthermore, the nature of planned public participation process will depend on what is planned and the goal of the initiative”. In some instances, the public only needs to be informed about certain initiatives or aspects of it. Other initiatives require public opinions and views in order to improve decisions and the sustainability of the initiative.

3.4 THE HISTORICAL AND LEGAL FRAMEWORK FOR PUBLIC PARTICIPATION

According to (White Paper on Local Government, 1998) section A (1) apartheid has left its imprint on South Africa's human settlements and municipal institutions. Transformation requires an understanding of the historical role of local government in creating and perpetuating local separation and inequity, and the impact of apartheid on municipal institutions. Equally important is the history of resistance to apartheid at the local level, and struggles against apartheid local government. It should be borne in mind that in accordance with the former system/ policy of separate development, certain racial groups were not allowed to participate in any decision making in the municipalities hence the need for introduction of the paper as stated above and the constitution that is vibrant and complex enough to address the injustices of the past and to allow a more effective and conducive environment for participation. SDM is no exception in this regard.

3.4.1 Policies for public participation in SDM

There is a series of policies that gives guidance to participation process for the public including various pieces of legislation as informed by the supreme law of the country which is the Constitution SDM and its local municipalities adopted public participation policies informed by the policy and legislative framework of the country (SDM, 2010).

Current realities have changed in the light of the call by government's interaction with its citizens to give more impetus to people centered government. Since the time that the public participation policies were adopted by councils in the District, national government has developed a public participation framework and Gauteng provincial government is finalizing a provincial framework for public participation. This process and other internal public participation dynamics, informs the public participation climate in SDM (SDM, 2010).

3.4.2 The transition of Local Government

As with all constitutional matters, South African local government is on the threshold of having to manage several complex matters on a large scale. The need for proactive management at the municipal level has been further stressed by the passing of the Local Government Transition Act, 1993 Act No 209 of 1993. The Act emphasizes the importance of uncombined urban and rural communities, to work together towards the formation of a non-racial local government department, in which the needs and aspirations of all citizens at all levels will be met.

In practice, in South Africa we can see a series of approaches over the last 20 years. According to the Draft National Policy Framework on Public Participation (2005:5-6), the struggle against apartheid left a powerful legacy of community management, community-based organizing and mobilizing against the overweening power of the Apartheid State, contrasting with a widespread feeling of passivity and dependence. The immediate independence phase saw the emergence of project-based community participation. However a passive 'recipient' mind-set continued, with expectations of the new Government to deliver development, rather than supporting people to achieve their own development. This has remained a barrier to more empowering participative systems. There was then a move to a community development approach, supported by government. However often government has acted more as gate-keepers and controllers than as facilitative bodies allowing communities to control resources and resource allocation. We are now moving to a new phase of partnership and negotiated development, and a people's contract where communities recognize their rights but also their responsibilities, and the state has duties to respond and facilitate.

The recent avenues which are being advocated include the following as stated in the LGTA, Act 209 of 1983:

- the structures which are legitimate for community participation (ward committees);
- the planning mechanisms for communities (Community-based planning, CBP);

- the integration of these plans with the Integrated Development Planning (IDP) process for local municipalities;
- the support base for wards for the implementation of their plans, by using the discretionary funds under their control, and the encouragement of voluntary action to do so;
- the provision of facilitation support to community groups and using community development workers and
- holding ward committees and municipalities accountable.

In terms of the ladder of participation, this demonstrates that we are moving to a *partnership* approach between citizens and government. This framework advocates a movement towards citizens being represented by ward committees having recognized powers, and with delegated responsibilities. In other words we are aiming to move beyond the rhetoric kind participation, to the more evident means of ensuring that citizens are empowered to take charge of their own development in conjunction with government. According to Bekker et al (1996:2) in the past, South Africa tended to suppress or brush aside the intricacies generated by its diversity. In fact, some of the problems encountered generally hidden from the white segment of society. Now the realities of a South Africa in transition have dawned upon everyone.

3.4.3 Developmental local government

South Africa is a state which is in a process of development, and as a developing state it plays a pivotal role in guiding economic development and in using its resources to cater for the needs of its citizens. A developmental state tries to balance economic growth and social development. The usage of state resources is vital for influencing the attack on poverty, and expanding economic opportunities. In South Africa, we are committed to building a developmental state that efficiently guides national economic development by mobilizing the resources of society and directing them toward the realization of common goals. The needs of the poor and social issues such as health

care, housing, education and a social safety net are placed at the top of the national priority (SRSDM, 2008).

Ababio (2007:618) contends that “the Municipal Systems Act, 2000 provides the core principles, guidelines and mechanisms necessary for municipalities to pursue the ideals of developmental local government”. According to De Visser (2005:4), “South Africa has translated the notion of decentralized development into an institutional design for what is known as ‘developmental local government’. Inevitably, the context is formed by history and the struggle against apartheid system in which local government played a dubious role of being the implementer of racist and exploitative policies. The central features of the 1996 Constitution, which entrenches the new local government, are discussed to facilitate an understanding of the intergovernmental context in which local government operates. On many fronts, South Africa’s constitutional design is the immediate product of the negotiations between liberation movements, the former apartheid government and other political actors.

The same applies to local government. In order to gain an insight into the ideals and aspirations of those actors but also to lay bare the relation between politics and law, the study devotes attention to the political reasoning behind the ‘conversion to local government’. The concept of developmental local government requires municipality to coordinate all developmental activities within their area of jurisdiction through the integrated Development Plan (IDP). Through this process municipalities are required to develop mechanisms to ensure citizens participate in policy formulation and implementation.

The municipality is required to be committed to working with citizens and organizations within the community to find sustainable ways to meet their social, economic and material needs in order to improve the quality of their lives. This illustrates the kind of leadership that councils must provide and the kind of relationships that municipality need to build with communities, organizations, business and other who can contribute to

the development of the area at all times. The municipality therefore has a duty to involve local citizens in municipal affairs and to build local democracy (SRSDM, 2009).

3.4.4 Legislative framework: Public Participation

In this section the statutory requirement/ framework pertaining to public participation is discussed. Though there are number of acts and policies which have a bearing on Public Participation, few of them will be discussed and the Constitution as the highest and the governing law of the country is vital. SDM follows a volume of legislative framework which in turn gives direction on a day to day running of participation issues.

3.4.4.1 The Constitution of the Republic of South Africa, Act 108 of 1996

Section 2 of the 1996 Constitution stipulates that ‘this Constitution is the supreme law of the Republic, law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled’. This simply implies that there is no legal norm in the State higher than the Constitution. All state components are governed and regulated by the Constitution and related legal terms (Van der Walddt, 2004:85).

Local government is one of the important components and themes of the Constitution and chapter 7 is vital in this regard. Section 151 (1-4) stipulates that it will focus on the conditions of local municipalities, section 152 (1) & (2) focuses mainly with objects of municipalities, section 153 (a) & (b) deals with the developmental duties of the municipality. This is one of the most important sub-sections of the Constitution from where the SDM takes its guidance in enhancing development as one of the challenges it deals with. Every municipality in the country must follow norms and standards as stipulated by the Constitution, otherwise they will be declared null and void.

3.4.4.2 Local Government: Municipal Systems Act 32 of 2000

The Municipal Systems Act was published to establish the avenue for planning, performance management systems, economic and effective use of available resources and organizational shift/change. It makes provision mechanisms, processes which are deemed to be necessary formation of partnership with local communities as well as core principles.

Chapter 4, Section 16 (1) of the Act deals mainly with community participation and explain the need for development of a culture of community involvement and interaction with its local municipalities, including among others the flow of communication of information concerning citizen participation. Sections 17(1) & 17(2), makes provision for the mechanisms, processes and procedures for citizen participation (Van der Waldt et al, 2007:41).

Guide packs were issued by the Department of Provincial and Local Government in 2000 to assist municipalities in the formulation and implementation of Integrated Development Plans (IDPs). In Section 4 of the IDP packs, mechanisms and procedures for public participation are highlighted. Their purpose is to provide guidance on what each municipality needs to consider when developing a public participation strategy for its integrated development planning process. It is proposed that a public participation strategy be developed, taking into consideration the need to comply with any relevant legislation (South Africa, 2000:26).

3.4.4.3 Local Government: Municipal Structures Act 117 of 1998

Section 81 (1-4) stipulates the effective participation and the role of traditional leaders in the matters that concerns municipalities. The section encourages the active involvement of traditional leaders and authorities to have a say and sub-section (1) clearly states that traditional authorities that traditionally observe a system of customary law in the area of a municipality, may participate through their leaders, identified in terms of subsection

(2), in the proceedings of the council of that municipality, and those traditional leaders must be allowed to attend and participate in any meeting of the council. This Act is meant to make provision for the establishment of municipalities according to the requirements relating to types different categories of municipalities.

To establish the criteria for determining the category of municipality to be established in an area; to define the types of municipalities that may be established within each category; to provide for an appropriate division of functions and powers between categories of municipality; to regulate the internal systems, structures and office bearers of municipalities; to provide for appropriate electoral systems; and to provide for matters in connection therewith.

3.4.4.4 The White Paper on Local Government: 9 March 1998

The Constitution, the White Paper on Local Government and the legislative framework for local government provide municipalities with a structure to administer and manage their affairs. It also gives an outline for political decision making systems, and defines the principles for structuring the administrations. The current policy and legislative requirements affecting local governance are primarily Government Municipal Demarcation Act, the Local Government Municipal Structures Act, the Local Government Municipal Systems Act, the Disaster Management Act, the Local Government Municipal Finance Management Act and the Local Government Municipal Property Rates Act. The amounts for Intergovernmental fiscal transfers are published yearly in the Division of Revenue Act.

Within the framework of the Constitution, this White Paper establishes the basis for a new developmental local government system, which is committed to working with citizens, groups and communities to create sustainable human settlements which provides for a decent quality of life and meet the social, economic and material needs of communities in a holistic way. Local government must also provide and promote the Bill of Rights, which reflects the nation's values about human dignity, equality and freedom,

and uphold the principles enshrined in the Constitution according to White Paper introductory part.

3.5 PUBLIC PARTICIPATION AND MUNICIPAL SERVICE DELIVERY IN SEDIBENG DISTRICT MUNICIPALITY

Public participation, in its most noble form in terms of democracy is a proactive means to governance assuming that the process is not entirely predefined in the interest of a particular but rather a holistic learning process. The challenge of public participation in governance is that communities must be knowledgeable of political and public processes. If not, the political elite must foster a culture of participation in governance with the understanding that direct and indirect benefits can be derived for improved and expansive service delivery.

Public participation in essence is a political process that essentially should not be underpinned by party political rhetoric. Roodt (2001:470) is of the opinion that “the aim should rather be to establish communication links among, inter alia, ward committees, public officials and communities that allow for relationship building to facilitate insight into the need for development as well as the monitoring and evaluation of projects”.

3.5.1 Current status of public participation in SDM

Public Participation in SDM is guided by the South African legislative and policy framework and occurs in the context of the IDP process as it was stated earlier on, in the problem statement and the introductory part of the study, through the imbizo, campaigns and through petition management. District to focus on stakeholders and the local municipalities focus on ward based participation. SDM and its local municipalities are having public participation policies in place; though not quite clear hence the need for reviewing the policy guidelines that govern the nature of stakeholder participation. In addition to the public participation policies there are a number of instruments that have been embarked on to enhance public participation outside of the formal processes such

as the Integrated Development Planning (IDP), Budget, petitions management as well as the Annual Performance Reporting, etc. The SDM focus on stakeholders and its local municipalities focus on ward based participation as well as stakeholders within their jurisdiction. Public participation and stakeholder relations in SDM are conducted at various levels:

- IDP Review Public Participation Process (High level Responsibility is with the IDP Office and the Office of the Speaker);
- Municipal policy processes (input into policy documents – responsibility of the Office of the Speaker), and
- Municipal programmes, campaigns and projects (designated groups – office of the Speaker, Office of the Executive Mayor) (SDM, 2009).

3.5.2 SDM administration structure for public participation

Provision is made in Section 51 of the Municipal Systems Act for the organization of administration of a municipality. A municipality must, within its administrative and financial capacity, establish and organise its administration in a manner that enables it to be responsive to the needs of its community (Van der Walddt *et al.*, 2007:78).

In SDM we have the following offices in which public participation and services are offered:

Speaker's office:

The core objectives of this department in SDM are to implement and facilitate public participation. According to Van der Walddt *et al.* (2007:78) "the other functions will be to; arrange, facilitate and monitor council meetings; to facilitate and co-ordinate the establishment of ward committees in order to enhance public participation and the integration of communities.

This office also provides administrative support and advice to councilors with regard to the performance of their functions". *Appendix A* of this study as sourced out of *SDM Website* (www.sedibeng.gov.za) has reference in terms of outlining the functions of the speaker in enhancing the implantation of public participation. The programmes, in which the speaker is responsible and accountable for, are also outlined.

Office of the Mayor:

The functions of the mayor are often assigned to the municipal manager, who is the head of administration, and is necessary that these two functionaries work in close consultation and collaboration with each other (Van der Waldt *et al.*, 2007:78).

Office of the municipal manager:

The office of the municipal manager also plays a major role in enhancing public participation in SDM, and in accordance with Van der Waldt *et al.* (2007:79) "this office is organized according to the functions of the municipality, and the larger the municipalities, deputy municipal managers are appointed to assist and all plays a major role in enhancing public participation in their respective municipalities".

Department of Corporate Services:

It's an administrative support department which offers secretarial services, human resource management, and computer services should be the main support services rendered to all departments of council by this department (Van der Waldt *et al.*, 2007:79).

Department of Social Services:

This department may render community services and may ideally be responsible management of community centers and the management of parks, recreation and sport facilities (Van der Waldt *et al.*, 2007:79). It is the case with SDM to ensure the effectiveness of this department.

Department of Public Safety:

In SDM this department is responsible for ensuring the safety and the security of community members and may further according to Van der Walt *et al.* (2007:79) “ offer fire services and fire safety; traffic services; licensing; security and disaster management”.

Amongst the public participation methods applied are the following:

Participatory democracy governance system including ward committees:

The ward participatory system of municipal government allows for the establishment of ward committees to facilitate community participation and ward committees can also improve communication between the municipal council and local communities. Van der Waldt *et al.* (2007:37) is in support of the fact that “ward committees play a role in identifying community needs and fine-tuning municipal programs in order to accommodate local circumstances”.

Ward based participation:

Ward councilors are responsible for day to day attendance of community needs. The ward councilors must encourage community participation by holding meetings and forward matters of urgency to the local municipality, then to the district municipality.

Sector based participation:

Sector based approach may include for example the Sedibeng Disabilities Forum (SEDIFO), religious, gender and business sector, ex-combatants and youth; and these are meant to be or classified as community stakeholders interacting with the local municipalities for the improvement of the lives of the people in general.

IDP process:

The municipality (SDM) engages with the community as it is the requirement in terms of the Republic of South Africa Constitution Act 108, section 152 (1) (e) to develop and undergo the process until it's completion. The executive mayor of the municipality must

from the beginning up to the end of the IDP process engage its local communities. When there's a review in terms of developments and achievements the municipality is obliged in terms of the constitution to give feed back in its municipal review sessions. The community is informed of the progress and deviations thereof.

Imbizo:

Imbizo are designed for politicians and officials to meet with, discuss issues with, listen to, accept criticism from, hear complaints and comments from, and receive complements from the community. Such meetings are usually called by the authorities and politicians to inform citizens about the fulfillment of the obligations of and promises made by government (Van der Waldt *et al.*, 2007:38)

-*Campaigns*; and

-*Petition management* (SDM, 2009).

3.5.2.1 The objectives for Public Participation in Sedibeng:

In order to enhance effective public participation, SDM applies the following objectives:

- Deepening democracy through strong governance systems including ward Committee;
- Stakeholder and various communities engagement;
- Ensure a proper integrated stakeholder database;
- Enhance stakeholder and community input in the IDP process;
- Ensure maximum consultation with designated groups;
- Enhance stakeholder and community accountability, and
- Promoting stakeholder formations (SRSDM, 2009).

Assessments revealed that party political factionalism and polarization of interests over the last few years, and the subsequent creation of new political alliances and elites, have indeed contributed to the progressive deterioration of municipal functionality.

Evidence has been collected to dramatically illustrate how the political / administrative interface has resulted in factionalism on a scale that, in some areas, it is akin to a battle over access to state resources rather than any ideological or policy differences. The lack of values, principles or ethics in these cases indicates that there are officials and public representatives for whom public service is not a concern, but accruing wealth at the expense of poor communities is their priority. Relationships at the local level are tainted by these contestations amongst the elites of local areas (COGTA, 2009:10).

The democratization of the local sphere so well-envisioned in the White Paper on Local Government, of 1998, is now fraught with community frustration over poor municipal systems, poor service delivery as well as poor political governance. A culture of patronage and nepotism is now so widespread in many municipalities that the formal municipal accountability system is ineffective and inaccessible to many citizens. Other social institutions including the media and civil society have also been ineffective in increasing municipal accountability and oversight. There is now a lack of citizen confidence and trust in the system. This has been publicly evidenced in the spate of community protests during the course of the year, which may be seen as a symptom of the alienation of citizens from local government (COGTA, 2009:10).

3.5.2.2 What has been happening in Sedibeng District Municipality?

SDM adopted a Public Participation Policy together with Petitions System at the Council sifting on May 2006. The adoption of Public Participation was the beginning of the new direction and the commitment which Sedibeng District Municipality has undertaken as contained in the Municipal System Act of 2000 to put in place institutional arrangement.

Notwithstanding that, public participation is a political process and to be successful it will require the synergy of both administrative and political interface. Despite the impact of the public participation in many areas of concern such as IDP Public Participation, Sedibeng Mayoral Imbizos and heritage month through mobilization strategy. Whereas Sedibeng District Municipality has embarked in an exercise of exchange programme

with municipalities such as City of Johannesburg and EThekweni Municipality and further intending to visit other municipalities such as Mangaung Municipality to learn best practice model on public participation.

3.5.2.3 What Structures exists?

In the municipality SDM community participation is coordinated in the Office of the Speaker. As a result the structure has been set up for this function that consists of people. The municipality has set up Section 79 Committees and Furthermore, there are other important structures established to also serve as platform for municipality to interact, discuss issues and report back to communities such as:-

IDP Forum:

This relates to issues pertaining to draft budget for community to participate and it is required in terms of Section 21 of the Municipal Systems Act, 32 of 2000, Section 127(5) of Municipal Finance Management Act, 53 of 2003 and Schedule A of the Municipal Budget and Reporting Regulations. The SDM gives notification to the community to participate on the intended budget draft for both annual and five year plan for IDP which is planned and conducted by Sedibeng District Council. The community will at the later stage be granted an opportunity to comment on the draft budget which is made available for public inspection and stakeholder/public comment at the places which are normally published in the local news papers, community radio stations and notice boards.

IDP is one the most important municipal activities which encourages public participation and accountability is eminent in a sense that the council must on a continuous basis report back the community about the agreed targets. The exercise takes place in all three local municipalities. See *Appendix B* of the research sourced out of *SDM Website* (www.sedibeng.gov.za) in order to show how the executive mayor conducts the draft budget and IDP in SDM and how the community and various stakeholders participate in

the whole process, which in turn as part of forming relevancy towards our study, accountability is ensured (Participant observation).

Ward Committees:

Ward committees play a major role in all three municipalities and must always and at all times be consistent with Batho Pele philosophy as entrenched in various Government Legislations. It is through ward committee interactions with the community and various political, private sectors, and community organizations that SDM diligently strive to bring government closer to the people by encouraging participation and involvement of the community in matters relating to their day to day running of their affairs.

Emfuleni, Mid-Vaal and Lesedi are not an exception or excluded in terms of persuading ward councilors to hold regular meetings with the community to encourage participation. The researcher attended several meetings in various wards around the Vaal and some of the challenges experienced by ward committees in these municipalities are the capacity to execute the mandate to ward committees and lack of participation and commitment from Ward Councilors and PR Councilors in matters relating to ward committees. Ward Committees gives more opportunity for community members to voice out their concerns, views and needs (Participant observation).

Petition Committee:

This committee's function is also to give various stakeholders in the SDM a platform to get involved and participate in local affairs. They participate in realizing the successful implementation of the strategy to build high level of stakeholder relations and effective communication. The core function is to implement and coordinate a petition management system to effectively deal with petitions from members of the public (Participant observation).

3.5.2.4 Municipal Systems and Processes encouraging public participation

Mayoral imbizos:

The SDM imbizos or kgotlas are designed for government officials and politicians to interact with the community and get feedback and comments from the members of the community. It gives a platform for the municipality to be criticized through complaints and thus providing a platform for improvement in areas of lack. The imbizos are normally called by politicians and in the case of SDM, the executive mayor call such meetings and involve the community. An example of such involvement can be attributed to the mayor notifications and scheduled dates for IDP review in places such as Sicelo (Thusong Service Centres) for Mid-Vaal, Mafatsane, Tshepiso, Boipatong, Sebokeng, and Evaton for Emfuleni (Thusong Service Centres), Heidelberg and Devon (Public Libraries) for Lesedi local municipality. Imbizos are important in that the politicians and local authorities are able to up-date the citizens about the achieved promises and objectives. See *appendix B* of the research study as sourced from *SDM Website* (www.sedibeng.gov.za) to indicate how different public places are made available for public participation in SDM and its local municipalities.

Sector engagement:

The involvement of various community sectors enhance the effectiveness and implementation of community participation and thus allow the deepening of democracy in SDM. Community policing forums for the protection and safety of the community at large and these sectors work hand in hand with South African Police Service and youth desk. SDM has a program as outlined briefly in Appendix C of the research study and youth desk is also directly involved in public participation and encouragement of accountability. See *Appendix C* as sourced out of *SDM Website* (www.sedibeng.gov.za) for a brief overview of youth sector involvement in promoting public participation and accountability in SDM.

Log book of complaints:

The suggestion or complaints boxes which are placed in various municipal buildings to provide the communities to voice their problems and challenges are utilized in all three municipalities. This system is said to be very effective and efficient in that it allows officials to scrutinize individual complaints and it provides enough time to attend to community problems. The researcher took time to check in three municipalities to check the availability of such facilities (SRSDM, 2009).

Stakeholder briefings:

They normally involve stakeholders such as Non Governmental Organizations (NGOs), private sectors and community organizations. Such briefings are normally conducted by the executive mayor of the municipality to highlight the importance of participation in SDM. Key deliverables and progress on matters agreed upon and involvement and participation of various organizations such as women stakeholders and business stakeholders.

Stakeholder summit:

Participation is further encouraged through the gatherings such as stakeholder summit and mayoral road-shows covering business and other organs of civil society (SRSDM, 2009).

3.6 PROMOTING ACCOUNTABILITY

In promoting accountability, there are different mechanisms that various municipalities use. As it was stated, that there has been a wrong perception that whenever we speak of accountability that it is measured on monetary values, whilst there are other avenues that may be considered. Municipalities all over the country (South Africa) measure their performance based on the level of their response to delivery of services to their respective communities. Ward committees and councilors play a major role in terms of ensuring accountability to municipalities because they work directly with them.

3.6.1 Measuring the state of accountability

Efficiency, generally defined as the ability to produce more output with less input, or the comparison of inputs to outputs (managerial efficiency), became the basis of scientific management studies. The motive for this innovation was the search for better and a more productive government. According to Miller (1991:13) “the measurement of efficiency stood as the scientific check on processes used in government, by providing a performance standard”. Performance standards and techniques of work measurement were introduced in several government agencies, and several professional associations developed grading systems to assess administrative performance (Schick, 1988). In 1938, Ridley and Simon published the results of a study where they identified methods and categories of measurement: viz, needs, outcomes, value, efforts and performance but the latter three categories were aggregated into a measure of administrative efficiency (Schick, 1988).

Accountability and performance measurement in the public sector throughout most of the 20th century has centered on financial accounting focusing on questions of how much money was spent and on what items. The developed and improved performance has been associated and defined in terms efficiency and today, we however see accountability taking a broader turn to include the outcomes of actions based on performance which has come to mean whether the citizens are satisfied with the way duties and tasks are being carried out (Romzek and Dubnick, 1998). Thus, the current performance monitoring efforts are called Managing for Results. This latest management reform attempts to link measures to program mission, to set performance targets and to regularly reporting on the achievement of target levels of performance. Governments now attempt to show their constituents what they are getting for their tax monies, how efficiently and effectively their tax monies are spent, and how expenditures benefit their lives.

3.6.2 Mechanisms for accountability

The accountability literature has focused on classifying the different types of frameworks in place by governments to control and provide justification for government actions. According to Romzek and Dubnick (1987; 1991), “there are four types of accountability mechanisms which are being conceptualized, depending on the source of agency control -internal or external -and the degree of control over agency actions -high or low”. When the relations between the manager and the subordinate is going according the hierarchy level or the set up within the same organization and the level of control -in terms of range and depth of actions -is high, a bureaucratic accountability mechanism is in place.

Bureaucratic accountability system is made up of the top-down relationship between a manager and a subordinate, and in an atmosphere where supervisory activities, the mode of operation or procedures, rules and regulations are in place to control a wide span of activities. Legal systems are used as an accountability mechanism which is external but the level of control remains high. In other words a wide range of activities are controlled by actors outside the boundaries of the organization who can impose, through legal sanctions, or contracts their priorities and standards (Romzek and Dubnick, 1987:229).

This is the case, for example, in accordance with Romzek and Dubnick (1987:229) they feel that “impositions of standards and administrative procedures by state or regional governments to municipal communities for services which are funded by the former but are operated by the latter. The professional accountability approach is used for specific reasons, usually associated with the degree of complexity or difficulty of a specific activity, public officials can rely upon experts of a specific field only who are hired to study specific problems (i.e. internal source of control); these experts have therefore the power to impose their views over the organization, but the degree of control is less significant than in the bureaucratic accountability. Finally, political accountability refers to the relationship between constituents and representatives, the latter being responsive

to constituents, given their policy priorities and programmatic needs. Thus, the source of control is external (constituents) but the level of control is lower than in the legal accountability setting”. (See Table 3.1 below)

Table 3.1 Types of accountability systems

	Agency control: INTERNAL	Agency control: EXTERNAL
Degree of control over agency action: HIGH	1. Bureaucratic	2. Legal
Degree of control over agency action: LOW	3. Professional	4. Political

Source: Taken from Romzek and Dubnick (1987): page 229

3.6.3 The Government Management Accountability and Performance (GMAP) Programme

The Government Management Accountability Performance (GMAP) is the system applied by many organizations in various countries, and it will be discussed based in the context of South Africa as its way to improve performance and accountability in the municipalities. It is vital for GMAP to be applied as it emphasizes and promote citizen participation.

3.6.3.1 South African Context

The South African government of realizes the need to support its municipalities in ensuring that there is a successful implementation of programs. The Department of

Provincial and Local Government in South Africa developed a guide in 2001 to enable local government practitioners in the sector to implement a performance management system as part of the broader support framework.

The Guide is aimed at serving as a set of simplified, simple and easy to use, non-prescriptive guidelines to help municipalities in the development and implementation their required performance management system in terms of the law. It is designed in such a way that it will enable the development and implementation of such systems within the available resource constraints, tailor made for a particular circumstance and in conjunction with the priorities, goals, objectives, indicators, guidelines and targets included in the municipality's Integrated Development Plan (IDP). The guide is aimed at local government councilors, managers, officials, community based organizations and members of the public. Whilst it presents guidelines on the development and implementation of an organizational performance management system, it also highlights some of the linkages to an employee or personnel performance management system, although the latter is not its focus (Van der Walddt, 2004:337-338).

Performance is a new requirement for Local Government in South Africa for enhancing and promoting accountability. Moreover, is a specialized field, with marked differences in the way concepts are usually interpreted and applied, the guide, therefore, seeks to assist councilors, managers, officials and local government stakeholders in developing and implementing a performance management system in terms of the requirements of the legislation (Van der Walddt, 2004:338).

3.6.3.2 Requirements for implementing GMAP

Institutions are required to consider the following steps to build public confidence in government by adopting a comprehensive government management, accountability and performance system (GMAP). GMAP enable the public to understand how government programs are operate and whether citizens are receiving value for their money entrusted to government. GMAP permits citizens a way to judge the effectiveness of

government programs. GMAP also allow agency leaders to shine a spotlight on problems and make decisions with greater clarity and accuracy. At the same time, it will give agency managers new tools to solve problems and improve services. Government officials are advised to consider the following ideas for improving productivity and accountability in the public sector:

- Take personal responsibility and hold the agency and its management accountable for results;
- Use strategies that work, and make corrections when they don't;
- Base decisions not on guesswork or preference but on accurate, up-to-date information;
- Make decisions timely;
- Follow up to make sure there's implementation after a decision has been made;
- Take risks and learn from mistakes; and
- Communicate clearly to citizens about results (Romzek and Dubnick, 1987:230).

GMAP will require institutions to:

Develop of clear, relevant and understandable precautions to showcase whether programs are successful, and to demonstrate how they support and contribute to the priorities that are important to citizens. It also focuses on gathering, monitoring, and analyzing program data, the evaluation of the effectiveness of these programs, holding continuous and regular problem solving sessions for the improvement of performance and finally the allocation of all necessary resources which are based on strategies that will work and to regularly report to the municipality on their performance (Romzek and Dubnick, 1987:230).

Training is seen as an important tool for developing support in the GMAP. The implementation of the GMAP also requires technological tools. Technological tools will allow managers and front-line employees to work creatively and cooperatively within and across agencies to improve government service. The success of the GMAP requires the state to issue regular reports to the public in order to reflect the principles of

GMAP. Each report will include a realistic assessment of government performance, including both successes and failures. These reports will be clear and easy to read, and they will focus on what is most important to citizens. This executive order supersedes the reporting requirements specified in (Gregoire, 2005:1-3).

3.6.4 Managing Performance: The Need for Participation and Accountability

An important consequence of local government transformation has been the changing nature of government-community interaction and exchange. Restructuring and complex societal needs all contribute to the dynamic challenges.

3.6.4.1 Promoting effective government-community interaction

The right of existence of local authorities is inter alia to create an opportunity for the inhabitants of a local area to deal with matters peculiar to their municipality. A local authority is, in fact, established to promote the interest – that is the quality of life – of the community concerned. Van der Waladt (2004:326) suggests that “key elements of good governance include accountability, transparency, combating corruption, participatory governance, and an enabling legal/judicial framework and that effective community engagement leads to better decisions and better implementation”. Community involvement and participation is a key component of best value, an increasingly pivotal and important element in the development and improvements which are being made to local services, and an important goal in taking forward community strategies and other initiatives. Councils need the capacity, knowledge, expertise and skills to engage with and empower their communities (Van der Waladt, 2004:326).

3.6.4.2 Accountability

The increased use of performance indicators appears to have been driven by two factors. According to Fowles (1993:97), the first factor is “the increased accountability to stakeholders, including both the central government and the local community and the

emphasis on accountability mandated by the state government has significantly altered the perceptions of managers as to the need for and efficacy of performance measurement". Notions of accountability in the 'new public management' environment are difficult to determine. There is risk that accountability will be seen exclusively in financial terms, with arguments about effectiveness and quality of service avoided because they cannot be quantified (Fowles, 1993:97-108).

3.6.4.3 The mechanics of accountability of the auditors

Accountability requirement is that all those who are holding positions of public trust, must account for their performance to the public and or their duly elected representatives. Accountability, therefore, implies that decision makers are monitored by, and are responsible to, others, each of whom is, in turn, responsible to the people of the country. In respect of public financial management, there are at least three independent and essential mechanisms through which accountability is enforced. The Municipal Finance Management Act 56 of 2003 brings into reality the constitutional provisions outlined and also provides remedies for the financial failure of municipalities, something to be expected when vast non-viable areas are incorporated with smaller viable areas accompanied by the exit of skilled staff (Craythorne, 2006:249).

Financial reporting involves reporting on a range of financial matters affecting public finances and making those reports publicly available. Financial reporting is also an essential requisite in a democracy because only when information about public finances is made available to the public may citizens hold their elected representatives accountable. The searing light of public scrutiny is a powerful tool in stemming fraud, theft and corruption. Because the audit and report on financial statements is required in terms of the constitution for the auditor-general to perform and it follows that financial statements are a constitutional requirement (Craythorne, 2006:290). Auditing is another tool which is used in a democracy to check on the prudence, or lack of it, of politicians and officials and to detect and punish fraud and corruption.

3.6.4.4 Mechanisms to assess the state of accountability in the country

For purposes of government another significant aspect of the Constitution, section 92 (2) is that parliament members are collectively accountable for the execution, the exercise of their power and performance of their respective duties and functions. Public accountability has thus become a core business and integral part of parliamentary process in the country. According to Coetzee (1991:23) “public accountability (and public scrutiny) is one of the most important characteristics of public administration”, and public accountability is the obligation resting on each public functionary to act in the public interest and in accordance with his/her conscience, with solutions for any matter based on professionalism and participation, and divulgement as a safety measure (Fox & Meyer, 1996:105).

According to Hilliard and Kemp (1999:43), some of the ways in which ministerial accountability can be exacted are through debates, questions, and enquiries. Matters can be debated intensively in the national legislature. This assists the public and opposition political parties to hold the ruling party accountable for any action, inaction or wrongdoing.

3.6.4.5 Holding Public Managers accountable

The provincial Departments responsible for Local Government and the Offices of the Premier are the oversight, support and lead governance entities in provinces. Both offices have previously been found to be under-resourced, poorly structured and capacitated, and often lacking a core focus on their oversight and governance mandates. Systemic weaknesses and low capacity translate into poor responsiveness and structural ability to act as a responsive sphere of government.

According to Wilson (In Scott, 1998) “public management is the subject of a rapidly growing literature that is international in scope and multifarious in content and the common sense of public management is relatively straightforward. He further denotes

that good public managers whatever their particular positions or responsibilities are, men and women with the temperament and skills to organize, motivate, and direct the actions of others in and out of government toward the creation and achievement of goals that warrant the use of public authority". Few public laws and policies are self-executing, and, in their formulation, all might benefit from managerial insight and experience. Under virtually any political philosophy or regime, then, the achievement of good government requires the responsible and competent use of public authority by a government's managers. Common sense obscures issues that have been at the heart of public management from its inception as a field of study and practice (Wilson In Scott, 1998).

3.6.4.6 The White Paper on Transforming Public Service Delivery (Batho Pele) 1997

It is important to state the eight principles of Batho Pele, namely; Consultation, Service Standards, Access, Courtesy, Information, Openness and Transparency, Redress, and Value for money and finally outline four key principles which are relevant and have a direct bearing on citizen/public participation in the municipalities and as the sphere of government closer to people, municipalities are the focal point in the service of the public. The White Paper on Transforming Public Service Delivery (better known as Batho Pele White Paper) promotes mechanisms to enable state machinery to optimize the provision of services to the general public. Up to present, the White Paper states eight principles for transforming public service delivery. The following four principles have a direct impact on citizen participation:

- *Consultation.* Citizens should be consulted about the level and quality of services they receive, and should be given a choice about the services that are offered, if possible.
- *Service Standards.* Citizens should be told what level and quality of services they will receive so as to know what to expect.

- *Information.* Citizens should be given full, accurate information about the services they are entitled to receive.
- *Openness and transparency.* Citizens should be told about how service departments are run, how much they cost and who is in charge (Van der Walldt *et al.*, 2007:40-41). The researchers view in this regard is of the same opinion, because the municipalities cannot interact with their respective communities without proper consultation, without being properly informed of the issues pertaining to service delivery/standards and without experiencing transparency.

3.7 EFFECTS OF CITIZEN PARTICIPATION IN PROMOTING ACCOUNTABILITY

To every effort to encourage and promote accountability, there are challenges and dilemmas associated with the move to resolve the issues of accountability. What appears to be a governance dilemma at local government level, has to be carefully weighed against the complexities of the local government environment which is affected by multiple factors.

Not only is local government an amalgamation of government at a local level, but also have to afford citizens with the opportunity to exercise their constitutional rights in all the government service delivery programmes. Democracy is practiced at local government level two-fold through representative democracy as well as participatory democracy. Citizens have the right to stand for elections at local level or to elect their public representatives herein referred to as councillors and also participate in the ward committee system. Oversight Local government unlike provincial and national government does not clearly distinct between the powers of the legislature which is the council and the executive which is the mayoral committee. Council has both legislative as well as executive powers (Parliament Oversight and Accountability Model, Asserting Parliament's oversight role in enhancing democracy: Unpublished,2000).

3.7.1 The dilemmas of Public Managers with respect to accountability

The dilemmas of public Participation with respect to accountability cannot be left unattended and the study will then be incomplete as and in accordance with (Venter & Landsberg, 2007:156), as long as councilors can take politically motivated irresponsible decisions without incurring any accountability, municipalities will be burdened with poor financial management. The larger the local government it becomes, the more complicated optimal citizen participation will be (Jones, 1981:113). In relatively large local governments (e.g. Emfuleni Local Municipality) the management of affairs tends to dominate political participation. According to Swedish researcher (Jones 1981:113) pertaining to the size of local governments, citizen participation with a local government with more than 8000 is less sensible. They calculate that only two per cent of the population of 8000 people, actively participate and this amounts only to 160 people. A population of 50000 has 1000 active participants. If this calculation is done for even larger local governments it means that the possibility of effective participation will decrease as the size of the local government increases (Jones, 1981:113). The inhabitants can only participate in matters that they understand. In this regard, citizen participation is again easier in smaller local governments than in larger local governments where there is a large number of matters which sometimes complicate detail (Jones, 1981:115).

According to Brynnard (1989:37) “the managers or government favor citizen participation activities that do not disturb, but rather support, government goals”. Managers will try to avoid all activities that oppose their existence and mode of operation. Strivers in (Wamsley, 1990:25), “contends that the professional images of public management is deeply at odds with active citizenship”. To most public servants, community participation serves as a challenging due to the fact that it offers problems to the expertise of the civil servants. Following that it is a fact that citizen participation may come into direct collision with established and inflexible institutional arrangements and work procedures designed for efficiency rather for responsiveness to public

preferences. The conflict potential inherent in citizen participation is one of its major dilemmas (Clapper, 1993:104).

Another dilemma is that lack of evidence suggests that the government responds to community participation referrals and contacts (Green, 1982:23). Furthermore Hanekom (1987:44) suggests that “the different parties involved in citizen participation in an effort to influence public management are not always equally competent, articulate and well organized”. Time, costs, benefits in terms of public participation may be one of the challenges and dilemmas faced with managers and the attitude displayed by many managers suggests that there exists between governmental officials that there is a general dislike for, and suspicion of, the ever increasing citizen participation. It has been suggested that there is good citizen participation and there is bad citizen participation and, until one experiences more of the former, one will think of it in terms of the latter.

3.8 ANALYSIS OF PUBLIC PARTICIPATION FOR PROMOTING ACCOUNTABILITY

In terms of addressing issues pertaining to accountability, officials and managers at different government sectors, need to change their perceptions about the existence of accountability based on the traditional thought of concentrating on financial accountability. The issue at hand is that pieces of legislation like Public Finance Management Act and Municipal Management Act are very specific when it comes to accountability. Accountability must be linked to performance, and as many government departments are now using Performance Management and Development Systems which is also applicable to Sedibeng District Municipality and other surrounding local municipalities, there is an indication that there is a slight improvement in terms of accountability from officials. The public must be educated about the existence of their rights to participate in the day to day running of their affairs.

Many communities seem to have lost confidence in their municipalities due to lack of proper communication structures. The concept of public participation for promotion of

accountability becomes a complex issue especially when the size of the population is considered. It is vital for municipalities to make their programs concerning public participation and accountability, vividly clear so as to allow applicable mechanisms to function properly. Public accountability for the delivery of services has traditionally been concerned with the appropriate stewardship of inputs, but more recently attention has extended towards a greater interest in outcomes (Watt *et al.*, 2002:2). Development, when dealing with issues accountability, must be considered because South Africa after adopting the new dispensation it concentrated on development than any other issue. The Reconstruction and Development Programme is a case in point. Sedibeng District Municipality cited development as one of its biggest priorities; however, social cohesion and the establishment of a two tier system of government must not be left out.

3.9 CONCLUSION

There is less interest by researchers in the promotion of accountability and public participation. Sedibeng District Municipality as a local government entity still has a lot to do in so far as the issue of accountability is concerned. However there is hope in achieving the notion of promoting accountability because of their link and interest to work with other municipalities around the country, among others, eThekweni, and Fezile-Dabi municipalities. Public participation in Sedibeng District Municipality is very effective although indications are that the community is still ignorant about its importance for participation. The Batho Pele principles for promoting accountability seem to be relevant especially when consultation, service Standards, information and openness and transparency are clearly discussed.

Service Standards encourages accountability in terms of service delivery. It is also vital for municipal offices to ensure that Information is communicated to the public for creating awareness about the importance of participation as a mechanism to promote accountability. South Africa as a country is among the leading nations when it comes to openness and transparency. This in turn helps citizens to have some direction when they have to identify officials who are accountable on service delivery matters.

The Integrated Development Plan plays a major role in the promotion of accountability for both service delivery and encouraging public participation. It is of paramount importance for all municipalities to ensure effective participation of their citizens and that in their efforts to promote accountability are not deviating from the applicable legislation, especially the Constitution as a supreme law of the country.

CHAPTER 4

THE EMPIRICAL SURVEY ON PUBLIC PARTICIPATION AS A MECHANISM FOR PROMOTING ACCOUNTABILITY IN SDM

4.1 INTRODUCTION

This chapter will look at the methods employed for the whole research process as well as at the interpretation of results for the empirical research conducted. It is however important to note that research is all about seeking new knowledge, resolving existing problems and for coming up with new ideas on how to prevent future negatives. The chapter looks at the literature review, questionnaires and interviews conducted and the results of the empirical survey undertaken.

4.2 RESEARCH METHODS

It is important to look into the literature reviewed and the methods applied in the conducting of this study. It is in this part of the research that all these will be discussed. There are different kinds of methods of data collection that can be used from the sample of respondents and each method has its own advantages and disadvantages, some methods according to Maree and Pietersen (2008:156) are better in some certain circumstances than others. The aforementioned sub-sections indicate the methods that were used to collect data for the study of public participation as a mechanism to promote accountability in SDM.

4.2.1 Literature review

In this section, the literature review includes the method of data collection used which involves the books, government publications, legislation, policies/ policy documents, journal articles, as well as the SDM website (internet) and publications which defines the current applicable mechanisms in SDM. It should however be noted that this part of

research was largely discussed in chapter 3. It is based more on relevant materials that were used based on public participation as a mechanism to promote accountability is SDM. The materials used helped extensively in terms of conducting a more comprehensive and a sound study of public participation in SDM. According to Brynard & Hanekom (2006:31) the point of departure for review of the literature is firstly, to look for publications (such as books and articles) by experts in the field directly relating to the topic of the research. This will contribute towards a better understanding of the selected research problem and will guide a researcher in determining what data should be collected and can safely be discarded.

Secondly, according to (Brynard and Hanekom, in Henning *et al.*, 2004:99) a researcher should bear in mind that any document which relates to the topic of the research, whether printed, handwritten or in any other format, whether old or new, should be included in the survey of the literature, and which was done in the study about the level of public participation in SDM.

4.2.2 Qualitative and quantitative methods

Qualitative and quantitative methods of data collection were explored, and subsequently details are given below as follows:

4.2.2.1 Qualitative method

Qualitative methodologies gives an opportunity for the researcher to interact with individuals face to face, to see people in person and physically as they are, and to experience their day to day challenges when faced with real matters of life in reality. In turn it enables the researcher to interpret and define the actions of people (Brynard and Hanekom, 2006:37). The research was conducted in all the local municipalities that fall under SDM (Emfuleni Local Municipality, Mid Vaal Local municipality and Lesedi Local Municipality) and the researcher had an opportunity of interacting with relevant officials from public participation office and to determine the level of participation and

accountability by community members and municipal officials. According to Bryman (1984:78), "the indispensable condition or qualification for qualitative methodology is a commitment to perceiving the world from the point of view of the actor or participant. Because of the commitment to see through the eyes of one's subjects, close involvement is advocated". The qualitative method of data collection allows the researcher to obtain the first hand information.

4.2.2.2 Quantitative Method

The quantitative method of data collection assisted the researcher to assign numbers to observations. By counting and measuring "things" or "objects", in which data is produced. According to Bryman (1984:77) "quantitative research is underpinned by a distinctive theory as to what should pass as warrantable knowledge and It requires methods such as experiments and surveys to describe and explain phenomena". This method assisted the researcher to adhere to research ethics, measuring the numbers and by analyzing data with statistics.

4.2.3 Sampling

It is agreed by many researchers that it is impossible to include the entire population in your study, the two main restrictions being time and cost. Consequently, in the majority of surveys, especially where the population that is being studied, is fairly/relatively large, the use of sampling is encouraged (Maree & Pietersen, 2008:172). SDM is fairly large in population and geographical area, and as a result, the researcher opted for the use of sampling. The sample was drawn across representativeness towards population groups (Africans, Whites, Indians/Asians and the coloreds) in SDM. According to Brynard and Hanekom (2006:54) "sampling is a technique employed to select a small group (the sample) with a view to determine the characteristics of a larger group (the population), and that if selected discerningly, the sample will display the same characteristics or properties as the large group". For the purpose of the study, a selected small group

(sample) was drawn from larger group (population) to obtain a level of participation by the public in SDM.

4.2.3.1 Stratified sampling

The SDM population was for the purpose of research divided into different, clearly recognizable sub-population or strata, e.g. Africans, Whites, Indians and coloreds, and their gender, age groups and level of education was considered. The researcher drew a sample from each stratum in order to improve the reliability of the results of the research. According to Brynard and Hanekom (2006:56), under-representation of strata in a sample, or the non-response of elements in the sample, could result in bias in the conclusions drawn by the researcher. The elements for the sample should be selected randomly from each of the different strata of the population.

4.2.3.2 Representativeness of the sample

A sample should be representative of the larger group (population or universe) and should include all elements of the population. As mentioned already, a sample should comprise all the elements of the population which is to be included in the study. According to De Vos (2002:199), “a sample is aimed at understanding the whole population from which it is drawn and explaining some facet of this target population”. The researcher should bear in mind that the larger the sample, the more representative it is of a population or universe and the more accurate the conclusions drawn will be. The more heterogeneous a population is, the larger the sample should be (Bless & Higson-Smith, 1995:85-97).

4.2.4 Interviews

The Interview is a conversation between two people in which the researcher cross examined the participant questions to organize information and to learn about the opinions, views beliefs, and the behaviors of the participant. The objective of the

qualitative interviews is to see the world through the participant eyes, and they can be a valuable source of information, provided they are used correctly (Cresswell, in Maree & Pietersen, 2008:87). The researcher's observation during the research was that most of the participants did complete the questionnaires due to lack of time and their other commitments. They also displayed an element of mistrust towards both the research survey and the researcher. The SDM population as per their geographical area displayed different reactions to the researcher even though it was clearly stated that the research is intended to improve the relations between the local government and the citizens and that the results of the survey will be used for academic purposes.

4.2.4.1 Group administration survey

This method was applied at the Vereeniging offices (SDM) where the Director in the office of the Speaker in which all public participation is administered. The Speaker himself pleaded with officials to complete the questionnaires whilst the researcher awaits responses. The data collection most often used is group administration of questionnaires where the researcher waits while a whole group of respondents completes questionnaires and according to (Maree and Pietersen in Maree et al, 2008:157), the advantages of this method are the following:-

- Many respondents can complete the questionnaire in a short space of time;
- Test administrators can check questionnaires for accuracy;
- This method is relatively cheap and easy to do;
- Respondents can be reached across long distances;
- The response rate is optimal; and
- The interviewer can immediately assist with issues in the questionnaires which are not clear to the respondents (Maree and Pietersen in Maree et al, 2008:157).

The disadvantages are as follows:

- When different administrators administer the tests, this could lead to different responses;
- The primary researcher has limited control over what happens in the field;
- The conditions in which the questionnaire is administered cannot be controlled by the primary researcher; and
- Costs could be rather high when using standardized tests (Maree and Pietersen in Maree et al, 2008:157).

4.2.4.2 Face-to-face interviews

The municipal officials are almost always busy, especially officials from political offices (office of the Speaker) where public participation is administered. Officials at senior management level are hard to reach due to their busy schedules in SDM, and as a result the researcher resorted to face-to-face interviews with them. Face-to-face interviews allowed the researcher to access knowledge directly from the expert and officials who work on public participation related matters. According to (Maree and Pietersen, 2008:158), Well-trained interviewers visit respondents, ask the questions and record the answers given.

The advantages of this method are as follows:

- This method has a high volume of response rate;
- Long questionnaires can be utilized;
- The interviewer can help with issues pertaining to un-clarified respondent; and
- Respondents need not be educated (Maree and Pietersen in Maree *et al.*, 2008:158).

The disadvantages are as follows:

- The cost is usually very high;
- Interviewers must be well trained; and
- Interviewer bias is at great risk (Maree and Pietersen in Maree et al, 2008:158).

Interviews were conducted with both community members and officials in SDM. Areas that were targeted mostly for face-to-face interviews were areas such as Sicelo in Meyerton (Mid-Vaal), Sonderwater and Extension 11 in and next to Evaton (Emfuleni), Ratanda and Heidelberg. For municipal officials, the Director in the office of the Speaker was interviewed to give information on the current status of public participation in SDM and the level of accountability.

4.2.4.3 Telephone interviews

Telephone interviews were done in order to seek clarity on matters pertaining to public participation and accountability in SDM. Few of the designated staff members who work directly in the public participation office were interviewed to give the day to day level of participation by the community and they were able to provide relevant information about their accountability to the public. The Director in the office of the Speaker gave explanation about public participation in SDM. The applicable mechanisms to promote accountability in SDM were also provided.

4.3.8 Questionnaire

This is an extremely vital part of the research process and this is where the data is collected or generate. According to Leedy (2005:55) the respondent respond with assurance that their responses to questionnaire is anonymous, and they become more truthful than they are in a personal interview, particularly when talking about matters which are sensitive or of high secrecy. The researcher considered putting questions in chronological order in order to find the position of the community as well as SDM officials. As clearly put by (Maree and Pietersen, 2008:158) that different types of survey require different types of questionnaire. The questionnaire according to Maree and Pietersen (2008:158) “is designed and the researcher has to keep in mind what type of data will be generated by the questions and the statistical techniques that will be used to analyze it and the designing of a questionnaire requires the researcher to give attention to the following:-

- Appearance of questionnaire;
- Question sequence;
- Wording of questions; and
- Response categories (Maree and Pietersen, 2008:158).

The above aspects of a questionnaire create an opportunity for the researcher to select different options which will best suit the particular survey. When carefully considered and applied, the questionnaire should be a natural, ready-to-use instrument to elicit information. Careful observance in terms of formulating questionnaires for determining the level of public participation and accountability was observed. Nineteen community questionnaires were formed and almost fifty six community members participated. The official's questionnaire for SDM was formed and distributed and they all answered forty four structured questions.

4.4 DATA ANALYSIS

The subsequent section contains reports for the collected data. The researcher in this regard resorted to the use of tables as a form of analyzing data. The data was collected based on community members from all three local municipalities, and relevant officials from public participation office in SDM.

4.5 PARTICIPANT'S DETAILS AND LEVEL OF RESPONSE

The table below represents the level of response and gives provision for respondents in the study. It should be noted that from chapter 1 it was stated that twenty two community members from each of the three municipalities will be interviewed. The research tried to represent the community with the attempt to cover all races (Africans, Whites, Indians and Coloreds) so as to avoid biasness in terms of the interpretation of results.

Table 4.1 Number of respondents according to the gender and race

AREA	GENDER/FREQUENCY		RACE	PERCENTAGE (%)
	MALE	FEMALE		
ELM	4	12	AFRICANS	
ELM	1	4	WHITES	
ELM	1	6	COLOREDS	
ELM	1	2	INDIANS	
TOTAL	7	24		46.97%
MLM	4	5	AFRICANS	
MLM	4	4	WHITES	
MLM	0	0	COLOREDS	
MLM	0	1	INDIANS	
TOTAL	8	10		27.27%
LLM	2	3	AFRICANS	
LLM	1	0	WHITES	
LLM	0	0	COLOREDS	
LLM	0	1	INDIANS	
TOTAL	3	4		10.61%
Missing link: Non respondents. All three local municipalities	8	1	ALL RACES	15.15
TOTAL	18	38		100%

Most of the participants during the study were females as compared to males. Emfuleni Local Municipality participated more than other municipalities. Respondents from Mid-Vaal and Lesedi Local Municipalities did not respond positively towards the questionnaire survey and the researcher depended more on numbers obtained from the overall participants. 15.15% of the SDM community members were interviewed to

determine their knowledge about official's accountability in their respective municipalities.

4.6 EMPIRICAL FINDINGS: THE IMPACT OF PUBLIC PARTICIPATION AS A MECHANISM FOR PROMOTING ACCOUNTABILITY IN SDM

The empirical study for community questionnaires comprised of five sections, namely:-

- Personal data;
- Category in terms of age, gender, race, physical ability/disability and marital status;
- Level of education (to determine whether it has effect on participation and accountability or not);
- Employment rate/level in SDM and residential area of participants; and
- Local governance participation.

SDM official questionnaire comprised of forty four questionnaires and the researcher was given a positive cooperation as compared to the survey compiled from the community.

SECTION A

This part of questionnaire would try to cover the personal data from SDM community in which the survey was conducted (ELM, LLM, MLM). The researcher felt it was pivotal for all racial groups to be represented, age category of the community members to determine the level of interest about public participation, the level of education to determine whether literacy has effect on public participation, as well as determining the period of stay as Sedibeng resident in order to establish whether participation in local affairs may be affected by ignorance or lack of interest in the part of community members.

Table 4.2 Personal data and characteristics of respondents

CHARACTER/ CATEGORY	LEVEL PARTICIPATION	OF PERCENTAGE (%)
GENDER		
Male	18	37.5
Female	30	62.5
RACE		
Africans	28	58.3
Whites	6	12.5
Coloreds	8	16.7
Indians/Asians	6	12.5
AGE GROUP		
18-24	4	8.3
25-31	9	18.8
32-37	8	16.7
38-44	11	22.9
45-52	11	22.9
53-65	3	6.3
66 and above	2	4.2
MUNICIPALITY		
ELM	30	62.5
MLM	8	16.7
LLM	10	20.8
CATEGORY		
Youth	21	43.8
Elderly	27	56.2
Disabled	0	0
Employed	33	68.8
Unemployed	15	31.2

Respondents were asked to provide details of their gender, race, age category, the municipality in which they reside and to state their categories in terms of youth and elderly people and their employment position. The research discovered that most of the respondents were females and Africans participated more than any other racial group. 53.8% of Africans participated, 12.5% of Whites, 16.7% of colored community participated and 12.5% of Indians participated. The researchers aim was to create an atmosphere of fair representation and to avoid biasness in terms of findings.

4.6.1 Residential data and the period of stay

The survey indicates that the majority of respondents or participants occupied their respective residential areas for the period between 1-4 years and followed by communities who occupied their respective residential areas for the period between 21-35 years. Most of them live in houses and flats. Those who live in flats (town houses) occupied between the period 1-4 years and those who live in houses occupied between the period 21-35 years. Most households are occupied by family members between the margins of 6-7 followed by 2-3 members of the family per household.

SECTION B

The section will focus more on citizen participation and their relationship with local authorities. The researcher focused more on the level of public participation and to determine the element of trust/mistrust between the communities and their municipal authorities. The section will further try to establish and determine the knowledge of local communities about the existence of the responsible and accountable officials for public participation.

4.7 COMMUNITY QUESTIONNAIRE

The researcher focused on determining the level of interest of the community with regard to participation in their local municipalities and the following questions were asked.

Q 1: Respondents were asked whether they have ever participated in the following events of the local government:-

SDM community members seem to have developed lack of interest in participating in either of the above events. The community members are notified of municipal events that will take place, e.g. tabling of IDP, or the state of executive mayors address on any developments in the area. Most community members indicated that they never participated in any of the local community events, even though they are notified through local newspapers and local radio stations. The respondents answers, gave much to be desired and the researcher had to look into ways of determining, as to why a sudden lack of interest on matters that concerns their lives and many of them indicated that it was due to them not having a say in choosing leaders of their choice.

Q2: The respondents were asked whether they know the names of the following persons/Institution in their municipality:

The researcher's reason for asking the question was to determine whether the community knows the names of the accounting officials and to test the level of relationship between them. One of the major reasons why the community does not participate in the local affairs is due to the fact that they do not know who to raise their concerns to. Many of them know the location of their municipal offices and the executive mayor of their respective local municipalities but do not have a clue as to who to report their concerns to. In some areas members of the community did not know their ward councilors. The majority of community members have little or no knowledge about the existence of the mayoral committee members.

Q3: The respondents were asked about their likely-hood to vote in general or local elections if they were to be held in 2011:

The researcher had a personal or face to face interview with many respondents from SDM and that is **Emfuleni** (Sebokeng, Evaton, Vanderbijlpark, Sharpeville, Bophelong, Boipatong, Sonderwater and Muvhango), **Lesedi** (Heidelberg, and Ratanda location) and **Midvaal** (Sicelo, Meyerton and Henly- on- Klip). The interviews were conducted prior to the 2011 local municipal elections.

Prior to elections, 35.4% of respondents indicated that they will not vote, and 20.8% said they are not sure and whilst 35.5% indicated that they will vote. 8.3% refused to indicate their interest in terms of participating in the local government elections. Many of them indicated that they did not know their ward councilors as their representatives, and accounting officials especially on matters pertaining to service delivery. After the 2011 local municipal elections, the researcher discovered that many people did not participate due to local authority's decision to choose the ward councilors of their own rather than the citizen's choice. Most community members chose to be led by a representative of their choice and hence lack of participation as compared to other years. Public participation in SDM promotes the principles of democracy and one of the key deliverables for SDM as was identified was to realize the successful implementation of the strategy to strengthening oversight and accountability.

Q 4: Respondents were asked to indicate whether the members of their households did participate in the following:

The majority of community members indicated that they did not participate in either public meetings, hearings council sessions, NGO activities and municipal assembly sessions in the last 12 months. One of the key deliverables for SDM to promote public participation and accountability is strengthening ward committees through providing assistance programs, building the capacity of councilors to be effective representatives and to implement and coordinate a petition management system to effectively deal with petitions from members of the public.

Q 5: Respondents were asked to evaluate their experience in participating in the following events:

The respondents were asked to give their personal evaluation in terms of experience they have in participating in matters as stated in question 5 of the survey and the high percentage of the community members does not know their position, whilst the average percentage in terms of community members who participated find themselves to be useful. Members of the community desire to be recognized as being important to their authorities. SDM as part of promoting Participation and Accountability must adhere to the notion of taking public comments seriously and attend to their problems as a matter of urgency. As one of the strategies to promote public participation and accountability, SDM must ensure the development and implementation of proper strategies to facilitate mechanisms in order to enhance participation at all levels of the community.

Q 6: The respondents were asked whether they agree with the following statements:

Many of the community members feel that local elections were free and fair though some political tension was observed especially in Midvaal (Sicelo). In areas such as Vanderbijlpark, Sharpeville, Evaton, Sebokeng and Vereeniging, participation was declared free and fair by many community members. Civil Society organizations express their independence and the majority of community members feel free to express their opinions as most municipalities have placed suggestion boxes in their offices. This in essence helps the municipal to increase their efforts in promoting accountability. People are most definitely aware that they can participate in various municipal activities and programs.

SDM is indeed a district municipality which promotes a culture of peace and tolerance for diversity. SDM has developed a strategy in order to promote a safe environment and the protection of vulnerable people and some of these strategies are support the victim empowerment centers, empower community volunteers on community safety, Implementation of the SDM community safety strategy, coordination of effective

partnerships to ensure safer communities and the expanding the CCTV surveillance systems within the district.

Vulnerable people and the poor are protected against abuse and unfair treatment and there are systems and mechanisms in place to respond to disaster related issues. To promote accountability in this area, the SDM has trained the local fire fighting officials, and has reviewed the wide range of integrated Disaster Management Plan and compliance with the Disaster Management Legislation.

Q 7: The respondents were asked to respond to the extent to which local government consult with them to include their priorities in the development of the municipality.

The researcher focused on SDM level of consultation with its community members about their inclusion in some priorities and the development of the municipality and the respondents views were as follows: 46% of the community members says they only get included in some areas, 21% feel that they never got included in matters of priorities and development, 17% don't know their position in terms of participating in matters of priority and development, 8% says they almost never get included, 4% to large extent are include, and 4% did not give answers.

Q 8: The respondents were asked to give their feeling about the extent to which the decisions of those in power at local government reflect their own priorities.

Community members were asked about the extent to which the decisions of those in power reflect their own priorities. The research was conducted before and after 2011 local municipal elections and many people and even in other provinces expressed dissatisfaction as some of the local ward councilors were nominated by authorities rather than members of the community. That in itself gives community members in SDM the reasons to object to nominated candidates for elections. In some areas in Sebokeng (Zone 11, Zone 13 and 17) we saw many independent candidates emerge so as to represent the views of community members in local affairs. 25% of community members feel that decisions of those in power never reflect their priorities, 33% says that in some

areas their priorities are reflected, 17% don't know, 13% says almost never and 6% gave no answer. Local municipalities must encourage participation and at same time not infringe the rights of the citizens by nominating their own ward councilors. Lesedi and Midvaal local municipalities had no large number of independent candidates as compared to Emfuleni local municipality.

Q 9: The respondents were asked to give the extent to which they feel the decisions of those in power at local government attempt to improve the life of the poor.

It is in the interest and the priority of SDM local municipality to promote and improve the lives of the poor and the vulnerable people. One of the strategies to encourage Public Participation and Accountability in SDM is to identify and realize the successful implementation of building partnerships to ensure integrated environmental awareness, planning and management.

The attempt to improve the lives of the poor are viewed by respondents as follows: 33% of the people says the decisions of those in power never attempt to improve the lives of the poor, 31% says the decisions of those in power improve the lives of the poor in some areas, 17% don't know their position, 15% feel that the decisions of those in power, almost never improve the lives of the poor hence poor public participation in some areas. 4% did not give answers to the questionnaire.

Q 10: The respondents were asked to indicate the person who represents their families in the meetings.

The statistical interpretation of representation per household in public meetings shows that the majority (38%) of respondents are of the opinion that, the large percentage of family members, that is both men and women are not represented in public meetings. Followed by another larger margin of the percentage (29%) both men and women are represented.

Men participate more than women as per the researchers findings of (19%) for men and (14%) of women. SDM must come up with mechanisms to encourage women participation and improve balance in terms of gender and race for participation. It is the aim of the government, both locally, provincial and nationally to address the issue of gender imbalance in various factors in order to encourage and improve participation.

Q 11: The respondents were asked to indicate the extent to which they feel the decisions of those at local government (SDM) are based on the interest of political parties rather than the interest of the population.

The questionnaire survey was intended to determine the impact that the interest of political parties has on public participation. To the large extent, the respondents views in SDM (Emfuleni, Midvaal and Lesedi) are that 35% of the local population feel that the decisions of those in power are based on the interest of the political organization they serve and as a result, the general interest of the public is not considered and thus resulting in lack of participation in local affairs. Democracy supports the notion of people first and the majority rule.

Normally the decisions that are taken by those in power represent the smaller margin of the population and are based on political party's interest. 33% of the population completely says yes, whilst the smaller extent of 10% population of SDM feel that decisions are based on the interests of political parties rather than the interest of the people. 14% of the population indicated their lack of knowledge and chose not to give their opinions. This is one of the factors that kill the citizen's interest of participating in local affairs.

Q 12: The respondents were asked to indicate whether women and men have equal access and influence to the decisions taken by local authorities.

The majority of respondents, that is almost 35% of the SDM population does not know whether men or women has more influence in terms of decisions taken by those in authority. SDM ensures that programs exist to empower and promote designated groups and facilitating development of appropriate policies and mechanisms to enhance

participation of designated groups. SDM have in the past conduct public hearings on Gender Policy and Strategy. It is reported that three public hearings were held involving all relevant stakeholders, in each local municipality (Midvaal, Lesedi and Emfuleni. However, 31% of the SDM population feel, men has more influence in decision making than women and this has impact on participation. Another portion of the population amounting to 21%, suggest that both men and women have equal access in terms of decision making and 13% says women has influence.

Q 13: The respondents were asked to indicate whether women have sufficient positions/seats to represent themselves in the local authority?

It has been the government policy since the birth of democracy in South Africa to address the imbalances of the past. Gender imbalance has been one the major priorities to encourage participation in all government programs. The notion is encouraged even at local municipalities throughout the country and as required by legislation. The large number of SDM population is of the view that, women do not have sufficient seats in the municipal management echelons. The majority of women encourage their involvement and participation in Local Administration, Municipal Council and Community Council (Ward Councilors).

This will help to improve the level of participation and accountability. The researcher still needs to establish whether the findings were influenced by more women who participated in the survey or to a large or lesser extent, the fair balance of the population.

Q 14: the respondents were asked to indicate their consideration for the following information about the local government as.

The respondents consider the information regarding participation in local development planning, budgeting information as normally tabled by the executive mayor and the public procurement information as one in which the community does not actively or directly get involved. The state of executive mayor's address in such matter's, does not open enough room for the community to get involve.

The community does get informed of such programs through the local news papers (Vaal Weekly and Ster) and local radio stations, however public participation is very low. Regarding service delivery, it is clear that local public participation in SDM cannot be separated from service delivery. It was also clear in many communities across the country and in recent local elections that lack of participation in public issues emanate from lack of service delivery. Accountable officials did not respond positively towards their demands and thus participation is negatively affected.

Q 15: The respondents were asked to indicate their level of consideration for the sources of information.

The majority of respondents seem to have taken notice the usefulness of local radio stations and News papers as the most effective way of informing them about community programs. Notice-boards in ward areas and towns are highly ignored as most community members feel that they are not useful. A large number of respondents from all three local municipalities representing SDM don't know their position with regard to the usefulness of these methods. Service desks in the municipal buildings and municipal bulletins seem not to be a good source of encouraging participation as they are highly ignored.

Q 16: The respondents were asked to indicate their level of household contact with local government representatives.

Respondents were asked about their frequency of consultation to the mayor, civil servants, councilors and community council or organizations. A large percentage of the community members said they have never in the past 12 months consulted with these officials. The researcher discovered that most of the community members did not know and are not aware of the proper channels to consult with this people. Most of them cited the reasons of finding it difficult to meet with this people. It is therefore not often or always where you'll find community members interacting with municipal officials and it affects public participation because of no knowledge of accounting officials.

Q 17: The respondents were asked to indicate their main reasons for contacting local government representative.

The respondents were asked to give reasons for their consultation with local representatives or authorities and the majority focused more on issues pertaining to improvement of local service (service delivery) and to obtain information on matters affecting their daily lives. Public participation in SDM is intended at creating an environment that is congruent but also a shift from consultation to participatory. The major focus is deepening democracy through stakeholder and community engagement. The achievement of an integrated and coherent public participation approach can be attained through proper consultation between the community and their representatives.

Q 18: The respondents were asked to indicate their level of satisfaction about the contacts they have had with local government representatives in the last 12 months.

The level of satisfaction between the community members and their local government representatives is very unsatisfactory in terms of contacts, especially on the part of the mayor and the councilors. The majority of respondents in terms of the survey indicated that it is difficult to meet with the mayor and most of high ranking officials in the municipality due to their ever busy schedule.

Q 19: The respondents were asked to give their opinion about the main obstacles for better quality of life in their locality.

The respondents were asked to give their opinion about main obstacles which may hamper the quality of life in their locality and the majority expressed their concern to a weak political leadership, lack of skilled public servants, corruption, interest based on political party affiliation, lack or unavailability of necessary resources for enhancement of service delivery and most importantly, lack of citizens participation. The lesser percentage of the community cited their lack of knowledge about obstacles which may hamper a better quality of life.

The section that follows will discuss the results of the participants from the SDM.

4.8 INSTITUTIONAL QUESTIONNAIRE (SDM PUBLIC PARTICIPATION OFFICIALS)

Q1. The respondents were asked whether the municipality (SDM) have a program that encourages public participation.

Officials indicated that SDM does have the program that encourages public participation and that it is conducted in the context of IDP (Integrated Development Plan).

Q2. The respondents were asked to indicate the office responsible for public participation program and to identify the functions of the program? (a) What does the PP program Entail? (Submissions, Public education, outreach etc.) and to provide a description of all the elements of the program.

It was indicated that public participation in SDM is conducted in the office of the speaker. The public participation program entails petition management, Integrated Development Plan. There are also outreach and public education programs (awareness programs). The municipality conducts Imbizo's and other forms of public participatory meetings. Other respondents indicated that the concept of public outreach and submissions are extremely exercised whilst little is done about public/civic education on participation hence little participation. The municipality also relies on official's efforts to mobilize stakeholders (The community engagement, NGOs, Business people and non-profit organizations like churches).

Q3. The respondents were asked to identify the location of the office and its physical structure.

All the respondents indicated that the office is located in the SDM main building second floor (Vereeniging office). All three local municipalities have a program on public participation and their offices are very much accessible in accordance with their own point of view.

Q4. The respondents were asked to indicate how accessible the office is to ordinary people.

The respondents were asked to explain the accessibility of the public participation office to ordinary people and 95% of the municipal officials in the office alluded to the fact that the office is very much accessible in a sense that the office is located in the main street where ordinary people can use public transport to reach them. The community is even able to make consultation without making the appointment with officials. Others even indicated that it is user-friendly and useful to disable people. The frequency of public visitation is very high and it is perceived to be the central point of the public to meet their representatives. However it is only 5% of the designated staff who feels that the location is not accessible to disabled people.

Q5. The respondents were asked to indicate the availability of designated staff.

The respondents were asked about their level of training, their responsibilities, and how well they cope with the volume of work. The survey indicates that there is a full time designated staff assigned to the improvement and development of public participation in SDM. Respondents gave the average number of designated staff as being in the margin of between 6-10. Their responsibilities are to ensure the administrative success of all public participation related projects and to sensitize the community about the future public meetings and programs.

Other functions are to ensure capacity building and procurement of all necessary resources and equipment for enhancing public participation in SDM. Officials further confirmed that they have obtained necessary training and all skills acquired help them in the execution of their respective duties. In all three local municipalities, officials received training in project management, stakeholder management, public relations, civic education, events management and workshops on public participation. The officials further indicated that they cope very well with their duties.

Q6. The respondents were asked to indicate the resources the municipality (SDM) has to support public participation.

The researcher also asked about the resources that the municipality has in order to support public participation and respondent were given eight options in which they are to circle appropriate answers. Many of them stated that there are personal computers issued to each personnel, computerized data base programs to monitor public participation. The municipality also has non-computerized data base programs to monitor public participation and potential participants. There is also funds allocated for public outreach programs

Q7.The respondents were asked to indicate additional resources they need in order to make public participation programs more accessible to ordinary people.

Respondents gave different views about additional resources they need in order to make public participation programs more accessible to ordinary people. And the following were suggested: - Diversity of access on-line or multimodal platforms and relationship programs.

Others suggested the introduction of sign language and translation to accommodate disabled people and as a legislative requirement in the Republic of South Africa to improve their lives. There should be a comprehensive public participation programs and additional human resource in terms of personnel.

Q8.The respondents were asked how they facilitate the participation of the public in the PP process in SDM (public participation). (Circle all applicable answers)

The respondents agreed on almost all public participation process in SDM as means of facilitating participation. They all agreed that they initiate on their own. They make relevant documents available in order to facilitate participation in SDM. They also ensure that all committee proceedings are open to the public and that they are well publicized. Respondents never had additional or other methods they had in mind.

Q9.The respondents were asked about the availability of anyone in the municipality (SMD) specifically responsible for enabling ordinary people to participate (public participation).

SDM do have public participation coordinator in the capacity of the assistant manager public participation.

Q10.The respondents were asked to indicate the official who takes the ultimate political responsibility for public participation?

The speaker of the municipality takes the ultimate political responsibility for all public participation programmes and he/she is accountable for ensuring the effective implementation of administrative and projects.

Q11.The respondents were asked about how often public hearings advertised.

The respondents indicated that public hearings are advertised always and well in advance before the actual date of the meeting. Local and national newspapers are always used to ensure that the message is clearly conveyed to the community at large. Some of the officials who were respondents indicated that public hearings are advertised most of the time, especially when the executive mayor is to give the state of community address in matters relating to IDP.

Q12.The respondents were asked to indicate how they place public notices and state the media or other institutions used.

The newspapers, television, internet and notice boards in public places are used to place public notices for public participation. The local radio stations are also used to issue notices on public participation related programs.

Q13.The respondents were asked to indicate whether public notices are available in all relevant languages.

The officials indicated that public notices are never publicized in all relevant languages. The small percentage of officials says notices are placed in relevant languages in most and some of the times.

Q14. and 15. The respondents were asked to indicate whether they have a minimum notification period for placing public notices prior to the actual date.

The respondents replied positively. The minimum period for notification is mostly 14 days before the actual date. Depending once again on the nature of the program, the period for notification can be 7 days before the actual date. The officials however indicated that it is important to give ample time for notification.

Q16. The respondents were asked to indicate what happens to the public submissions received.

The respondents were asked about what happens to the public submissions they receive and were asked to choose between whether they get summarized, or passed on to the committee or whether is it dependable on a specific committee and their respond was more on getting summarized than being handed over to a specific committee. Submissions from the community help the municipality in conducting its research regarding the level of participation in SDM.

Q17. The respondents were asked to identify the constraints the municipality (SDM) face in the process of public participation.

The large number of municipal officials cited the lack of public interest as the major obstacle towards enhancing public participation in SDM. However, the general lack of funds, lack or shortage of staff in the office for public participation is one of the major obstacles facing the process of public participation. Some officials see the language barrier and lack of ongoing feedback as an obstacle towards the process.

Q18. The respondents were asked, besides public hearing and public submissions, in what other ways their municipality interact with the public.

The respondents indicated that the imbizos are the most effective ways of the municipal strategies besides public hearing, petitions and public submissions to interact with the community. Public meetings and ward councilors meetings are convened on a regular basis and this also assist the community in terms of identifying officials who are accountable to their needs.

**Q19. The respondents were asked to indicate where they hold public meetings?
(Circle all that are appropriate)**

The respondents were asked about places where they hold their public hearings and were requested to circle all the appropriate answers as indicated (Municipal offices, Public gatherings, street committees or outside the municipality). All the officials in the office highlighted that they usually hold their meetings at municipal offices and other places outside the municipality.

Q20. The respondents were asked to indicate how they inform the public about local public gatherings/meetings.

The respondents were asked on how they inform the public about local public gatherings/meetings and they all cited the use of local newspapers and the internet as their main source of informing the public about the meetings. However other sources such as billboards in public places, television and radio stations are used.

Q21.The respondents were asked whether the notices are available in all relevant languages.

The respondents were asked whether these notices are available in all relevant languages and were asked to choose between (always, most of the time, some of the time or never) and the respond was notices are never or sometimes not available in all languages. The language that is mostly used is English and Sedibeng is a very diverse multicultural and racial environment consisting mostly of South Sotho, Zulus, Xhosas, English and Afrikaner people.

Q22.The respondents were asked whether they have outreach programs targeted at rural communities.

The respondents were asked whether the municipality has outreach programs that are targeted at rural areas and the respond was yes. They did not indicate what the program entails. Few of the officials, said no there is no program that is aiming at targeting the rural areas.

Q23. The respondents were asked to indicate whether they do anything to encourage participation from under-resourced and unorganized communities.

About 75% of the respondents said yes they do encourage participation through under-resourced and un-organized communities through outreach and that at the district level they do it on a regular basis. About 25% of the respondents said no there is non-effective/no such programs in place. There was no indication as to what it entails.

Q24. The respondents were asked to indicate whether they have an accounting officer for expenditures on public participation events.

The respondents were asked whether they have an accounting officer for expenditures on public participation and the response was yes.

Q25. (If yes), who is the accounting officer for any expenditure on public participation.

The respondents were asked to give details of the accounting officer for any expenditure on public participation and the response pointed at the director in the office of the speaker. The speaker of the municipality is the ultimate accounting officer for the expenditure on public participation.

Q26. The respondents were asked to indicate whether the office/municipality has a system for tracking the extent of public participation, and any increase or decreases.

The respondents were asked whether there is a system in place that tracks the extent of public participation, and any increase or decrease and the response was yes. The integrated Development Plan (IDP) helps the municipality to track whether there is increase or decrease, and the continuous internal research process.

Q27. (If so) which of the following do you use?

The respondents were asked to give the methods they use in order to keep the records of the tracking systems that determine the level of decrease or increase in public

participation. They were asked to select between computerized data base programs to monitor participants, non-computerized list of past participants, records of all submissions and to explain in details other alternative methods that might be in use and they all pointed out that they depend on records of all submissions.

Q28.The respondents were asked to indicate if they have any method of categorizing submissions and participants (e.g. business/non-business, organized/non-organized, by sector etc).

The respondents were asked if they have any method of categorizing submissions and participants and the answer was yes. The municipalities uses the sector approach in which different stakeholders get engaged, e.g. according to youth, women, disable people, religious groups and business sectors.

Q29.The respondents were asked to indicate if public participation records available for public scrutiny.

The respondents were asked whether these public participation records are available for public scrutiny and the answer was yes from all respondents.

Q30. The respondents were asked if they use these records to evaluate their public participation policy.

The respondents were asked whether they use these records to evaluate public participation policy and they all answered yes to the question.

Q31. The respondents were asked if they have any other method to evaluate the effectiveness of your system for facilitating public participation.

The respondents were asked whether there are any alternative methods to evaluate the effectiveness of the applicable system for facilitating public participation. Approximately 80% of the respondents indicated that there are no alternative methods of evaluation, whilst 20% of the respondents said they evaluate through reporting to the stakeholders and receive feedback and also by accounting to the mayoral committee.

Q32. The respondents were asked if they have any method of assessing the impact of public participation.

The respondents were asked if there are any applicable methods of assessing the impact of public participation and 20% of officials indicated the use of SDBIPs key performance areas and that there are research programs interpreted in IDP report documents whilst 80% said no, they do not have such methods.

Q33.The respondents were asked to indicate if they have plans to strengthen public participation in the municipality (SDM).

The respondents were asked to give details of their plans or the municipalities plans to strengthen public participation in SDM and 60% of the officials in the office revealed that there are social cohesion programs/projects introduced by the municipality and they also engage themselves in meetings such as International public participation Indaba. The municipality made a commitment to review public participation policy by hosting a public participation summit. The plan to beef up the staff will also help in terms of strengthening public participation program in SDM. Furthermore 40% of respondents indicated no knowledge of such plans and do not have one in mind.

Q34.The respondents were asked to indicate who they invite to make submissions.

The municipality usually invites all relevant stakeholders such as community based organizations non-governmental organizations (NGOs), business people, different political parties, though the survey shows that on the side of inviting political parties is very low. Many cited the fact that the municipalities are governed by different political parties, e.g. (Emfuleni: ANC & Midvaal: DA). Experts are also invited to make submissions. Ordinary people are encouraged and invited more than any other group to make their submissions on public participation.

OPTIONS CBOs; NGOs; BUSINESS PARTIES; EXPERTS CITIZENS

Q35.The respondents were asked to indicate the proportions of invitees who would probably respond to these invitations.

The respondents were asked to give the level of proportion of invitees who respond either positively or negatively towards these invitations. The indication was that almost all CBOs; NGOs; Business Parties and experts citizens respond to these invitations.

Q36.The respondents were asked whether these invitees do come again.

The frequency of invitees to report or respond on a regular basis is high and the respondents said yes.

Q37.The respondents were asked to indicate the method they use to select their participants.

The respondents were asked about the method or how they select participants in public participation and the following were their response; they select according to sector or sector engagement, per stakeholders and in consultation with other departments.

Q38.The respondents were asked to give information on physically impaired response to participate.

The respondents were asked to give information on physically impaired people response to participation and the indication was that it is not very easy for them to participate.

Q39.The respondents were asked whether they ask for feedback from participants.

The respondents were asked whether they receive or ask for feedback from participants and they indicated that they do get feedback.

Q40.The respondents were asked to indicate the form of feedback they receive from participants.

The respondents were asked to give information on the type of information they receive from participants. Most officials receive feedback out of filled forms prepared by the

municipality and very few prefer to give feedback verbally and on letters they sent to the municipality.

Q41.They respondents were asked to give the form of feedback they received from the public participation program.

About 90% of the respondents/officials indicated that though their interaction with public participants, a lot of things can be improved in order to strengthen participation in SDM. And 10% of the respondents are of the opinion that there is a need for major improvement in some areas of participation

4.9 CONCLUSION

The chapter gave a detailed overview of methods applied by the researcher in collecting the relevant data. All methods applied were much relevant and helpful in a sense that the balance across racial groups, different areas across SDM, age groups, officials from the speaker's office and to a certain or large extent, it tried to accommodate physically impaired people. The level of public participation is a very complex subject to address. The recent local government election results played a pivotal role in assessing the effects that service delivery had in terms of accounting authorities. It is clear that public participation as a mechanism to promote accountability cannot be divorced from service delivery. The statistical representation of data shows the level of relationship between ward councillors and the community members and it shows that public participation as a mechanism to promote accountability can be disturbed if democratic principles are tempered with. The idea of government nominating their own councillors is foreign in democratic systems.

The methods employed by the SDM in the promotion of accountability in the region need more improvement, and on a regular basis especially through the IDP process. Stakeholders in public meetings must be given more room to participate on matters that affects their lives. It is vital to encourage road-shows as a form of a continuous effort to educate the community about the importance of public participation.

CHAPTER 5

SUMMARY, FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

In the introductory part of the research (chapter1) the hypothesis suggested that public participation can serve as a management tool to promote performance measures and accountability to achieve better results in SDM; yet this management seem not to be effectively utilized due to lack of participation by the community, the existing element of mistrust between the citizens and the authorities as well as by the non existence of a positive relationship between them. The chapter will also give a brief overview of the findings about public participation as a mechanism to promote accountability in SDM. It will also outline the recommendations and remarks by the researcher.

5.2 SUMMARY

This study evoked a new direction in determining the concept of public participation as a mechanism to promote accountability in SDM. It is therefore vital to recall that the overall aim of the study was public participation as a mechanism to promote accountability. Sedibeng District Municipality (Emfuleni, Mid-Vaal and Lesedi Local Municipalities) has a big challenge in terms of promoting accountability with the aim of encouraging more community participation in public affairs.

5.2.1 The aim of the study

Following the problem statement and research questions, the aim of the study was to investigate the level of participation in SDM with the aim of determining the level of accountability by the accounting officials, and to look at the current applicable mechanisms in promoting accountability. The objectives of this research study as stated in chapter 1 (page5) involved the following:

- To provide a theoretical exposition of the concept *public participation* and *accountability*;
- To give an overview of the existing processes and systems aimed at promoting accountability in SDM;
- To investigate the current impact of public participation as a mechanism to promote accountability in SDM; and
- To provide recommendations that may strengthen the relationship between public participation and accountability in SDM.

5.2.2 Summary of chapters

Chapter 1

This chapter formed the introductory part of the study and its aim was to outline the orientation and the problem statement in details. The focus was on determining the methods and the route that the researcher was to undergo in terms of clarifying areas such as problem statement, research questions, the objectives of the study, the hypothesis, the empirical study methods as well as the chapter layout. The interest of the study was on public participation as a mechanism to promote accountability in Sedibeng District Municipality. The chapter will therefore help and familiarize the reader with the core themes of the researcher's interest. Questionnaires (semi-structured) and interviews were used in order to gather the views of officials and the community at large. The literature review formed an integral part of the research in that the researcher relied on the views of other researchers as a source of reference.

Chapter 2

This chapter looked at a detailed exposition of the concept of accountability as opposed to public participation in Local Government, and in particular paving the way to focus on Sedibeng District Municipality. It was pivotal to understand the concept accountability before the intended public participation.

The theoretical exposition of the concept of accountability was outlined and the South African government efforts to enhance excellent service delivery through the principles of Batho Pele played a pivotal role in determining the effectiveness and the role of managers and authorities in local government in general and in the SDM in particular. The chapter also looked at applicable dimensions of accountability. The accountability process in various municipalities and the role of stakeholders in accountability was also looked into. The issue of transparency cannot be separated from accountability and it should be noted that the current system of government encourages the deepening of democracy in every municipality around South Africa.

Chapter 3

This chapter gave an overview of public participation as a mechanism to promote accountability in SDM. The current status of public participation programme in SDM (Imbizos, petition management and the interaction between the community and the authorities) was discussed. The historical and the legislative framework governing public participation was discussed in details and the Constitution of The Republic of South Africa, Act 108 of 1996, Municipal Systems Act 32 of 2000, Municipal Structures Act 117 of 1998, White Paper on Local Government 9 March 1998 and other important pieces of legislation to mention but a few were outlined. It was vital also in the chapter to define the concept of public participation to allow the reader to link issues pertaining to accountability and participation.

Chapter 4

This chapter focused on the empirical study about the impact of public participation as a mechanism for promoting accountability in SDM. The researcher interacted directly with the community and the officials from the municipality in order to gather relevant information about public participation within the municipality. Views and opinions of the community were taken into consideration. Details on how data was collected (methods) and the results thereof were fully discussed.

Chapter 5

This chapter attempted to give answers to the research questions by providing the findings of the researcher and the recommendations thereof. The conclusion of the entire research and the outline of research objectives are discussed. The chapter further analyzed gathered data and provided answers to the research hypothesis.

5.3 TESTING THE HYPOTHESIS

The hypothesis as outlined in chapter 1 of the study indicates that “Public participation can serve as a management tool to promote performance measures and accountability to achieve better results in SDM; yet this management tool seem not to be utilized effectively. The survey conducted proves beyond reasonable doubt that public participation can indeed serve as a mechanism for promoting accountability in SDM.

5.4 FINDINGS

Public participation in SDM functions within the confines of a democratic process but it is limited to lack of consultation between community members and the authorities or relevant municipal officials. The public participation process in SDM as a mechanism to promote accountability has a long road to travel as channels of communication still needs to be opened further to allow more participation. The findings for the study are as follows:

- The general and overall challenge to all municipalities including SDM is lack of public interest in participating in local affairs;
- The Sedibeng District Municipality, does have good strategies and methods of promoting public participation, but the relationship between the relevant officials and community is not at the satisfactory level;
- A larger percentage of community members do not know the accounting officials and as a result they are reluctant to interact with the municipality on a regular basis;

- It's a struggle to reach officials especially higher ranking ones (Top management), hence lack of knowledge about accounting officials;
- Lack of participation is also affected by the community's non involvement due to lack of knowledge and education about community related issues. Even though the municipality does notify people about participation projects on a regular basis;
- It is not clear on the part of community members as to whom to consult and on what issues, as well as who the accounting officials and their area of jurisdiction;
- SDM is graced with media like local news papers (Vaal Weekly, Vaal Week-blad, Vaal Vision, Sebokeng Vision and Ster) and Local radio stations (VUT FM and Thetha FM) but less is said about public participation. It is advisable for the SDM Public Participation Office to make effective and continuous use of the media;
- Lack of participation by disabled people raised questions about the effectiveness of Sedibeng Disabilities Forum (SEDIFO) as outlined in chapter 3 of the study. The respondents from the municipal office (officials) indicated that there are no proper systems in place to allow the physically impaired people to participate;
- Proper measures are not put in place to ensure that the objectives of the municipality about enhancing stakeholder and community accountability and ensuring maximum participation and consultation with designated groups. If such measures are put in place, it might be that they are not applied effectively; and
- Most community members showed no knowledge of the existing or applicable systems that encourage participation, and the availability of accounting officials.

5.5 RECOMMENDATIONS

The recommendations for this study are as follows:

- SDM must come up with a clear policy about responsibility and accountability which must be linked to performance;
- More road shows about public participation are needed in order to engage all the stakeholders and the community at large as sector engagement seems not to be a sufficient method of encouragement;

- SDM must review its existing policies on public participation and accountability on a regular basis to ensure consistency and adherence;
- The Public Participation Office must consider the effective use of local newspapers, e.g. to have a column that will be published on a weekly basis about public participation and accountability and acquire a slot on the local radio stations to discuss about community involvement and stakeholder participation;
- There should be a paradigm shift from the concept of accountability to developmental participation of local government;
- The suggestion boxes, complaints log books and enquiries systems must be improved and be made more visible and user-friendly to ensure accountability of relevant officials;
- Consultation and transparency must not be separated from each other to improve trust between the members of the community, ward based councilors and municipal authorities at large;
- The idea of the district focusing on stakeholders and local municipalities focusing on ward based participation must be reviewed and be improved upon to ensure performance and commitment on the part of accounting officials;
- The utilization and the effective inclusion of social groups such as Sedibeng Disabilities Forum (SEDIFO), youth agencies, women, community groups Non Governmental Organizations (NGOs) and related entities have a role to play in ensuring the improvement and realization of accountability in SDM; and
- Top or Executive management in all three local municipalities (ELM, MLM and LLM) must create an environment of easy access for ordinary people.

5.6 CONCLUSION

The recent local government elections which were held in May 2011 assisted a lot in determining the level of satisfaction and in ensuring that municipalities do meet the basic service needs of their communities. The concept of promoting accountability in SDM will help to improve performance and professionalism in all its three local municipalities. The District must exert more pressure in strengthening partnerships

between communities, civil societies and local government. The two tier local government system with its own dynamics must provide a positive direction in determining the level of participation on the part of community members if it is to realize its success. It is necessary that the roles and the responsibilities of the accounting officials and different stakeholders across the local government be properly outlined, understood, clarified and be accepted by all. There has not be enough done to ensure and to improve the level of participation by youth and men. The study indicates that women participate more than any other social groups.

The utilization and the effective inclusion of social groups such as Sedibeng Disabilities Forum (SEDIFO), youth agencies, women, community groups Non Governmental Organizations (NGOs) and related entities has a role to play in ensuring the improvement and realization of accountability in SDM. The SDM has a major challenge in terms of addressing the existing gender imbalance in order to promote accountability and to encourage full public participation by all its citizens.

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APPENDIX A

Public Participation: Office of the Speaker

Sedibeng District Municipality - Speaker

Page 1 of 2



Sedibeng District Municipality

Home | About Us | Contact Us | Services | News & Events | Council Committees | Profile of the Speaker | Functional Units | Tenders & Vacancies

Overview | **Profile of the Speaker** | **Functional Units** | **Council Committees**



Madam Busiswe Modisakeng
 Telephone: 016 450 3091
 Cellphone: 083 629 3693
 Fax: 016 422 2456
 Email: busiswem@sedibeng.gov.za

Office of the Speaker (OOS)

- Strengthening community participation in Sedibeng District Municipality
- Increase the effectiveness of ward committees: Ward Committee Support with Resources
- Provide Council Support
- Training and Capacity Building
- Duty to respect and serve the people
- Deepening Democracy and Good Governance (Council Committees)
- Focusing on vulnerable groups

The above functions are carried out by five distinct and interrelated Functional Units in the Office of the Speaker

Key Programmes

- Council Sitting
- Council Committee Sitting
- Multi-Party Women Caucus
- Speaker's Forum
- Knowledge Exchange Session
- Women's Month Celebrations

Functions of the Speaker

- The Speaker is the chairperson of the council
- The Speaker is the highest officer who promotes and protects democracy through facilitation of robust debates and arrival at sufficient consensus
- It is the Speaker's role to ensure effective functioning of the council
- Supervise council proceedings
- Must ensure compliance in the council and committees with the code of conduct
- Must ensure that the council meetings are conducted in accordance with the rules and orders of the council
- Determine the date, time and venue of ordinary and special meetings

See also: [Profile of the Speaker](#) | [Functional Units](#) | [Council Committees](#)

Office Manager Mapuleng Mateane
 Telephone: 016 450 3091
 Cellphone: 082 908 6162
 Fax: 016 422 2456
 Email: mapu@engm@sedibeng.gov.za

Director Jefferey Rademeyer
 Telephone: 016 450 3224
 Cellphone: 082 905 2455
 Fax: 016 422 2456
 Email: jeffr@sedibeng.gov.za

Tenders
 Media Alerts & Releases
 Events
 Vacancies
 Vaal 21
 Sedibeng 2010

Government Department:
 Gauteng Provincial Government
 National Government
 Gauteng Provincial Authority

EMFULENI
 Local Municipality
 016 950 5000

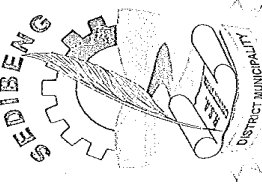
LESEDI
 Local Municipality
 016 340 4300

MIDVAAL
 Local Municipality
 016 360 7400

Working Hours:
 Mondays to Fridays
 07h45 to 16h15
 Emergency: 10177

News & Events Feed
Tenders Feed
Vacancies Feed

SEARCH



Sedibeng District Municipality

Invitation for stakeholders & public comment on the 2012/13 draft budget & 2012/16 Draft IDP

Sedibeng District Municipality notice on tabling of the District's Draft Budget for 2012/13 and Draft IDP for 2012/16 (five year).

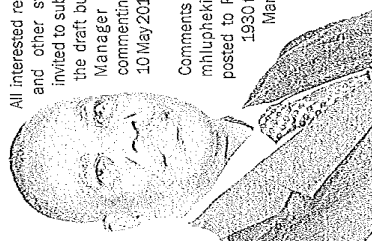
In terms of Section 21 of the Municipality Systems Act, 32 of 2000, Section 127(5) of Municipal Finance Management Act, 53 of 2003 and Schedule A of the Municipal Budget and Reporting Regulations, the 2012/2013 draft Budget and 2012/2016 draft IDP were tabled at the Sedibeng District Council meeting scheduled for Tuesday, 3rd April 2012 is now available for public comment.

Copies of draft Budget and IDP will be available for public inspection and stakeholder/public comment from 16 April 2012 to 10 May 2012 at the public places listed in this notice.

All interested residents, business, groups and other stakeholders are hereby invited to submit written comments on the draft budget and IDP to the IDP Manager during the 21 days commenting period from 16 April to 10 May 2012.

Comments may also be emailed to mluphekim@sedibeng.gov.za or posted to P.O.Box 471, Vereeniging, 1930 for the attention of the IDP Manager.

Sedibeng District Municipality
Executive Mayor
Cllr. Mahole Simon
Mofokeng



For further information please contact the Sedibeng District Municipality IDP Office on 016 450-3320 or fax 016 4503334

Documents will be available to the following public places from 16 April to 10 May 2012:

Youth	Public	Residence
Advisory Centres	Libraries	Edelhien Street Zone 7B SEBOKENG 016 593 9347
Bophelong Youth Advice Centre 5050 Ext. 10. BOPHELONG	Meyerton Library 016 360 7444	Roshnee ROSHNEE 016 556 1116
Sedibeng Youth Advice Centre No 17 Moshoshe Street MASOHENG - 016 592 2116	Randvaal Library 016 365 5093	Rust-en-Vaal Rust-en-Vaal RUST-EN-VAAL 016 596 1264
Thusong	Heidelberg Cnr. Jacob & Louw Street HEIDELBERG 016 341 2532	Seabokeng Hiabula Street Zone 13 SEBOKENG 016 594 1233
Service Centres	Impumelelo Stand No.22 DEVON 017 688 0273	Sharpeville Cnr. Seeso & Zwane Street SHARPEVILLE 016 451 2526
Sieko Shikela Thusong Service Centre, SRAC Offices SICELD - 016 988 1960	Shalimar Ridge 2 Kismet Street HEIDELBERG 016 349 2100	Vanderbijlpark Cnr. Klesie Havenga Street VANDERBIJLPARK 016 950 5252/53/62
Maletane Thusong Service Centre, (formerly MPCC) MALETANE - 016 988 1960	Jameson Park Cnr. Lark & Berlyn Streets HEIDELBERG 011 824 9373	Vereeniging Cnr. Leslie & Market Street VEREENIGING 016 460 3029
Sedibeng Thusong Service Centre, Moshoshe Street HOUTKOP - 016 988 1960	Dawn 359 Schuurman Street DEVON 017 688 0273	
Tshisoa Gwan Ntsiki Community Centre Bokichwills Thusong Service Centre (formerly MPCC) TSHEPISO	Rensburg Library 54 Labuschagne & Roets 016 341 2532	

SDM Website
www.sedibeng.gov.za

Places for public comment (IDP)
IDP Manager:
Sedibeng District Municipality
P.O. Box 450-3320 - Fax: 016-450-3334
mluphekim@sedibeng.gov.za

Places for public comment (Budget)
Budget Manager:
Sedibeng District Municipality
P.O. Box 450-3320 - Fax: 016-450-3334
mluphekim@sedibeng.gov.za

APPENDIX C

PUBLIC PARTICIPATION: YOUTH ADVISORY CENTRES

Sedibeng District Municipality - Youth Advisory Centres

Page 1 of 2



Sedibeng District Municipality

Home | Municipality | **YOUTH** | Tourism | Agriculture | Environment | Health | Education | Housing | Infrastructure

1601 450 3000

MISSION

To empower and develop young people in all spheres of life in particular skills development, job creation and other youth related issues.

BACKGROUND

The National Youth Development Framework (NYDF) 2002- 2007 was adopted with the National Youth Policy 2000 (1997) as a guiding framework for youth development in the Country.

In the Year 2005 Gauteng Province adopted the Gauteng Youth Development Strategy (GYDS) 2005- 2009 which outlines the vision for Youth Development.

The merging of the National Youth Commission (NYC) and Umsebenzi Youth Fund (UYF) came as a call for the establishment of the National Youth Development Agency in accordance to Act 54 of 2008, which briefly aims at creating and promoting the coordination of Youth Development.

In response to this mandate Sedibeng District Municipality has established the Youth Advisory Centre's in partnership with the NYDA and adopted the regional based Youth Development Policy Framework which also pursued the appointment of the Youth Units that will actively administer the holistic development of our young men and women.

The District has therefore undertaken a mission to conduct a Regional Youth Situational Analysis in order to identify inherent issues of Youth Development including the impact of the Youth Advisory Centre's.

It is in this regard that our young men and women should become active participants in implementing this project as main recipients of the outcomes that will be achieved.

PRINCIPLES OF YOUTH DEVELOPMENT

In optimizing the principles and values for young men and women, the following principles are supported by the SDM as recognized by the NYDA.

- (a) Recognition of the manner in which youth has been affected by the imbalances of the past and the need to redress these imbalances through more equitable policies, programmes and the allocation of resources;
- (b) Promotion of equal opportunity and equal treatment of youth and the promotion of a gender-inclusive approach to the development of youth where the social influences of gender, disability, the impact of sexism and the particular circumstances of young women are recognised;
- (c) Creation of an environment which supports the continued development and learning of youth;
- (d) Promotion of youth's participation in democratic processes;
- (i) Community and civic decision-making; and
- (ii) Development at all levels;
- (e) Recognition of youth development as an important mandate;
- (f) Responsiveness to the needs, aspirations and challenges of youth in a realistic and participatory manner;
- (g) Recognition of the importance of cultural and spiritual diversity as a basis for youth development;
- (h) Promotion of the value of sustainability in order to ensure that the needs of youth are met without compromising the ability of future generations to meet their own needs;
- (i) Recognition in youth development initiatives of the peculiar needs of rural youth; and
- (j) Transparency, accountability and accessibility.



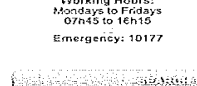













Tenders
Media Alerts & Releases
Events
Vacancies
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Sedibeng 2010

Government Department:
Gauteng Provincial Government
National Government
Gauteng Provincial Authority

EMFULENI
Local Municipality
016 950 5000

LESEDI
Local Municipality
016 340 4300

MIDVAAL
Local Municipality
016 360 7400

Working Hours:
Mondays to Fridays
07h45 to 16h15
Emergency: 10177

News & Events Feed
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SEARCH THE WEBSITE

http://www.sedibeng.gov.za/municipality_youth.html

12/05/03

APPENDIX D

Public Participation and accountability in SDM: Community Questionnaire

Good day/evening

My name is **Mr Keeiso Petrus Mosokwene** and I am a student (Master Degree in Development and Management) at the North-West University (Vaal Triangle Campus). I am currently conducting a survey about the role of public participation and accountability in local government and public services at Sedibeng District Municipality (SDM). The survey will provide information about the work of local government, its relation with the citizens as well as the quality of public services in your municipality. The survey findings will be used for the improvement of the relationship between the local government and citizens and public services as well. The findings of this survey will be used for academic purpose only. Your names will be confidential.

SECTION A

Please tick (x) for the answer(s) below.

PERSONAL DATA

1.1 Indicate your gender category.

MUNICIPALITY (ELM, LLM, MLM)	Female	Male
	1	2

1.2 Race

African	White	Coloured	Asian

1.3 Indicate your category below:

(1) Youth, (2) Elderly, (3) Disabled, (4) Unemployed, (5) Employed

1.4 How old are you?

(1) 18-24; (2) 25-31; (3) 32-37; (4) 38-44; (5) 45-62; (6) 53-65; (7) 66-over

1.5 Do you have a valid Identity Document?

Yes/No

1.6 What is your marital status?

(1) Single, (2) Married, (3) Divorced, (4) Widowed, (5) Never married

2. EDUCATION

What is your highest level of education?

(1) Never attended; (2) Primary; (3) JC/Std8/grade 10/11, (4) Matric/Grade 12, (5) Certificate/FET/Diploma, (6) University degree/Post Graduate

3. EMPLOYMENT

What is your employment status?

(1) Employed, (2) Self-Employed, (3) Not Employed

4. RESIDENTIAL DATA

Address (optional) _____

4.1 Indicate the type of your residence.

(1) House, (2) Flat, (3) Hostel, (4) Low Cost Housing (RDP), (5) Informal Residence/Shack

4.2 How many people, including yourself, are there in your household?

(1) 1, (2) 2-3, (3) 4-5, (4) 6-7, (5) 8+

4.3 How long did you live in your current home?

(1) 1-4, (2) 5-10, (3) 11-20, (4) 21-35, (5) 35 and more

Section B

The last topic to be discussed is related to local government authorities and citizens' participation in your municipality.

5. LOCAL GOVERNANCE

5.1 Have you ever participated in the following for events at the level of local government?		1= Never	2= Once or twice	3= Three to six times	4= More often
a	Election of Mayor				
b	Election of the Municipal Council members				
c	Election of Community Council members				
d	Local referendum				
e	Local Petitions				
f	Public hearings on municipal budget				

5.2 Do you know the name of the following person/institution in your Municipality?		Yes	No	Never heard of the respective person/institution
a	Mayor			
b	Members of the Mayoral Committee (MMC)			
c	Ward Councillor			
d	Municipality			
e	Municipal offices			

5.3 How likely it is that you would vote if the general elections at local level would take place next year?

1= Very likely; 2= Likely; 3= Unlikely; 4= I wouldn't vote for sure; 5= don't know; 6= No answer, refused to answer

5.4 How many times have you or someone from your household participated in the last 12 months in the following?		1	2	3	4
a	Public meetings on municipal budget				
b	Public hearings other than on municipal budget				
c	Local council sessions				
d	NGO activities other than meetings				
e	Municipality assembly sessions				
f	Any unpaid communal activities				

(1) None, (2) Up to five times, (3) Six to twelve times, (4) More often

5.5 How do you evaluate your experience in participating in these events?		1	2	3	4
a	Public meetings on municipal budget				
b	Public hearings other than on municipal budget				
c	Local council sessions				
d	NGO activities other than meetings				
e	Municipality assembly sessions				
f	Any unpaid communal activities				

(1) Very useful, (2) Useful to some extent, (3) Not useful, (4) Don't know, (5) Didn't Participate

5.6 To what extent do you agree with the following statements		1	2	3	4	5	6
a	Local elections are free and fair						
b	Civil society organizations are independent						
c	People feel free to express their opinion in public						
d	People are aware that they can participate in local government, write petitions, etc						
e	You live in a municipality which has a culture of peace and tolerance for diversity, e.g. minorities						
f	You feel safe to live in your municipality						
g	Vulnerable people, and the poor are protected against abuses						
h	Local administration is prepared to react in case of a natural or human-made disaster, e.g. fire, flood						

(1) Strongly disagree, (2) Disagree, (3) Neither agree nor disagree, (4) Agree, (5) Strongly agree, (6) Don't know

5.7 To what extent does the local government consult with its citizens to include their priorities in the development of the municipality?

Never	Almost never	Only in some areas	To large extent	Completely	Don't know	No answer
1	2	3	4	5	6	7

5.8 To what extent do you feel that the decisions of those in power at the local government reflect your own priorities?

Never	Almost never	Only in some areas	To large extent	Completely	Don't know	No answer
1	2	3	4	5	6	7

5.9 To what extent do you feel that the decisions of those in power at local government attempt to improve the life of the poor?

Never	Almost never	Only in some areas	To large extent	Completely	Don't know	No answer
1	2	3	4	5	6	7

5.10 Who represents the family in these public meetings?

Women	Man	Both	None
1	2	3	4

5.11 To what extent do you feel that the decisions of those in power at local government are based on the interest of political parties rather than the interest of the population?

Completely	To large extent	To small extent	Not at all	Don't know	No answer
1	2	3	4	5	6

5.12 Do you think that women and men have equal access and influence to the decisions taken by local authorities?

No, men's influence stronger	No, women's influence stronger	Yes, men and women have equal influence	Don't know
1	2	3	4

5.13 To what extent do women have sufficient positions/seats to represent themselves in the local authority?		1	2	3	4	5
a	Local administration					
b	Municipal Council					
c	Community Council (Ward Councillors)					

(1) Not at all, (2) To a small extent, (3) Sufficient, (4) To large extent, (5) don't know

5.14 Do you consider the following information about the local government as:		1	2	3	4	5
a	Local development planning					
b	Budgeting information					
c	Municipal council review and approval information					
d	Public procurement information					
e	Service delivery and implementation of public works information					

(1) Very useful, (2) useful, (3) not useful, (4) doesn't exist, (5) don't know/ no experience

5.15 Do you consider that the following as helpful?		1	2	3	4	5
a	Notice board in the Municipal Town house					
b	Notice board in your ward(s)					
c	Local radio					
d	Your ward council representatives					
e	Service desk in the municipal building					
f	Municipal bulletin					

(1) Very useful, (2) useful, (3) not useful, (4) doesn't exist, (5) Don't know/ no experience

5.16 How often have you or someone from your household contacted local government representatives in the past 12 months?		1	2	3	4
a	Mayor				
b	Civil servants				
c	Councillors				
d	Community council				

(1) Never, (2) Rarely, (3) Often, (4) Always

5.17 What were the main reasons for contacting local government representative?		1	2	3	4	5
a	Improve local service					
b	Facilitate issuing licenses or documents					
c	Obtain information					
d	Asking for financial support					

(1) Never, (2) rarely, (3) often, (4) very often reasons for the contacting, (5) Don't know/No experience

5.18 What is your level of satisfaction with the contacts you have had with local government representatives in the last 12 months?		1	2	3	4
a	Mayor				
b	Civil servants				
c	Councillors				
d	Community council				

Are you (1) very unsatisfied, (2) unsatisfied, (3) satisfied or (4) very satisfied?, (5) Don't know/no experience

5.19 In your opinion, what are the main obstacles for better quality of life in your locality?

- 1= Weak political leadership;
- 2= Lack of resources;
- 3= Lack of skilled public servants;
- 4= Corruption;
- 5= Interest of political parties;
- 6= Lack of citizens participation
- 7= Don't know;
- 8= No answer

Thank you for your cooperation

APPENDIX E

Public Participation and accountability in SDM: SDM Officials Questionnaire

Good day/evening

My name is **Mr Keeiso Petrus Mosokwene** and I am a student (Master Degree in Development and Management) at the North-West University (Vaal Triangle Campus). I am currently conducting a survey about the role of public participation and accountability in local government and public services at Sedibeng District Municipality (SDM). The survey will provide information about the work of local government, its relation with the citizens as well as the quality of public services in your municipality. The survey findings will be used for the improvement of the relationship between the local government and citizens and public services as well. The findings of this survey will be used for academic purpose only. Your names will be confidential.

Gender: _____ **Rank:** _____ **Office:** _____

Please tick in the appropriate box.

- 1. Does your municipality (SDM) have a program that encourages public participation?** Yes= 01 No= 02

2. PROGRAM ON PUBLIC PARTICIPATION

2.1 In what office is the programme on public participation located?

01= MM Office, 02= Executive Mayor's office, 03= Speakers Office; 04= Public Participation office; 05= other specify

2.2 What does the public participation programme entail? (E.g. Submissions, Public education, outreach etc...) and provide a description of all the elements of the program.

3. Where is the office or equivalent structure physically located?

4. How accessible is it to ordinary people?

01=Very accessible; 02=Fairly accessible; 03=Not very accessible;

04=Not accessible at all

Please explain

5. PUBLIC PARTICIPATION STAFF

(a) **Do you have designated staff?** Yes= 01; No= 02

(b) **(If yes) How many?** Less than 5; 11-14; 15-19;
20-24; 25 and above

(c) **What are their responsibilities?**

(d) **Have they had any special training in the area of public participation, or other relevant areas such as public relations, media liaison, civic education**
Yes/ No

(e) **How well are they coping with the volume of work?**

(1)=Coping very well, (2) = Coping well, (3) = Barely coping; (4) = Not coping at all

6. What resources does the municipality (SDM) have to support public participation? (Circle all that apply)

01 Specific line in municipal

02 Personal computers

03 Computerized data base programs to monitor public participation

04 Non-computerized lists of potential participants

05 Desk-top publishing for creating posters, pamphlets, etc...

06 Funds for public outreach programs

07 Vehicles for public outreach programs

08 Other: (Please explain)

7. What additional resources do you need in order to make your Public Participation Programs more accessible to ordinary people?

8. How do you facilitate the participation of the public in the PP process in SDM (public participation) (circle all applicable answers)

- 01 They initiate on their own
 - 02 Make relevant documents available
 - 03 Ensure that all committee proceedings are open to the public
 - 04 Ensure that all committee proceedings are well publicized
 - 05 Other: (Please explain)
-

9. Is anyone in the municipality (SMD) specifically responsible for enabling ordinary people to participate (public participation)? Yes=

01; No= 02

a) If yes, who?

10. Who takes ultimate political responsibility for public participation?

01=Executive Mayor; 02=Municipal Manager; 03=Speakers Office; 04=Other

11. How often are public hearings advertised?

01=Always; 02=Most of the time; 03=Some of the time; 04=Never

12. Where do you place public notices and state the media or other institutions used?

- 01 On television
- 02 On radio
- 03 In newspapers
- 04 In magazines

- 05 On the internet
- 06 In public places
- 07 Not applicable
- 08 Other

13. Are public notices available in all relevant languages?

01=Always; 02=Most of the time; 03=Some of the time;
04=Never

14. Do you have a minimum notification period for placing public notices prior to the actual date?

Yes= 01; No= 02

15. (If yes) what is it?

16. What happens to the public submissions you receive?

- 01 They are always summarized
- 02 They are always passed on to the committee
- 03 It depends on the specific committee

17. What constraints does your municipality (SDM) face in the process of Public Participation?

- a) General lack of funds
- b) Lack of staff
- c) No available media
- d) Lack of funds for advertising
- e) Lack of interest on part of political leaders
- f) Lack of interest on part of members
- g) Public not interested
- h) Other

18. Besides Public Hearing, Petitions and Public Submissions, in what other ways does your municipality interact with the public?

19. Where do you hold public hearing? (Circle all that are appropriate)

- 01 At municipal offices
- 02 Public gatherings
- 03 Street Committees
- 04 Places outside the municipality

20. How do you inform the public about local Public gatherings/meetings?

- 01 On television
- 02 On radio
- 03 In newspapers
- 04 In magazines
- 05 On the internet
- 06 In public places (e.g. billboards)
- 07 Not applicable
- 08 Other

21. Are these notices available in all relevant languages?

01=Always; 02=Most of the time; 03=Some of the time; 04=Never

22. Do you have outreach programs targeted at rural communities?

Yes= 01; No= 02

23. Do you do anything to encourage participation from under-resourced and unorganized communities?

Yes= 01; No= 02

24. Do you have any accounting officer for expenditures on public participation events?

Yes= 01; No= 02

25. (If yes), who is the accounting officer for any expenditure on public participation?
26. Does your office/municipality have a system for tracking the extent of public participation, and any increase or decreases? Yes= 01; No= 02
27. (If so) which of the following do you use?
- a) Computerized data base programmes to monitor participants
 - b) No-computerized list of past participants
 - c) Records of all submissions
 - d) Other: (Please Explain) _____
28. Do you have any method of categorizing submissions and participants (e.g. business/non-business, organized/non-organized, by sector etc....)? Yes= 01; No= 02
29. Are these public participation records available for public scrutiny? Yes=01; No= 02
30. Do you use these records to evaluate your public participation policy? Yes=01; No= 02
31. Do you have any other method to evaluate the effectiveness of your system for facilitating public participation? Yes=01; No= 02
32. Do you have any method of assessing the impact of public participation? Yes=01; No= 02
33. Do you have any plans to strengthen public participation in the municipality (SDM)? Yes=01; No= 02
34. Who do you invite to make submissions? (Circle all appropriate answers)

- 01 Community based organizations
- 02 Non-governmental bases
- 03 Business
- 04 Political parties
- 05 Experts
- 06 Ordinary citizens

35. What proportion of your invitees would you say respond to these invitations?

OPTIONS	RESPONSES				
	Almost all	Most	Some	Few	None
CBOS					
NGOS					
Business Parties					
Experts					
Citizens					

36. Do they come again? Yes=01; No= 02

37. How do you select your participants?

38. How easy is it for physically impaired people to participate?

01= Very easy; 02= Easy; 03= Not very easy; 04= Impossible

39. Do you ask for feedback from participants? Yes=01; No= 02

40. What form of feedback do you receive from participants?

01=Verbal; 02= Filled out forms prepared by the municipality; 03= Letters

41. What has this feedback told you about your Public Participation program?

01= Nothing useful; 02= Working well; 03= Can be improved; 04=Needs major improvement;

Thank you for your cooperation