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**THE ROLE OF WARD COMMITTEES IN THE MUNICIPAL DEVELOPMENT
PROCESS: A CASE STUDY OF MATLOSANA LOCAL MUNICIPALITY IN THE
NORTHWEST PROVINCE**

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The mini-dissertation entitled

**THE ROLE OF WARD COMMITTEES IN THE DEVELOPMENT PROCESS:
A CASE STUDY OF MATLOSANA LOCAL MUNICIPALITY IN THE NORTH
WEST PROVINCE**

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For the degree of

**MASTER OF SOCIAL SCIENCE
(DEVELOPMENT STUDIES)**

In the

**FACULTY OF HUMAN AND SOCIAL SCIENCES
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DECLARATION

I Mollowakgotla Isaac Lentswe declare that the Mini-dissertation submitted in the partial fulfilment for the Degree of Masters of Social Sciences in Development Studies at the North West University, has not previously been submitted by me for a degree at this university or any other and that it is my own work in design and execution and that all material and sources cited in or quoted in this work have been acknowledged.

Signed on this 13th day December of 2012

At Stilfontein



.....

ABSTRACT

This study examines the role of ward committees in the development process in Matlosana Local Municipality in the North West Province. The primary objective of the study is to determine the functionality and the effectiveness of these committees to enhance participatory democracy through community participation. Any reference to community participation at municipal or local government level points to ward committees as the structures that should enhance community involvement in order to strengthen participatory democracy.

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However, the functionality and effectiveness of most ward committees continue to pose challenges to the municipality for it to achieve the developmental mandate as set out in the Constitution of the Republic of South Africa. The DPLG (1998:10) and *The Local Government Turnaround Strategy* (COGTA,2009 :17-18) point to the following challenges facing the South African municipalities, which include the following : leadership and governance challenges resulting in weak responsiveness and accountability to communities, extreme concentration of taxable economies in formerly white areas that demand redistribution between and within the local areas; huge backlogs in providing service infrastructure in historically underdeveloped areas; entrenched modes of decision making, administration and delivery inherited from municipalities geared for the implementation of rural and urban apartheid and, more importantly, the need to rebuild relations between municipalities and the local communities they serve.

Equally, the study noted challenges that include: political manipulation of ward committees for narrow political interests, lack of capacity and empowerment of these committees i.e. lack of sufficient training and limited resources which results in them not understanding their developmental role in the municipality and being less effective in facilitating the development process and promoting participatory democracy at the municipal level.

The noted challenges are recurring despite the legislated provisions and policy framework for community participation in the municipality's decision-making process and in the developmental mandate of local government.

To overcome the challenges cited above, the municipality needs to develop appropriate internal systems and mechanisms to capacitate and empower ward committees through clear role

definition, strengthening partnerships between local government, communities and civil society, and effective training and resource allocation so as to capacitate and empower ward committees to be functional and effective in facilitating the development process and promoting participatory democracy.

To this effect, the central argument of the study is that the ward committees must be capacitated and empowered to ensure that they are functional and effective to perform their developmental mandate and contribute to the development process of the municipality and participatory democracy as structures that should advocate community participation and influence the development policy-making process of the municipality.

“We must do everything we can do to contribute to the realisation of the dream of the African masses, everything would be done with them acting as the makers rather than objects of history to achieve the Renaissance of Africa and thus make the 21st an African century.”

THABO MBEKI, 2010

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LIST OF ACRONYMS AND ABBREVIATIONS

ABET	- Adult Basic Education and Training
ANC	- African National Congress
BNG	- Breaking New Ground
CBOs	- Community Based Organisations
COGTA	- Corporate Governance and Traditional Authority
DBSA	- Development Bank of Southern Africa
DPLG	- Department of Provincial and Local Government
GDS	- Growth and Development Strategy
IDP	- Integrated Development Planning
KOSH	- Klerksdorp, Orkney, Stilfontein and Hartbeesfontein
LOGSETA	- Local Government Sector Education Training Authority
NGOs	- Non-Governmental Organisations
NQF	- National Qualification Framework
RDP	- Reconstruction and Development Programme
SDF	- Spatial Development Framework
SETA	- Sector Education Training Authority
WPSP	- Work Place Skills Development Plan

CHAPTER ONE

INTRODUCTION

1.1 INTRODUCTION

As a result of the attainment of the new democratic dispensation in 1994, local government in South Africa has been mandated to facilitate socio-economic development and participatory democracy (Section 152 of the Constitution of the Republic of South Africa, Act 108 of 1996, The White Paper on Local Government 1998:16). The current developmental local government is supposed to facilitate the establishment and institutionalization of participatory structures in the form of Ward Committees whose role is to serve as a link between the political and administrative structures of the municipality and the communities they serve.

Local governance reform entailed the establishment of ward committees as a key institutional mechanism intended to facilitate and anchor people-centred, participatory and democratic local governance. The rationale for these committees is to supplement the role of elected officials by creating a bridge between communities and the political and administrative structures of local authorities.

The commitment to participatory democracy at local government level through ward committees has been given legal impetus and encouragement through the Constitution, legislative and policy frameworks which include the following:

- Chapter 7 of the Constitution of the Republic of South Africa (Act 108 of 1996) provides the imperatives for democratic and accountable local government for communities through the establishment of Ward Committees.
- The Local Government Municipal Structures Act (No. 117 of 1998) in Chapter 3 (Section 19) requires municipalities to achieve the objectives set out in Section 152 of the Constitution which is to develop mechanisms to consult communities and community organisations in the performance of their functions and exercising their power. Chapter 4 (Part 4) of this Act also provides for the establishment and objectives of Ward Committees which is to enhance participatory democracy in Local Government.

- The Local Government Municipal Systems Act (No. 32 of 2000) requires municipalities to develop a “culture of participation” by developing mechanisms, processes and procedures for community participation.
- DPLG (2005 : 5) points out that the Ward Participatory System is a key component of the developmental local government system and also part of the country’s law and policy intended to improve service delivery and strengthening participatory democracy at local government level. In this regard, Ward Committees are expected to play a critical role in facilitating public involvement in local government.

As a result of the above legislative framework, Ward Committees have been introduced in municipalities to play a critical role of linking the municipality with the communities, to inform local authorities about the needs, aspirations and problems of communities, to facilitate community participation in the development process of municipalities and most importantly to enhance participatory democracy in local governance.

1.2 STATEMENT OF THE PROBLEM

Despite the local government legislative and policy frameworks being enacted to establish a system of ward committees at the local government level, evidence, for most part, suggests that in most municipalities the ward committees are dysfunctional (DPLG, 2007:7 and COGTA, 2009:13). As a consequence, ward committees have been the focus of considerable attention by the government and civil society, as well as the communities they are supposed to serve.

The State of Local Government in South Africa Report (COGTA, 2009:13) adds to this observation by pointing out that “.....the functionality and effectiveness of the Ward Committees is a matter of serious concern”. Equally, the *Local Government Turnaround Strategy* (COGTA, 2009:18) alludes to “serious leadership and governance challenges in municipalities including weak responsiveness and accountability to communities” as one of the core areas of concern in most municipalities.

Ward Committees continue to attract fierce criticism, mainly from communities they serve, for their lack of functionality and effectiveness and perceived failure on their part to express and transmit community needs to the municipal council for consideration in the development process of their localities.

It is in the light of these concerns that this study set out to investigate the functionality and effectiveness of Ward Committees in performing their developmental mandate in the development process of Matlosana Local Municipality. The focus of the study will be on determining their capacity, empowerment and support from the municipality and to identify militating factors that impact on their functionality, effectiveness, roles and functions in enhancing participatory and democratic governance in the municipality's development process.



1.3 OBJECTIVES OF THE STUDY

The primary objective of the study is to investigate the effectiveness and functionality of Ward Committees to perform their developmental mandate in the Matlosana Local Municipality.

More specifically, the objectives of the study are as follows:

- To examine the roles and functions of Ward Committees in the Matlosana Local Municipality's development process.
- To analyse the capacity of Ward Committees to promote community participation and involvement in local governance.
- To identify militating factors contributing to Ward Committees' lack of effectiveness and lack of functionality to perform their developmental mandate.
- To make recommendations aimed at improving both the effectiveness and functionality of Ward Committees and the value they can add to the development process in the Matlosana Local Municipality.

1.4 CENTRAL ARGUMENT OF THE STUDY

The central argument of the study is that Ward Committees need to be fully capacitated and empowered in order to be functional and effective and to facilitate participatory democracy and community participation in local governance and to contribute to the development process at the local government level.

1.5 RESEARCH QUESTIONS

In line with the argument above, the critical questions are as follows:

- What developmental role do Ward Committees play in the community?
- What is the extent of community participation in the wards?
- Are wards adequately capacitated, empowered and adequately resourced to effectively perform their developmental mandate in the development process?
- What are the militating factors that impact on the effectiveness of the Ward Committees?

1.6 RATIONALE OF THE STUDY

The primary objective of this study is to investigate the effectiveness and functionality of Ward Committees to perform their developmental mandate in the Matlosana Local Municipality and to identify militating factors responsible for their non-functionality and failure to facilitate participatory democracy and governance.

A study of this nature is relevant due to the concerns and criticism levelled against Ward Committees functionality by several reports especially by the COGTA Report (2009: 13) which revealed that “most municipalities in the country are facing serious problems with the operations of Ward Committees”. Therefore, the findings of this study may be of relevance to the challenges that Ward Committees are facing, including inhibiting factors that downplay their developmental role in the Matlosana Municipality and other local authorities in general.

Furthermore, few studies have been undertaken on the role of Ward Committees in general and the Matlosana Municipality in particular, therefore a study of this nature should contribute to a better understanding of the operations of Ward Committees in local governance in general, as well as the challenges facing them in Matlosana Municipality in particular. The study thus provides a relevant focus for Development Studies as an academic discipline and Development Studies as a practice.

1.7 RESEARCH DESIGN AND METHODOLOGY

The study used a case study as a qualitative research design to investigate the functionality and effectiveness of Ward Committees in the Matlosana Local Municipality’s development process. The qualitative research method enabled the study to do an in-depth analysis, through qualitative interviews and document analysis, of the functionality and effectiveness of Ward Committees in

the Matlosana Local Municipality and identify factors that militate against their functionality and the challenges confronting them in the effective realization of community participation in participatory democracy and governance.

Further, the study assessed how legislative and policy frameworks are implemented and understood in relation to role definition and differentiation to ensure the functioning of Ward Committees in the Matlosana Municipality's development process.

The qualitative approach was selected and used for this study mainly because it is directed at the understanding of the uniqueness of a particular case in all its complexities and further concerned with the assessment of opinions, observation and description of participant's experiences. In this study, Ward Committee members and local municipal officials constituting the sample were interviewed. As Babbie and Mouton(2001:270), Struwig and Stead(2001:12) and Patton(2002:230) point out, "the qualitative approach refers to research which largely depends on observation and description and further takes as its departure point the insider's or participants perspective."

Except where tables are used, the quantitative approach is not generally considered appropriate for this study as the focus is on a case study of sampled ward committees and the qualitative approach enabled the researcher to do an in-depth case analysis about the functionality and effectiveness of ward committees in Matlosana Local Municipality. Data collection and its analysis is aligned to the qualitative approach different from the quantitative approach which involves the generation of data in the form of quantities which are then subjected to rigorous quantitative analysis in a formal and rigid manner (Babbie and Mouton, 2001: 262 and Leedy&Omrod, 2005:179). Further, Bless and Higson-Smith (2000: 38) point out that the quantitative approach uses an inferential approach for research to infer characteristics or relationships of the study population.

1.7.1 Population and sampling and methods of data collection

The participants were chosen from the thirty one (31) wards covering the geographic spread of the study area. From each town within the municipality (Klerksdorp, Stilfontein, Orkney and Hartbeesfontein) two ward committees were purposely chosen to represent respectively the categorized performing (functional) and non-performing (dysfunctional) wards as determined and informed by the records and reports on the execution of ward committees functions, kept in

the Office of the Speaker of the Council. Wards have been given reference numbers to protect their identity, thus performing wards are coded A1-A4 and B1-B4 as non-performing wards.

From each category of ward committees, four (4) members inclusive of the chairperson of each ward were purposively selected based on the portfolios they occupy in their ward committees, their availability, and voluntary participation as indicated on the consent forms. Ward committee participants were drawn from the following portfolios of the ward committees: Local Community Development, Community Services, and Corporate Governance. These members were instrumental in shedding more light on the general aim and specific objectives of the study, which is to investigate the role of ward committees in the development process of Matlosana Local Municipality.

The selection criteria also took into account the issues of gender and literacy level matched from the Ward Committees participants' profile. A total of thirty two (32) ward committee participants including eight (8) chairpersons of ward committees and three (3) ordinary members from each sampled ward who are responsible for the following portfolios: Local Economic Development (LED); Community Services and Corporate Governance, were interviewed. The participants (ordinary members) were deliberately chosen on account of their portfolios within the committee, and their experience is regarded as strategic and valuable to provide more information relating to the topic of the study and its general objectives.

It is for this reason that that sampled ward committee members were chosen and regarded as representative of the relevant population. The table reflects the under-representation of both women and youth from the study sample chosen to represent the category of non-performing wards. This however is similar to the performing wards and it happened even though the study intended to cover participants of different ages and genders. The implication is that the youth in three sampled ward committees are not allocated portfolios in ward committees that were selected for this study but rather the youth desk is regarded as one of their competences. The other challenge, although not a requirement for the election of the ward committees, is the elementary level of education of three of the total number of participants. This trend has the possible impact on such members' understanding their developmental mandate and role in the functioning of ward committees.

Data was also collected from the following purposively selected municipal officials: Directorate of Corporate Services responsible for skills development of municipal staff, the Professional

Aide in the Office of the Speaker, who is directly involved with Ward Committees operations and their capacity building, and the Integrated Development Planning (IDP) Co-ordinator tasked to coordinate the Integrated Development Planning in the municipality. This category of participants shared information about the functionality and effectiveness of Ward Committees, empowerment and capacity process of Matlosana Local Municipality. The total of all study participants interviewed is thirty five (35).

In all the categories of the participants, data was collected through semi-structured interviews conducted in the official language of the participants' choice and based largely on the objectives of the study. The purpose of qualitative interviews with the study's sample is to capture participants' experience and complexities in fulfilling their role in the development process of the municipality. As Patton (2002:348) put it "the fundamental principle of qualitative interviews is to provide a framework within which respondents can express *their own* understanding in their own terms". To this effect the study used open-ended interview questions.

The interview instruments did not comprise of pre-determined statements, in order to minimise the imposition of structured responses when gathering data. Open-ended questions helped the study to determine the dimensions and recurring themes from the respondents' knowledge and experience with regards to the study's objectives.

Data was also collected by analysing relevant documents which include: Ward committees reports (compiled by ward committees' secretaries); Municipal Annual Reports; Matlosana IDP Review 2009/2010; Growth and Development Strategy Document; Matlosana Spatial Development Framework to have a sense of how the council and ward committees are structured and function and also how legislative and policy framework for participatory democracy find expression in the municipality's organizational structure. The documents analysed also contributed to data collection through document analysis applicable in the case study design, thus the study methodology is chiefly qualitative rather than quantitative in nature.

1.7.2 Method of Data analysis

Data collected for this study was analysed to give clear information about the functionality and effectiveness of Ward Committees in performing their developmental mandate in the Matlosana Local Municipality's development process.

The analysis of the interviews incorporated the following approaches (Kvale, 1996:187-204, Leedy and Omrod, 2005:150 – 151, Patton, 2002: 339-353 and Bless and Higson-Smith, 2000:137 – 138).

- Meaning condensation- which entailed an abridgement of meaning, expressed by participants, into shorter formulations i.e. statements related to the research objectives. Information in its quantity was sorted and categorized and rephrased into a set of abstract and underlying themes.
- Meaning categorization- which reduced interview text to the meaning of the collected data.. In this case, the study provides for reasonable explanation support by data about the research objectives that deal with an investigation of the functionality of Ward Committees and identifying militating factors against their effectiveness to achieve their developmental objectives of enhancing participatory democracy and governance in the development process of Matlosana Municipality.
- Making deeper interpretations of specific statements from the data collection method. The emphasis is on the recurring experiences and perceptions of the participants reported during the interviews, and the study worked out implicit meaning deduced from participants' responses.

Data collected was analysed by grouping key concepts and themes, from participants' responses, derived from the research objectives. As Huysamen (2001:176) put it "on the basis of the description of the individuals' experience, the researcher must attempt to capture accurately the essence of its contents and recurring themes which bind them together". This implies that interviews were interpreted for underlying themes that relate to the lack of functionality and ineffectiveness of Ward Committees in the Matlosana Municipality, factors responsible for the paralysis of these committees so as to give the overall portrait and construction of the case, and the conclusion which is informed by research objectives drawn from the synthesis and possible general findings relevant to the case of Matlosana Local Municipality.

1.7.3 Limitations of the Study

The study offers several important findings yet there are some limitations to it as well. Potential weaknesses and problems identified with the study include:



- The nature of the study sample and the use of qualitative interviews to collect data from the purposeful study sample does not allow for the generalization of the findings on the effectiveness and functionality of ward committees in general and to their role in the development process across municipalities. Qualitative findings to this study are highly context and case dependent to Matlosana Local Municipality.
- Notwithstanding the permission granted by the municipal council to collect data from the purposeful sample, the noted challenge was the unavailability and restricted accessibility and analysis to key documents which include council's minutes and comprehensive reports on ward committees compiled by the council and the comprehensive organisational structure of ward committees. Failure to have access to such documents and their availability limited the data collection for the study wherein the study could not use leads from those crucial documents that could have been of great importance for the study.

1.8 ETHICS OF THE STUDY

Eisner and Peshkin (1990) in Kvale (1996:117) point to “the sensitivity to identify an ethical issue and the responsibility to act appropriately in regard to such issues” as the role of the researcher in any study.

For the purpose of this study, the following ethical issues identified by Kvale (1996: 109 – 121), Bless and Higson-Smith (2000:100–101) and Leedy and Omrod (2005: 101:104) that is: obtaining the informed consent, the right to privacy and voluntary participation, confidentiality and anonymity and lastly the handling of consequence and after-effects of the findings; all these were upheld during the collection, analysis and reporting of data in this study.

In order to obtain the participants' informed consent to participate in this study, the researcher outlined the nature of the study by explaining, in the request letter to the Municipal Manager of Matlosana Local Municipality, the research objective and underlying objectives. The office of the Council's Speaker was consulted to have access to Ward Committee documents and reports of case study's Ward Committees.

An equal relation between the researcher and participants was committed to and the researcher further committed to uphold the right to privacy and the right to participate voluntarily in the

study by participants. To this effect, the study kept the nature and quality of participants' responses strictly confidential.

Selected wards are given reference numbers i.e. A1, A2, A3 and A4 (performing wards category) and B1, B2, B3 and B4 (non-performing wards category) to ensure anonymity. Names and identifying features of participants have been withheld to protect confidentiality of Ward Committees participants in the study.

To handle the after-effects of the study, confidentiality was increased by having no individual identification of the participants and results were discussed in terms of aggregates rather than individual respondents. Interviewed Ward Committee members were made aware that data collected and analysed will be used solely for the purpose of the study and that data will not be traced to any participant.

Written permission to conduct the study was obtained from the Municipal Council through **Council Resolution CC 15/2009 (Par. 9.2)** (see Annexure). The study acknowledged all cited literature and works which are not the researcher's own. The study also sought consent of participants to report on deductive reasoning from interview transcripts developed during the interview stage. In general terms, the accepted ethical rights of the participants which the researcher respects were upheld for the purpose of this study.

1.9 SCOPE OF THE STUDY

The study is organised into five chapters.

CHAPTER ONE

This chapter provides the general introduction to the entire study as well as the statement of the problem, the objectives of the study, central argument, rationale, research design and methodology, study limitations, the ethical considerations and scope of the study.

CHAPTER TWO

This section entails definition of concepts and a review of literature pertinent to the study.

CHAPTER THREE

Focuses on the socio-economic status of the Matlosana Local Municipality, the Municipal organizational structure, the organizational structure of ward committees, population and service provision figures, poverty and employment rate per sector and the municipality's drive to enhance community participation for the benefit of the development process.

CHAPTER FOUR

Deals with the social characteristics of the participants i.e. ward committee chairpersons and sampled ward committee members; the organisational structure of ward committees in the municipality and the analysis of the findings on the investigation of the functionality and effectiveness of Ward Committees in the Matlosana Local Municipal's development process and the identification of militating factors which may hamper the Ward Committees' functionality to realize effective community participation .

CHAPTER FIVE

The chapter provides the summary and implications of the main findings of the study for Matlosana Local Municipality. The chapter also captures the recommendations, to be considered by Matlosana Local Municipality in an attempt to strengthen the functionality and effectiveness of Ward Committees, as well as the endeavour to capacitate these committees for their developmental role in the development process of the Municipality.

1.10 SUMMARY OF THE CHAPTER

This chapter provided the introduction to the study and the statement of the research problem in relation to functionality and effectiveness of Ward Committees and the research methodology used to investigate the role and impact of Ward Committees in the development process of Matlosana Local Municipality.

The chapter also provided the primary objective of the study which is to investigate the functionality and effectiveness of ward committees in Matlosana Local Municipality and more specifically to analyse their capacity, roles and functions to promote community participation and involvement of community members in matters of governance in the Municipality.

The chapter further outlined the central argument of the study that ward committees need to be fully capacitated and empowered to be functional and effective in order to facilitate participatory democracy and community participation in matters of local governance. The chapter also covered the rationale of the study which is in the main the investigation of the effectiveness and functionality of ward committees and their role in the development process of Matlosana Local Municipality and also cited the relevance of the findings to assist in a better understanding of the operations of ward committees in local governance in general.

The chapter also provided the research design and methodology undertaken by the study, including the study limitations, ethics and the scope of the study.

CHAPTER TWO

DEFINITION OF CONCEPTS AND REVIEW OF THE LITERATURE

2.1. INTRODUCTION

This chapter provides the definition of key concepts and review of literature pertinent to functioning of Local Government. These concepts include: development, community participation, local government, developmental local government, local governance, municipality, ward committees and Integrated Development Forum. The aim in this chapter of the study is to generate the understanding of the functions of the developmental local government, policy and legislative framework that institutionalize participatory democracy and governance and the functions and roles of ward committees in the development process. The discussions further focus on the roles and functions of Ward Committees in key municipal processes and their contribution to enhance participatory democracy at Local Government level.

2.2. DEFINITION OF CONCEPTS

2.2.1. Development



Korten (1990) as quoted by Davids, et al. (2009: 160) defines development as “a process by which members of society increase their resources to produce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations”.

From the human well-being perspective, development is defined as “participation of the people towards reaching self-reliance and participation in their evolving (well-being) with freedom and ability in a manner they determine” (Davids et al. 2009: 163).

The definition of development above entails the comprehensive aim of increasing the level of human well-being and the basic ideal of providing a better life to the people. For the purpose of this study, development implies the increase of humanness and the strive for the satisfaction of human basic needs, comprehensive participation in matters of governance and joint decision-making to enhance the capacity of the people to take control of the well-being of their lives and to move away from the condition viewed as less human towards increased choices to achieve a decent living standard (Thirlwall, 2003:19, Davids, et al.2009:32-33, Kambhempati,2004:15 and Todaro and Smith , 2006 : 17, Sen, 1999:87).

For the purpose of this study, development means ‘a people-driven process that contributes to the increasing level of human well-being and their participation to increase their capacity for fulfilment of basic needs to improve the quality of their lives.’

2.2.2. Community participation

Paul (1987) in Van der Waldt and Knipe (1998: 142) defines community participation as “an active process in which the clients, or those who will benefit, influence the direction and implementation of a development project aimed at improving the welfare of the people in terms of income, personal growth, independence and other values regarded as valuable”.

This implies that people who are the intended beneficiaries of the development process should be at the centre of the development effort and they should participate in giving meaning to their own development using their convictions and real life experiences (Davids, et al. 2009: 32 – 33). Similarly, Coetzee, et al. (2001: 469) define participation as “people involving themselves to a greater or lesser extent in an organization indirectly or directly concerned with decision-making about, and implementation of development”.

Community participation entails what Burkey (1993:56), Liebenberg and Steward (1997: 125) and Van der Waldt and Knipe (1998: 142) point to as ‘the involvement of community members in the decision-making and implementation of the development process with the aim of improving their living standards using their convictions and life experiences to address the circumstances and problems identified in their own communities’. The purpose of such involvement is to effectively and efficiently increase the development of their human well-being. For this study, community participation is defined as the formal involvement of community members in local governance matters that are aimed at bringing development or improvement to their human well-being. Community participation entails the empowerment of community members and capacity building of participatory structures to enhance participatory democracy at the local government level.

2.2.3. Local government

Van der Waldt and Knipe (1998: 142) and Van der Waldt, et al. (2007: 14) define Local Government as “a decentralized representative institution with general and specific powers devolved upon it and delegated to it by central or provincial government, in respect of a geographical area within a nation or state”.

Similarly, Van Niekerk, et al. (2001:77) define Local Government as “an institution that the central government has established by law for the residents of a particular area and has the jurisdiction to exercise legislative authority in an area that has been demarcated by law and is autonomous, in limits of legislation by central and relevant provincial governments, and has the powers and authority to provide services to residents in its area of jurisdiction in an attempt to promote their human well-being”.

For the purpose of the study, Local Government means the sphere of government that directly serves the needs of communities at the lowest levels of government or the grass roots level. In other words, Local Government is the level in the government hierarchy created to bring government to the local population of a particular area in order to give citizens the opportunity to participate in the governance processes and the nature and extent of government services that need to be delivered to communities to improve their human well-being.

Section 152 (1) (a-e) of the Constitution of the Republic of South Africa provides the following as the objects of Local Government:

- To provide democratic and accountable government for local communities
- To ensure the provision of services to communities
- To promote social and economic development
- To promote a safe and healthy environment; and
- To encourage the involvement of communities and community organisations in the matters of local government.

2.2.4. Developmental Local Government

The White Paper on Local Government (1998: 17) defines the Developmental Local Government as “a local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic, and material needs and improve the quality of their lives”. Mokale and Scheepers (2006:14) and Coetzee, et al. (2001:318) point out that developmental local governments are instituted for each demarcated or municipal area “as decentralized representative institutions to coordinate all development activities within their area of jurisdiction”.

The developmental local government seeks to democratise local government and to transform local governance in order to meet the provision of Section 152 (E) of the Constitution of the Republic of South Africa which, *inter alia*, is to encourage the involvement of communities and community organisations in the matters of local government with the view of improving the standard of living and quality of life of community members. In other words, the key elements of developmental local government are development and active participation of citizens in the affairs of local government.

The operational meaning of developmental local government in the context of this study is a decentralized representative level of government instituted for each municipal area which is mandated to facilitate the development process and enhance participatory democracy at local government level with a new focus on improving the lives of citizens within the demarcated area and to promote the economic and social development of that community.

2.2.5. Local Governance

Van Niekerk, et al. (2001:64) point out that governance refers to “the establishment of government structures within the context of the state to ensure that services are rendered to communities to ensure that their general welfare and quality of life are improved”. Similarly, Mhone and Edigheji (2003: 36) state that governance means ‘the co-operative, inclusive and consultative form of interaction between the state and non-state actors’ while Atkinson (2002:2) defines governance as ‘the environment in which government functions and its relationship with outside stakeholders’. In general terms governance refers to the ordering of communities by a public authority, that is the government, and in order to comply with its objectives it is essential to create structures to give effect to the needs, wants and the desire of the people.

In the context of local government in South Africa, good governance in all three spheres of government is characterised, *inter alia*, by the following indicators prescribed in the Municipal Structures Act and Municipal Finance Management Act: openness and transparency; adherence to the Bill of Rights; deliberation and consultation; answerability and accountability and monitoring of government activities for accountability (Van Niekerk, et al. 2001:65-66 and Van Donk , et al. 2008 ; 436). This implies that local governance deals with the inclusion and representation of all sectors and groups within the society/community to ensure the accountability, integrity and transparency of local government’s action in defining and pursuing

the objectives of development to bring improved quality of life to the citizens. To this effect, Coetzee, et al. (2001: 474) and Mokale and Scheepers (2006: 15) point out that through local governance the local authority 'moves beyond' the regulation of activities within its domain and transforms into a more consultative approach with the participants or beneficiaries of development to enhance participatory democracy in local government.

Local governance is about decision-making and problem solving; focus on interaction between the legislative administration, structures and processes in accordance with the needs of the beneficiary communities and the value that people think should be added to their lives. For the purpose of this study, local governance means the establishment of structures and mechanisms in the local government to promote community involvement and increasing the capacity of communities and their relationship with local government authority to ensure that services rendered to communities promote their general welfare and the quality of their lives. In other words, local governance is the environment created by local government to foster relationships with communities and other stakeholders for the benefit of the developmental process at local government level. Local governance seeks the empowerment of citizens to take charge of their own development in partnership with local government.

2.2.6. Municipality

Chapter 2 (2) of the Local Government Municipal Systems Act (No. 32 of 2000) defines a municipality as “ an organ of state within the local sphere of government exercising legislative and executive authority within an area determined in terms of the Local Government: Municipal Demarcation Act, 1998. The Municipality consists of the political structures and administration and the community of the municipality”.

Van der Waldt, et al. (2007: 5) further point that, when a municipality is referred to as a geographic area, it means a municipal area determined in terms of the Municipal Demarcation Act.

For the study's purpose, a municipality refers to the area of jurisdiction of a local government and an organizational unit of local government that has the decentralized functional structure that functions at the local sphere of government to provide the basic needs and services to communities and promote social and economic development of the communities they serve.

Section 153 (a) (b) of the Constitution of South Africa points to the development duties of municipalities which are: to structure and manage its administration, budget and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community and to participate in national and provincial development programmes.



2.2.7. Ward Committee

DPLG (Constitution of Ward Committees) defines a ward committee as “a community based structure inclusive of all organisations, sectors and the independent individuals within the community. It is a forum created to facilitate and represent community interests to the council and is a voluntary structure which is transparent and accountable to the community and defined by the needs and conditions of the community and more importantly serves as a link between the community and the council”.

Bekker (1996:16) and Putu (2006:9) point out that a ward committee is “a community- elected area committee within a particular decentralized representative institution i.e. municipality boundary, with a general and specific functions devolved on it in respect of an identified restricted geographical area within a municipality”. Similarly the Department of Provincial and Local Government (DPLG) (2005: 20) defines a ward committee as ‘an area based committee whose boundaries coincide with ward boundaries’.

The Municipal Structures Act, Section 73 (2) points out that a Ward Committee consists of the ward councillor representing that ward in the municipal council, who must be the chairperson of the committee, and not more than ten (10) other persons. The objective of a Ward committee is to enhance participatory democracy in local government.

In the context of this study, Ward committees are defined as participatory structures created in a ward to enhance participatory democracy and facilitate the active involvement of community members in the decision making process regarding issues of governance in the local government and are official specialized participatory structures within the municipality and not structures of the municipal council. Ward committees are non-party political committees and are seen as the vehicle for deepening local democracy and the instrument through which vibrant and effective community participation can be established.

2.2.8. Integrated Development Planning Forum (IDP Forum)

The IDP Representative Forum is a structure for community participation created in terms of the provisions of Chapter 4 (Section 15) of the Municipal Planning and Performance Management Regulation of 2001. It is the structure which institutionalizes and guarantees representative participation of stakeholders in the Integrated Development Planning and performance management processes in the municipality.

The forum is constituted of the members of the executive committee / mayoral committee with the executive mayor as its chairperson. Other members include: members of the executive committee/mayoral committee and the committee of councillors including those who are members of the district council and relevant portfolio councillors' ward committee chairpersons, heads of department (Municipal senior officials), stakeholder's representatives of both organised and unorganized groups within the communities, community representatives and community development workers, resource persons and traditional leaders.

DPLG (2005: 16) and DPLG (2007: 62) describe the IDP forum as a structure that operates at community based planning level, which seeks to actively involve the community in the planning process of development and review of the municipality's Integrated Development Plan.

The IDP forum is responsible to:

- Provide an organizational mechanism for discussions, negotiation and decision-making between stakeholders and municipality about development.
- Ensure communication between all ' representatives in the development process and the municipality
- Monitor the performance of the planning and implementation of the municipal development processes.

To supplement and enhance to the roles of Ward Committees in the development process of municipalities , IDP Forums are created to enhance community participation in monitoring, measuring and reviewing municipal performance in the development process, and more importantly to enhance representation and participation of key role players and community organisations in the IDP processes at local government level.

2.3 LEGISLATIVE AND POLICY PROVISION FOR COMMUNITY PARTICIPATION AND WARD COMMITTEES

2.3.1 Legislations

The right for communities to participate in the processes of local government is embedded in Parliamentary Acts and policies that mandate local government to institutionalize community participation in their governance. As Putu (2006: 15) points out, ‘the legislative framework obliges municipalities to promote and create conditions for such an involvement as a fundamental right of all people within the municipality’.

To this effect, Local Government in South Africa has been mandated and guided by legislations and policies that promulgate the promotion of participatory democracy through the establishment of mechanisms and structures, including Ward Committees, in municipalities. Amongst others, these include:

2.3.1.1 The Constitution of the Republic of South Africa (ACT NO. 108 OF 1996)

Chapter 7, Section 152 (1) of the Constitution sets out the objects of Local Government which is to: encourage the involvement of communities and community organisations in the matters of local government. The Constitution through this provision seeks to democratize local government and further promote participatory democracy for the socio-economic development of municipalities.

Chapter 10, Section 195 (E) of the Constitution equally points out that one of the basic functions of the municipalities is to respond to the needs of their communities and to encourage the public to participate in policy making. This is one of the basic principle and value governing public administration of which a municipality, as an administrative organ of the local government, is part.

In this case, the Constitution through this section provides for local government to be closer to and be accountable to the people as well as to promote good governance aimed at holding local government accountable to the communities they serve.

2.3.1.2 Local Government: Municipal Structures Act NO. 117 of 1998.

Chapter 3 (Section 19) of the Structures Act obliges the municipal councils to strive within their capacity to meet the objectives of Local Government as set out in Section 152 of the Constitution. Further, this Act in Sub-section (3) promulgates a municipal council to develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers. This means that municipalities are responsible to develop a culture of governance that will enhance participatory democracy and contribute to the achievement of their objectives.

Chapter 4 (Part 4), Section 73 of the Structures Act requires the establishment of Ward Committees. In terms of this Act, Section 72 (3), the objective of Ward Committees is to enhance participatory democracy in Local Government. Ward Committees are created as participatory structures, within the municipalities, to enhance community participation of local communities in the affairs of the municipality.



2.3.1.3 Local Government: Municipal Systems Act NO. 32 of 2000

Community participation and involvement in the processes of the municipality is a right for members of the community. This is contained in Chapter 2, Section 5 (1) of the Municipal Systems Act which proclaims that members of the local community have the right through mechanisms, and in accordance with processes and procedures provided for in terms of this Act and other applicable legislation, to contribute to the decision-making processes of the municipality. The provision further entitles community members to submit written or oral recommendations, representations and complaints to the municipal council or to another political structure or a political office bearer or the administration of the municipality and must be informed of the decisions of the municipal council and are also entitled to receive regular disclosure of the state of affairs of the municipality.

To this effect, Chapter 4, Section 16 (1) (a) and (b) of the Act calls for municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and for this purpose encourage and create conditions for local community to participate in the affairs of the municipality including the preparation, implementation and the review of the IDP of the municipality.

Further, this Act through Chapter 4, Section 17 (1) mandates that participation by the local community in the affairs of the municipality must take place through political structures for participation, using the mechanisms, processes and procedures for participation in municipal governance, councillors and other mechanisms created by generally applying the provision for participation as provided for in this Act. In essence, the Act requires that municipalities should develop mechanisms, processes and procedures for community participation.

2.3.1.4 Local Government: Municipal Finance Management Act NO. 56 of 2003

The Act calls for community participation during the publication and consultation in the municipal annual budget process for the community to know and submit presentation in accordance with the provision of Chapter 4 of the Municipal System Act. To this effect, Section 22 (a) of the Municipal Finance Management Act provides that immediately after the publication of annual budgets the municipal accounting officer should invite the local community to submit representations on the budget before its adoption by the municipal council. Section 23 (1) (a) of the Act directs the municipal council to consider the views of the local community when the annual budget of the municipality is formulated.

Both sections draw specific attention to the fact that municipalities should ensure that participation is promoted and facilitated in processes related to how resources of the municipality are to be used. In other words, community participation is mandatory in resource allocation and fosters accountability by the municipalities to the communities.

2.3.1.5 Development Facilitation Act NO. 67 of 1995

This Act is among the initial enabling legislations for community participation in the planning process of local government's development process. The intention of this Act is to facilitate and promote community participation in the development process.

Community participation is sought in this Act through Section 27 (4) (a) in promulgating that 'land development objectives must be set in a manner in which members of the public and interested bodies shall be consulted'. Through this provision, community participation is enforced by placing responsibility on the local authority to prepare objectives that will define the nature and extent of development over a particular period within a municipality and how community participation will be effected.

All the cited provisions of pieces of legislation describe and provide the framework for how Local government should interact with communities to promote and enhance participatory democracy intended to establish good governance at local government level. Equally, the provisions of these Acts as cited point to the legal impetus given for community participation in developmental local government.

As Houston, et al. (2001:211) noted, these provisions have two consistent themes, *viz*:

- the developmental role of local authority in planning, implementing and monitoring of development, and
- the obligation imposed on local authorities to consult with residents, communities and other stakeholders in the performance of local authority functions

Local governance and its basic component i.e. community participation, is equally a policy matter, and its establishment is supplemented in the following (local government) policy frameworks.

2.3.2 Policy provisions for Community Participation

Apart from it being a Constitutional imperative, community participation is regulated and given impetus through the following policy provisions:

2.3.2.1 The Reconstruction and Development Programme (RDP): Policy Framework (1994)

In its very nature, the RDP is a people-driven process (ANC, 1994:5) thus the focus of the programme is working with the people in an attempt to meet their most immediate needs. Development in this regard entails the delivery of the needs to an active citizenry through their active involvement and growing empowerment. This approach basically points to the need for the people to be involved in the process of realizing a better life and increased humanness.

The RDP recognizes that community participation entrenches participatory democracy at local government level and this is premised on one of its principle of democratizing society. This principle requires that there should be fundamental changes in the way policy is made and implemented and also mandates the need for people to participate in the transformation and decision making processes and more importantly to contribute to the development as a primary objective of the RDP (RDP, 1994: 6 and Parnell, et al. 2002 : 59).

The RDP (1994:10) points that “to meet this objective, community participation and empowerment is vital and together the two processes will give the people control of the development process and also increase their ability to meet challenges and to mobilize resources for their own development”. This principle reflects the commitment to grass roots and bottom-up development which is driven and owned by communities.

2.3.2.2 DPLG: The White Paper on Local Government (1998)

The White Paper on Local Government (1998:17) has democratizing development, empowering and distribution of development resources as one of the four characteristics of developmental local government. Embedded in this characteristic is the central role of municipal councils in promoting local participatory democracy by promoting the involvement of citizens and community groups in the design and delivery of municipal programmes. In other words, municipalities are encouraged to seek the promotion of participation of mostly the marginalized and excluded groups within their societies and include them in the local governance processes.

Similarly, Section B, paragraph 3.3. of the White Paper (1998: 24 – 25) points to the need for participation by community members as participants in the policy process of the Integrated Development Planning (IDP). This entails working together with local citizens to make the IDP Plan work and be useful. Municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation as well as in decision making and implementation.

Community participation in the developmental local government can be encouraged through:

- Forums initiated from within or outside local government to allow policy initiation, influence and formulation as well as monitoring.
- Structured stakeholders’ involvement including communities in some of the council’s committees.
- Support for organisational development associations, particularly in poor and marginalized areas where skills and resources for participation may be less developed. (White Paper, Section B, Paragraph 33: 25).

Finally, it is for this purpose that the White Paper (1998: 17) defines developmental local government as ‘local government committed to working with citizens and groups within the

community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives'. To realize this vision, the DPLG (2005: 13) and White Paper (1998: 24) point out that local government, through municipalities, has a central role to build local democracy by developing strategies and mechanisms to continuously engage with citizens, business and community groups as participants in policy process and to all partner in resource mobilization.

2.3.2.3 Local Government: Municipal Planning and Performance Management Regulation (2001)

In terms of Chapter 4 (Section 15) of this regulation, community participation is obligated with respect to the Integrated Development Planning and in the performance management of the various processes of the municipality. Sub-section 1 (a) of Chapter 4 of the regulation mandates municipalities to establish a forum (IDP Forum) that will enhance community participation, in the absence of an appropriate municipal-wide structure for community participation, in the drafting and implementation of the municipality's Integrated Development Plan, its monitoring, measurement and review of the municipality's performance in relation to the key performance indicators and targets set by the municipality.

Sub-section B of this regulation further call for consultation of community members in the formation process of IDP Forum and representation from Ward Committee and identified persons to ensure that the forum is representative of the composition of the local communities of the municipality. The process of involving the community is prescribed by Chapter 4 of the Municipal Systems Act, aimed to establish mechanisms, processes and procedures for community participation.

Although Section 3 of the Regulation assigns the process of amending the Integrated Development Plan to a committee of the municipal council or member, Section 3 (4)(b) of the Regulation brings the prescript for community participation by pointing that no amendment to a municipality's IDP Plan may be adopted by the municipal council unless the proposed amendment has been published for public comment for at least 21 days in a manner that allows the public an opportunity to make representation with regard to the proposed amendment.

In essence, the regulation requires that a municipality must involve the community in setting targets and performance indicators and in the review of the municipal performance in the

development process and further to enhance participatory democracy in the affairs of the municipality.

2.3.2.4 Department of Provincial and Local Government (Notice 965 of 2005)

The Gazette No. 27699 was published to provide Guidelines for the Establishment and Operation of Municipal Ward Committees and it points to the key responsibility of Ward Committees, which is to enhance public participation in local government decision making and the desire that Ward Committees entrench and maintain the spirit of public participation in the community development (DPLG, 2005: 4).

Section 4 (1) of the Notice states that the object of Ward Committees is to enhance participatory democracy in local government, and Section 5(1) highlight the functions and powers of the Ward Committees and key amongst their functions is to ensure active participation of the community in, *inter alia*; the integrated development planning process, municipal annual budget process and services provision. In other words, Ward Committees are set up to increase the participation of residents in a ward in all democratic decision-making processes of the municipality.

2.3.2.5 National Policy Framework for Public Participation (2007)

DPLG (2007:15) defines community participation as “an open, democratic process of engaging the people within the community to plan, decide, exchange views and play an active part in the development process and operation of services that affect their lives”.

In light of this understanding, community participation is a basic component for local governance and it is promoted by this policy basically for the following reasons (DPLG, 2007: 15)

- It is a legal requirement to consult and engage communities in the development process.
- Community participation could make development plans and services more relevant to local needs and their conditions and can promote community action to take responsibility of provided services, and
- To empower communities to take control of their own lives' and livelihoods.

Chapter 3 of the Policy Framework (DPLG, 2007: 22 – 28) points to key annual issues of the municipalities that require community participation , they are : municipal budget process, Integrated Development Planning, analysis of the performance of the municipality and the

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tabling and analysis of the municipal annual report. Pertinent sections of pieces of legislations relating to key annual statutory processes entailed in the policy include the following:

Budget Process: Section 21(1)b of the Municipal Finance Management Act No 56 of 2003 obliges the Mayor of a municipality to table in the municipal council a time schedule outlining key deadlines for any consultative processes forming part of the preparation, tabling and approval of the annual budget and review of the integrated development plan.

Integrated Development Planning: Section 3(4) (b) of the Municipal Planning and Performance Regulation of 2001 demands the opportunity for community members to make representations on proposal amendments to the IDP by the municipal council.

Performance Management System: Section 41(1) (e) of Municipal Systems Act of 2000 prompts the municipality to establish a process of regular reporting to the public and appropriate organs of state.

Municipal Annual Report: Section 46(3) of Municipal Systems Act of 2000 points out that the municipal manager must, by prior notice to the media, inform the local community of the meeting or meetings of council at which the municipality's annual report is tabled or discussed in the council meeting open to the public.

It is through the cited legislative and policy frameworks that community participation is recognised as the key component of participatory governance and democracy and one of the building blocks of good governance in the developmental local government, particularly at municipal level.

2.4 THE IMPORTANCE OF COMMUNITY PARTICIPATION IN THE DEVELOPMENT PROCESS OF DEVELOPMENTAL LOCAL GOVERNMENT

The Local Government: Municipal Structure Act No. 117 of 1998, Part 4, Section 72(3) states the object of a ward committee which is to enhance participatory democracy in local government. This is one of the key policy function of Ward Committees and it has a direct link with the objects of Local Government as contained in Chapter 7, Section 152(1)(a – e) of the Constitution of the Republic of South Africa. The object of Local Government as detailed in the Constitution include, *inter alia*;

- To provide democratic and accountable government for local communities.
- To ensure the provision of services, in a sustainable manner, to communities.
- To promote social and economic development, and
- To encourage the involvement of communities and community organisations in the matters of local government

It is on the basis of this link that the Structures Act 1998 (Section 73) makes provision for the establishment of Ward Committees as a mechanism for encouraging community participation in municipal matters and for them to function as representative structures, on behalf of the community, in the decision-making, planning, development projects, the Integrated Development Planning, performance management and resource allocation as statutory processes of the municipality (DPLG, 2005: 20). Community participation thus forms the integral part of local democracy and local governance and it is a legislative requirement for the local community to be drawn into the municipal planning processes.

To achieve this, through Chapter 4, Section 16(1) of the Municipal Systems Act No. 32 of 2000 municipalities are obliged to develop a culture of municipal governance that complements formal representative government with a system of participatory governance, with the purpose of encouraging and creating conditions for the local community to participate in the affairs of the municipality.

DPLG: *Policy Framework for Public Participation* (2007:54) points to Ward Committees as the most important structures for participatory governance and one of the strategies used to deepen community participation, consultation and involvement in matters of local governance. Mindful of the responsibilities of Ward Committees and the intention for Ward Committees to engender and maintain the spirit of public participation in communities, the Guidelines for the Establishment and Operation of Municipal Ward Committee (Notice 965 of 2005) was Gazetted by the Department of Provincial and Local Government for the purpose of providing uniform and simplified guidelines to ward committee members, councillors and metropolitan and local municipalities for the establishment and operations of ward committees (DPLG, 2005: 4).

Section D (2.3.3.) of the White Paper on Local Government (1998: 65) points out the central role of Ward Committees which is to facilitate local community participation in decisions which

affect the local community, the articulation of local community interests and the representation of these interests within the local government system. Thus, ward committees provide a structured channel of communication between communities within the municipality and their representatives at ward level.

It is within these policy frameworks that ward committees are regarded as participatory structures responsible for enhancing participatory democracy and governance in the local government sphere, particularly at municipal level. As Van Donk, et al. (2008: 526) points out “...when there is reference to community participation in local government, we are directed to Ward Committees as the vehicles for engaging communities in municipality’s decision making”. This assertion points to the relation between Ward Committees’ responsibility and community participation as the core components detailed in the object of developmental local government and the attempts to bring about development at the municipality level.

As pointed out in the central argument of this study in chapter one, Ward Committees need to be fully capacitated and empowered in order for them to be more effective and functional to perform their developmental mandate and contribute to the developmental process in the municipality.

2.5 THE FUNCTIONS, ROLES AND RESPONSIBILITIES OF WARD COMMITTEES

2.5.1 Functions and duties of ward committees

Ward Committees have duties and powers such as the council may delegate to them in line with Section 59 (1) (b) of the Local Government: Municipal Systems Act of 2000, which promulgates for municipal councils to develop a system of delegation that will maximize administrative and operational efficiency by instructing any such political structure, political office bearers or staff to perform any of the municipality’s duties.

Section 74 (a) of the Municipal Structures Act of 1998 clearly indicates the primary function of a Ward Committee which is to make recommendations on any matter affecting its ward to the ward councillor or through the ward councillor, to the metro or local council, the executive committee, executive mayor or the relevant sub-committees of the council. In this regard, a ward committee functions as a formal communication channel between the community and the municipal council by transmitting issues raised by the communities as they manifest in the ward to the municipal authority.

In terms of Section D (2.3.3.) of the White Paper on Local Government (1998: 65) the establishment of Ward Committees should strengthen the support to ward councillors and build accountable and effective local political leadership. This implies that Ward Committees must strengthen the accountability of ward councillors to community members and central to this function will be the facilitation of local community participation in decisions which affect the local community.

In line with this section, the well-functioning ward committee primarily has a representative role to play as a bridge between the municipal council and the community and is a conduit for citizen's participation in the decision-making process of the municipality. To this effect DPLG (2002:51) points out that Ward Committees must strive to carry out the mandate suggested by Section 17 (2) of the Municipal Systems Act of 2000 which seeks the ward committees' involvement in:

- the receipt, processing and considerations of petitions and complaints lodged by members of the community
- notifying the public about issues being considered by the council and processes that allow for public comment
- public meetings and hearings by councillors and municipal officials.
- regular sharing of information on the state of affairs of the municipality through proper consultation and engagements.

These functions point to the relation between Ward Committees and the municipal council's decision-making. Through this relationship, municipalities are empowered to embark on community participation processes, mechanisms and procedures in a manner that will strengthen and facilitate local governance and accountability between municipal officials and communities. DPLG (2005:38) and Nyalunga (2006:045) further explain the roles of Ward Committees to be the increase and facilitation of community participation of local residents in local governance of the municipality, as they are a direct participatory link with the council and have a representative role on behalf of the local ward.

Ward Committees can, subject to the power delegated to them, identify and initiate local development projects intended to improve the lives of the people in the ward. They have a

supportive role towards the councillor in resolving disputes within the ward and raise issues from community members, pertinent to their ward, and are supposed to be involved in community awareness campaigns initiated by the municipal council. Ward Committees also have to identify and utilize the skills and resources that exist within communities for the benefit of ward's development.

The functions and roles of Ward Committees must be aimed at achieving the objects of Local Government and more specifically be aimed at realizing the following outcomes: to enhance economic development and empowerment of communities; improving social cohesion, nation building and integration of communities and more importantly, to enhance participatory local democracy and accountability (DPLG, 2009: 18). This can be achieved through engagement in activities as outlined in DPLG (2009: 19), they include:

- Organizing ward committee and community meetings and attending council consultation and sectarian and feedback meetings to provide responses from the council on reported and recorded complaints from the community.
- Visiting and working together with community and sector organisations for the purpose of gathering information, intervention, networking and community mobilization.
- Participating in IDP Review and IDP Representative Forum with the intention of liaising with residents, to identify development priorities and to co-ordinate the IDP process at ward level.



Ward Committees have also a consultative function since they cannot take any binding decision in relation to the municipal council operation and as Geldenhuys (1997: 70) put it 'they only link the council and the people in a specific ward'.

In meeting this function, municipalities can use Ward Committees to clearly communicate to citizens matters on which the council requires input from the community members. Mokale and Scheepers (2006:37) and Nyalunga (2006: 044) put forward that consultation by the municipal council is mandatory in that municipalities must communicate to communities what their rights and duties are and must regularly inform community members about matters of the municipality, and consult with communities in respect of development and service plans. A Ward Committee's function is to facilitate this communication process.

2.5.2 The roles and participation of Ward Committees in the core business of the municipality.

The roles of Ward Committees, apart from those discussed in their functions, are also espoused in the core municipal's responsibilities, and key to those are the municipal budget process and Integrated Development Planning. In both responsibilities, community participation can be realised through the Ward Committees (DPLG, 2005: 56 – 61 and DPLG, 2007: 54 – 55).

2.5.2.1 The Municipal Budget Process

The Municipal Finance Management Act No. 56 of 2003 Section 22 (a) (1) calls for participation of the local community to submit representations in connection with the municipal budget. The municipal budget process must be inclusive of Ward Committees' participation. Ward Committees in this respect are required to have representation on the municipal audit committee (DPLG, 2007: 55). Other engagements and participation of Ward Committees in the budget process may include: budget hearings per ward with specific feedback on their submissions, and outreach to ward committees to consult with the entire community by mayoral and finance committee teams (DPLG, 2005: 59).

2.5.2.2 Integrated Development Planning

Chapter 4 Section 16(1) (a) (ii) of the Local Government Municipal: Systems Act 32, 2000 obligates municipalities to create conditions for local community participation in the affairs of the municipality, including the establishment, implementation and review of its Integrated Development Planning in terms of Chapter 5 of this Act. The DPLG (2005:55-57) stipulates that such participation in the IDP processes be done through Ward Committees representation on the IDP Forum and Ward Committees should function to:

- Identify key needs and development priorities.
- Work together with other stakeholders e.g. council, to formulate appropriate strategies for development.
- Aligning resources with the development priorities within the ward.

Both the representative and consultative roles of Ward Committees will be realised by integrating Ward Committees into the IDP Forum as institutionalized structures that are

mandated to encourage community participation in the development process at the municipal level. The involvement of community members in council matters comes as a necessity for the council to have good relations with all communities. Ward Committees in municipality are established to allow communities to participate in the development process and for this purpose are integrated into the IDP Forum, and are tasked or delegated to harness the significant influence and community participation in policy making in the municipality (Local Government: Municipal Planning and Performance Management Regulation, 2001 (Section 15 1(a))).

Having outlined the roles and functions of Ward Committees, which is basically to realize the object of enhancing participatory democracy in local government, the concern for this study remains whether Ward Committees are capacitated and empowered to effectively foster community participation and involve communities in municipal affairs i.e. are Ward Committees sufficiently empowered to assist developmental local government to meet their constitutional mandate as contained in Section 152 (1) and 153 (a)(b) of the Constitution of the Republic of South Africa? In other words, are Ward Committees capacitated to be functional and effective to perform their developmental mandate in the development process of municipalities?

2.5.3 The Roles of Ward Committees

Apart from the generic functions and duties of ward committees discussed in the previous section, the DPLG (2005:38), Guidelines for the establishment and Operation of Ward Committees : Notice 965 of 2005 (DPLG ,2005:8), Smith (2009:10) Nyalunga (2006:044) and Van Donk ,et al.(2008:525-528) elaborate on the following as the roles of ward committees:

- Ward committees serve as official specialised participatory structures which create formal and unbiased communication channels and co-operative partnerships between the municipality and the community within the ward. This may be achieved through the dissemination of information in the ward concerning municipal affairs such as budget, performance management system (PMS), service delivery options and municipal priorities and any other key activities and programmes that impact on the lives of local people.
- To facilitate public participation in the processes of development, the review and the implementation management of the Integrated Development Planning (IDP) of the municipality. This implies that ward committees are tasked to increase participation of

local residents in municipal decision-making as they are a direct and unique link with the municipal council.

- To serve as a strategic mobilising agent for both the municipality and the community action within the ward through attending to all issues that affect and benefit the community and ensuring the active participation of the community in service payment campaigns, development planning process and decision-making about the provision of municipal services and by-laws.
- To act as an advisory body and make recommendations to the ward councillors on matters and policies affecting communities in the ward. In this case, the ward committees' role is to entrench democratization of the municipal decision making process.

In general, the role of ward committees is to facilitate interaction between communities and the municipal administration and they further play a key developmental role in the municipal processes and initiatives. As outlined in the DPLG (1998:48) the central role of ward committees is the facilitation of local community participation in decisions which affect the local community, the articulation of local community interests and the representation of these interests within the local government system.

In view of their role, functions and responsibilities, Ward Committees need to be fully capacitated and empowered to be more effective and make a meaningful contribution to enhance community participation regarding core municipal processes and performance. Mokale and Scheepers (2006: 35) point out that “empowerment and capacity of Ward Committees is basic in facilitating community participation and capacity building should be done by municipalities to define roles and responsibilities of Ward Committees”. This implies that well-functioning ward committees will provide the communities with a local access to municipal government and strengthen the accountability of the municipality to local residents.

2.6 SUMMARY OF THE CHAPTER

This chapter provided the operational definitions of key concepts and the review of literature pertinent to the study in order to ensure that a common understanding is created, and their relevance to the study. The chapter also outlined both the legislative and policy provisions that

informed the rationale and importance of community participation in the development processes of the municipalities. Key to the discussion was to outline the importance of community participation in the development process and the developmental role of ward committees in enhancing participatory democracy which is to institutionalize good governance in local government. In this context, the role of ward committees is understood as structures instrumental for enhancing participation within the broader context of municipal governance and as thus their functions, responsibilities and role must be in line with their policy framework.

It is within these policy frameworks that municipalities should strive for effective and structured community participation that can lead to meaningful involvement of the citizens in the development process intended to improve the human-well-being and livelihoods of the people as espoused in the Constitution. .

It was further pointed out, in this chapter, that participatory structures have a very important role of representation and consultation in key municipal processes that require participation so as to entrench community participation and promote participatory governance in the affairs of local government.



CHAPTER THREE

SOCIO-ECONOMIC PROFILE OF MATLOSANA LOCAL MUNICIPALITY AND THE ORGANISATIONAL STRUCTURE

3.1. INTRODUCTION

This chapter provides the demographic and socio-economic profile of the Matlosana Local Municipality. It is aimed at detailing the geographic location of the study area and outline the socio-economic profile i.e. population size and breakdown; poverty and unemployment levels; service provision figures and the main economic activities in the municipality.

The chapter also outlines both the political and organisational structures of the municipality's Integrated Development Planning and the composition of Ward Committees which covers the roles, functions and terms of reference for the Ward Committees, IDP Representative Forum, IDP Steering Committee and the distribution of roles and responsibilities of all role players in the process of IDP in the Matlosana Local Municipality. The discussion will further highlight the mechanisms and the procedures for community participation in the IDP process as one of the key responsibilities of the municipality.

3.2. MATLOSANA LOCAL MUNICIPALITY'S SOCIO-ECONOMIC PROFILE

3.2.1. Geographic location of the study area

The Matlosana Local Municipality was formerly called the City of Klerksdorp and the name was officially changed to Matlosana Municipality on the 1st of July 2005. The municipality is located in the south-eastern part of the North-West Province and covers the central part of the Dr Kenneth Kaunda District Municipality. The area covers about 3625km² and it is bordered by Tlokwe Municipality in the eastern part, Maquassi Hills Municipality area in the west, Ventersdorp Local Municipality in the north-east and part of the Free State Province in the south. The municipality is situated on the N12 Treasure Corridor linking the municipality with Gauteng Province in the east and Northern Cape in the south west (Matlosana IDP Review, 2009/2010: 2 and Spatial Development Framework, 2009: 5)

The Matlosana Local Municipality is made up of the four towns of Klerksdorp, the uranium and gold mining town of Stilfontein, Orkney and Hartbeesfontein. The municipality is demarcated

into thirty one (31) wards. Klerksdorp accounts for a total of fifteen (15) wards, followed by Orkney with eight (8) wards, Stilfontein area with a total of six (6) wards and Hartbeesfontein with only two (2) wards.

The municipality is classified as a Category B Municipality by the Municipal Demarcation Board as per Section 4.1. (1) and (b) of the Local Government: Municipal Structures Act of 1998 that determines the boundaries of the area of the municipality in terms of the Demarcation Act. According to Chapter 1, Section 9 of the Local Government: Municipal Structures Act No. 117 of 1998 a category B Municipality, as is the case of Matlosana Local Municipality, fits the following description: a municipality with a collective executive system, mayoral executive system and plenary executive system and all combined with a ward participatory system.

3.2.2. Population size and distribution

The North West Province comprises twenty one (21) municipalities and Matlosana Local Municipality is the second highest in terms of the population after the Rustenburg Municipality. The City of Matlosana has about 11, 8% of the North West population and is among the eight municipalities (in the province) that recorded an increase in population above the provincial increase of 2, 5% recorded during Census 2001 and the Community Survey of 2007 (Statistics South Africa, 2009: 7).

In terms of the population distribution by municipalities recorded in Census 2001, the City of Matlosana had an estimate of 359 202 people and with a population increase of about 7,4% recorded during the 2007 Community Survey the total population estimate is 385 728.

According to Stats SA/Global Insight, the largest concentration of the people in Dr Kenneth Kaunda District is situated in Matlosana Municipality, standing at 44,1% of the district's population. The percentage of people in the City of Matlosana, in the urban area, is 82, 2% and 11, 8% live in rural areas (Statistics South Africa, 2009: 8 and City of Matlosana IDP Review, 2009/2010: 166).

Table 3.1 (cf. page 37) captures the population size and distribution of Matlosana Local Municipality area.

Table 3.1 Population size and distribution

Population Group	Percentage	Total
Africans/Black	79,02%	283,848
White	17,82%	64,017
Coloured	2,79%	10,005
Indian/Asian	0,37%	1,332
Total	100%	359,202

(Source: Statistics South Africa/ Global Insight, 2009:7 Matlosana IDP Review, 2009/2010: 166)

3.2.3. Employment and poverty levels

From 1996 to 2001 the general poverty rate in the City of Matlosana increased by about 16% thus widening the poverty gap between different population groups (Matlosana IDP Review, 2009/2010: 172). The percentage of poverty, inclusive of households below the minimum living level of R1850, 00 per month, in the City of Matlosana is 56, 6% with a total of 6,9% living in absolute poverty and 15, 4% in moderate poverty (Matlosana Spatial Development Framework, 2009: 7).

With regards to unemployment rate, the Matlosana municipal area recorded the general increase of 15% between 1996 and 2004 mainly because of the 41% decline in mining employment in 1996 and a further 23% in 2001 in the same sector. The employment sector analysis points to mining and trade as leading economic activities within the municipality. Table 3.2.2.2.shows the economic activities and employment in terms of sectorial analysis of Matlosana Local Municipality (Matlosana Spatial Development Framework, 2009:7)

Although the municipality's economy is reported to be shrinking by an annual average of 0, 39% per annum due to declining fortunes in gold and uranium mining, the municipal's economic sectorial distribution (as captured in table 3.2.2.2.) contributes greatly to the Dr Kenneth Kaunda District Municipality's economy, viz: agriculture – 27%, mining – 64%, manufacturing – 39%, trade – 61%, services – 55%, construction – 75% and transport – 49% (Matlosana Development Framework, 2009: 8).

Table 3.2 Sector employment

SECTOR	EMPLOYMENT PERCENTAGE
Mining	45%
Trade	21%
Services	11%
Agriculture	9%
Manufacturing	7%
Construction	4%
Transport	2%
Electricity and Water	1%

(Source: Matlosana Spatial Development Framework, 2009:7)

3.2.4. The Levels of Services Provision

Table 3.3 (cf. page 39) captures the levels of service provision by the Matlosana Local Municipality. Data contained in the table serve to indicate improvements of services as noted in the 2001 census compared to what was registered during the community survey of 2007.

3.2.4.1 Housing

The municipality registered improvement in housing conditions and allocation as a result of the commitment by the Provincial Government to improve the welfare of the population. Matlosana Municipality recorded an increase of 1, 9% from the 65, 8% recorded during Census 2001 to 67,7 % during the 2007 Community Survey. There is also a notable decrease in the total of households living in informal dwelling from 31, 7% down to 21, 5% between 2001 and 2007 (Stats SA, 2009: 10). The decrease was brought by rapid movement from farm and rural areas to urban communities. Matlosana Local Municipality is also among the sixteen (16) municipalities in the province that had an increase in the proportion of dwellings owned and fully paid off. Of note is that the City of Matlosana is the fourth out of six municipalities that registered an increase in the proportion of rented dwelling standing at 30, 8% during the Community Survey from 26, 7 % during 2001 Census.

Table 3.3 Services provision figures

Services		Census 2001	Community Survey 2007
Housing (RDP)	Formal dwelling	65,8 %	66,7 %
	Informal dwelling	31,7 %	21,5 %
Water	Inside dwelling	27,6 %	52,4 %
	Inside yard	55,6 %	41,0 %
	Community stand :Less than 200m	6,4 %	4.1 %
Sanitation (Toilets)	Pit latrine	2.6 %	2,2 %
	Bucket toilets	16,6 %	23,7 %
	No toilets	5,5 %	1,9 %
Electricity	Lighting	81,1 %	85,1 %
	Cooking	52,1 %	71,8 %
	Heating	52,5 %	69,1 %
Refuse removal	Removal by municipality	88,4 %	90,4 %
	No removals	4,2 %	4,1 %

(Source: Stats SA, 2009:10-15)

3.2.4.2 Access to piped water

The Municipality recorded an increase in the provision of clean water above the provincial average of 89, 9% between 2001 and 2007. The total of piped water inside the dwelling/ yard and access to water provision to dwellings a distance less than 200m from the dwelling and greater than 200m from the dwelling stood at 98,7% during the 2001 Census. Currently, from the 2007 Community Survey, the municipality recorded a total of 97, 5% of water provision to the majority of households in the municipality.

3.2.4.3 Sanitation (Toilet facilities)

The North West Province registered a decrease in the proportion of households that use pit latrines from 47, 6% in 2001 down to 41,7 % in 2007 and equally there was a decline in the number of households using bucket toilets from 5, 1% in 2001 to 4, 2% in 2007. These decreases point to an improvement of sanitation provision throughout the province. In general, the provincial government managed to reduce the number of households that had no toilet facilities from 9, 6% in 2001 to 5, 8% in 2007 (Stats SA, 2009: 14).

In relation to the provincial statistics, Matlosana Local Municipality recorded an improvement in providing sanitation facilities in its area although its records are below the provincial average of 5, 8%. The specific records of Matlosana Local Municipality reflect the following: a decrease of 0,4% from 2,6% to 2,2% of households that use pit latrine between 2001 to 2007; a 7,1% decline from 23,7% to 16,6% of households using the bucket system during the same period and the difference of 3,6% of households from 5,5% of 1,9% that had no toilet facilities for the period under review. These figures indicate an improvement by the municipality in the provision of this basic service.



3.2.4.4 Provision of Electricity

Stats SA (2009:12) reflects that the province recorded an increase in the proportion of households using electricity for lighting, cooking and heating. Over the 2001 – 2007 period, there was an increase from 71, 8% to 82, 5% of electricity usage for lighting, 45,4% to 65,8% for cooking and a further improvement from 45,3% to 58,9% for heating.

For Matlosana Local Municipality there is a moderate improvement in the electricity provision of 4% from 81,1% to 85% increase of households using electricity for lighting coupled with a 19,7% increase from 52,1% to 71,8% of electricity usage for cooking and a further 16,6% increase in households using electricity for heating.

3.2.4.5 Refuse Removal

Table 3.3 indicates that between 2001 and 2007, the commitment by the municipality to ensure that the citizens lived in a healthy environment was evident from the recorded percentages of

households where refuse is removed by either the local authority or a private company. There was an increase of about 2% from 88, 4% to 90, 4% of refuse removal around the municipality and a further 1% decrease in the number of households which do not have refuse removal (Stats SA, 2009: 15).

3.3 INSTITUTIONAL ARRANGEMENTS

The political structure, leadership and administrative organisation and the governance structures of the Matlosana Local Municipality, key amongst them being ward committees, complement each other in ensuring that all these structures advance the broad developmental mandate of the Council as outlined in the Municipal IDP processes.

3.3.1 The political structures of the Matlosana Local Municipality.

The political structure/organogram reflects the municipal council as the highest decision making structure in the municipality. The Executive Mayor's office functions to provide political leadership and advance the transformation and service delivery programmes of the municipality (Matlosana IDP Review, 2009 /2010: 140). In performing these functions, the executive mayor is assisted by the Mayoral Committee comprising appointed councillors to head the following portfolios, that is: Infrastructure; Community Service; Health; Housing, Land Affairs and Town Planning; Public Safety; Corporate Service, Finance and Economic Affairs and Corporate Communication.

The Executive Mayor is further assisted by Chief Whips of different political parties to council and one Council Whip. The Council's Single Whip provides effective, transparent, accountable and coherent corporate governance and conducts oversight of the affairs of councillors across political affiliations (Matlosana IDP Review, 2009/2010: 142).

Further, the Single Whip organises public or community awareness campaigns in consultation with the Speaker's Office, ensures compliance with all applicable legislation and Code of Conduct for councillors and attends committee meetings which include: Whips Forum; Advisory Committee of Council; Rules Committee and Section 80 Committees as prescribed by Section 80 (1 – 4) of Municipal Structures Act No. 117 of 1998.

The third political office in the Municipality is the Speaker of Council, whose role is to preside over and maintain order during council meetings and further to ensure that the council meets, and foster compliance with the Municipal Code of Conduct for Councillors. Key issues dealt with by the Office of the Speaker are the management of the interface between the Mayoral Committee and the entire Municipal Council in order to align the administrative and political priorities and ensure effective Council administration. For the benefit of community participation, the Office of the Speaker ensures that ward committees are functional and directly supported. It further facilitates capacity building of community structures and organisations to enhance participation (Matlosana IDP Review, 2009/2010: 141).

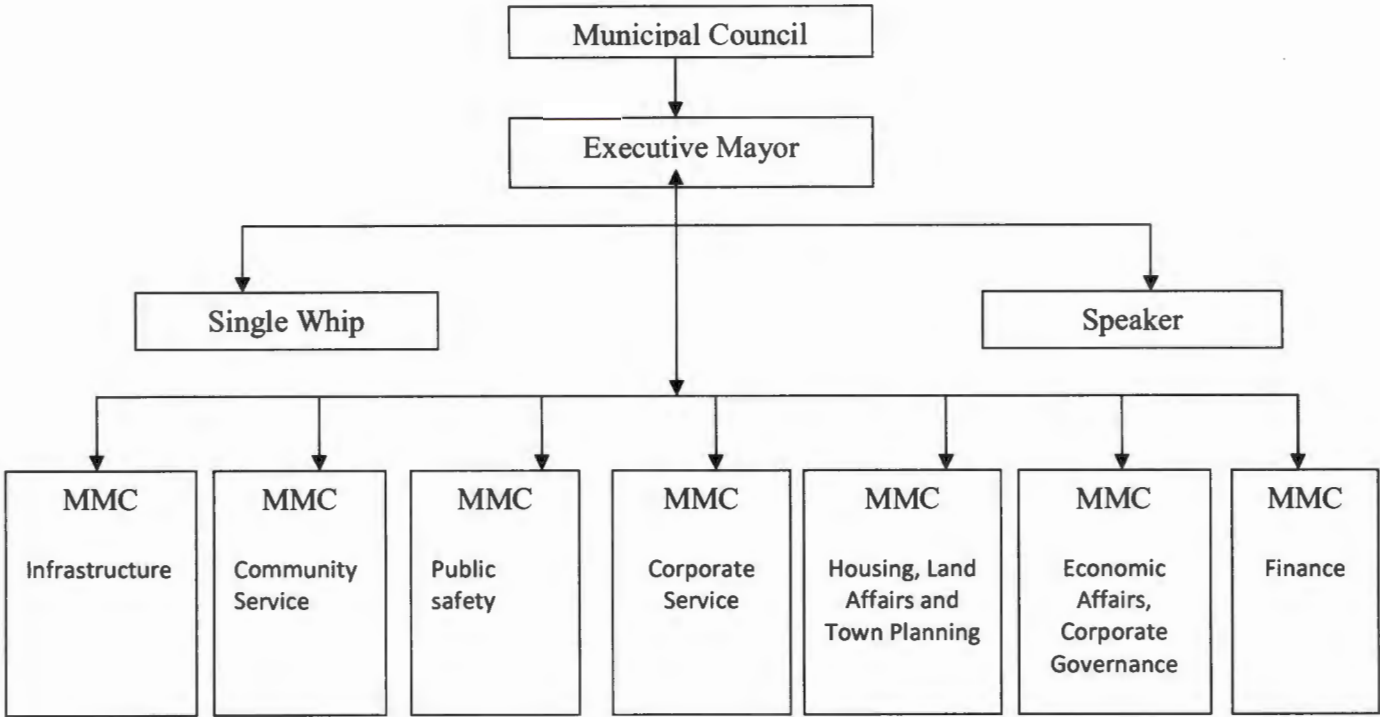


Figure 3.1 Source: Matlosana IDP Review, 2009/2010: 224

3.3.2 Organizational Structure of Matlosana Local Municipality's IDP Process.

The organizational structure for the IDP processes was adopted by the Municipal Council in 2006 after being revised by the Local Labour Forum and councillors in order to promote efficiency of the development process within the municipality. The structure was approved by council on the 29th April 2008 (Matlosana IDP Review, 2009/2010: 227).

The organizational structure and relevant IDP processes (planning, drafting, adoption and review) are in line with the following binding legislations and policies: The Constitution of the Republic of South Africa (ACT. 108 of 1996) which protect basic human rights in the entire process of the municipal development initiative; Municipal Systems Act (No. 32 of 2000) which points to the IDP process as one of the core municipality's functions; Municipal Structures Act (Act No. 117 of 1998) which provides for the establishment of Ward Committees and their functions/roles to support municipalities in the IDP process; Municipal Financial Management Act; Development Facilitation Act (Act No. 87 of 1995); Restitution of Land Rights (Act 22 of 1994) and Housing Act (Act 107 of 1997) and other Acts applicable to local government (Matlosana IDP Review, 2009/2010: 16 – 17).

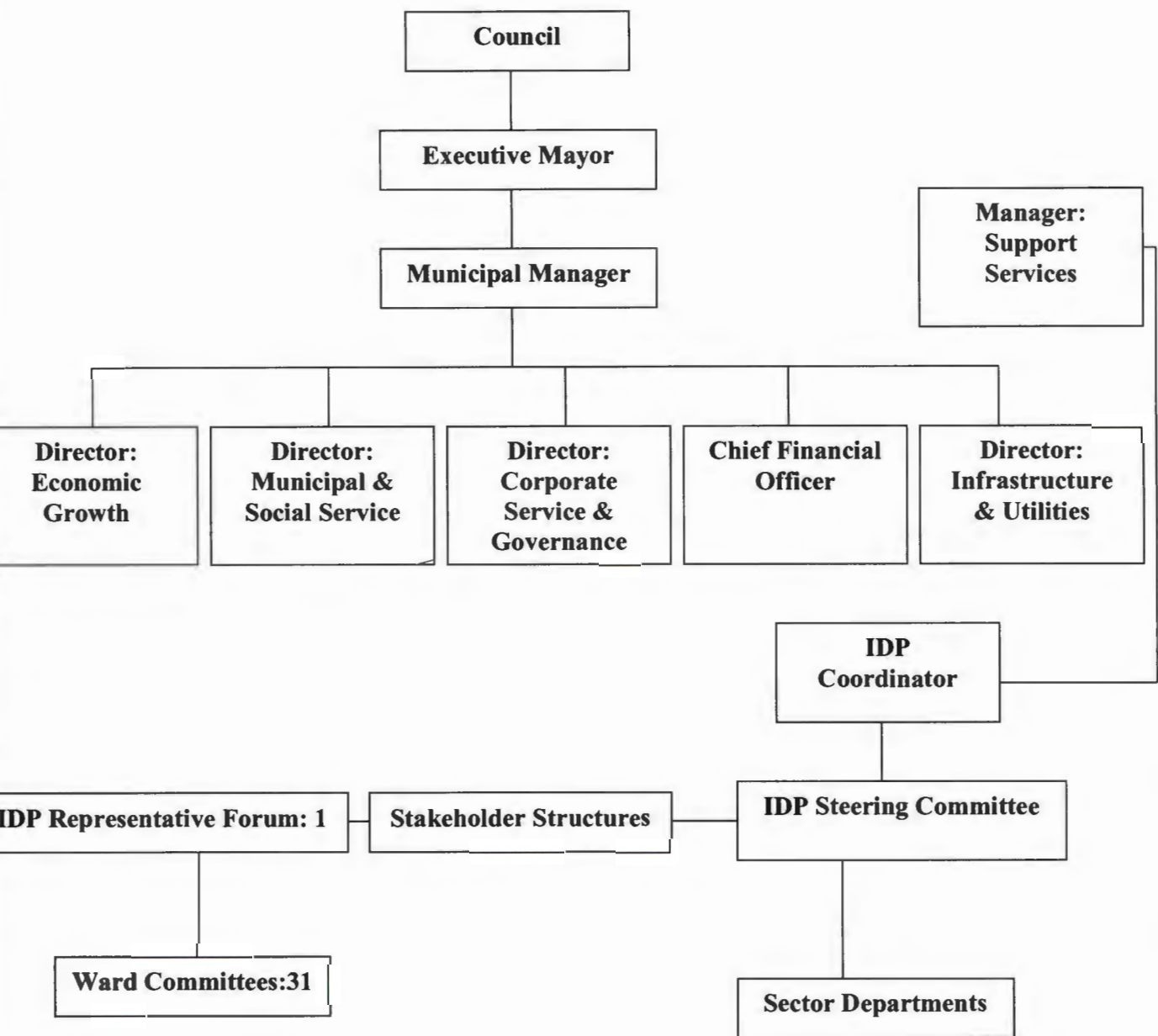
Related policies include: Municipal Infrastructure Grant Policy, The Policy on Managing the Water Quality Effects and Settlements, Agricultural Support Policies (Land Care and Land Redistribution for Agricultural Development Strategy,), Rural Development Frameworks and Policies, Local Economic Development and Integration of Land Reform and Spatial Planning into IDP.

The City's IDP process plan and its organisational structure are set up to manage the drafting process of outputs and more importantly to provide parties and organisations access to council to contribute to the decision making process about issues related to development (Matlosana IDP Review, 2009/2010: 228).

It further contains distribution of roles and responsibilities of all role players (with their terms of reference) in the IDP process and mechanism and procedures for public participation.

Figure 3.2 (cf. page 44) illustrates the organisational structure for Matlosana Local Municipality's IDP process.

Figure 3.2 Matlosana Local Municipality’s IDP Organisational Structure.



(Source: Matlosana IDP Review, 2009/2010: 226)

3.3.2.1 Composition of the IDP Process Structure and terms of reference

The IDP Structure of Matlosana Local Municipality is composed of five key committees responsible for the organisation and management of the IDP processes (Matlosana IDP Review, 2009/2010: 11 – 14).

3.3.2.1.1 IDP Steering Committee

The IDP Steering Committee is a technical working team made by the Heads of Department (Directors and Assistant Directors) who support the IDP Co-ordinator with the planning process. It is chaired by the Municipal Manager, and the IDP Co-ordinator performs the secretarial duties. It is also inclusive of directors of the respective departments, that is: Economic Growth, Municipal and Social Service; Corporate Service and Governance; Infrastructure and Utilities and the Chief Financial Officer.

The terms of reference of the IDP Steering Committee provide reference for various planning activities of the IDP process, and to commission research studies on community needs and priorities. The committee also functions to consider comments and inputs from its subcommittees, study teams and consultants and liaises with provincial sector departments and support providers. Key to these functions is to provide secretarial aid to the IDP Representative Forum.

3.3.2.1.2 IDP Representative Forum

The municipality has only one (1) IDP Representative Forum and is the structure which institutionalises and guarantees representative participation of all stakeholders in the Municipal's IDP Process. The organisational arrangement that guides the selection of members to serve on the IDP Representative Forum is based on criteria that ensure geographical and social representation of the entire municipal area.

The IDP Forum is chaired by the Executive Mayor and the IDP Co-ordinator, as a member and secretary of the Steering Committee. It further comprises Members of the Mayoral Committee (MMC's), Ward Councillors, Relevant Portfolio Councillors, Ward Councillors (31 in total) who represent their ward committees, Directors of respective departments, Stakeholder representatives and Community Representatives. (See Annexure B)

The main function of the IDP forum is to enhance participatory governance in the IDP process and to represent the interests of various constituencies in the IDP process by providing an organisational mechanism for discussion, negotiation, prioritizing community needs and consolidation of needs between stakeholders.

The IDP Representative Forum ensures that there is a communication link between all stakeholders' representatives and their constituencies with the view to involve communities and community organisations in the planning process of development and the review of the municipality's IDP. To this effect, the forum serves to ensure that the municipal business plan and budget are linked to and based on the IDP process and plan. Key to this function, the forum is set to monitor the performance of the planning and implementation of the IDP process.



3.3.2.1.3 Ward Committees

The key function of the thirty one (31) Ward committees, in relation to the organisational structure of the Matlosana IDP, is basically to represent the interests of the communities they serve in the planning process of the IDP. Their core functions include: informing their communities and interest groups about the relevant planning process and activities and consultative process related to the IDP.

Ward Committees and Councillors engage with community members in the respective wards to analyse key developmental issues and needs in order to determine priorities and reach consensus. They further participate in designing project proposals and their assessment is the impact these projects have in improving the lives of community members and solicit comments from community members about the drafting of the IDP plan for the City Council.

Ward Committees also participate in the IDP Forum programme to ensure that the municipal annual business plan and budget are based on and linked to the adopted IDP plan and must monitor the performance of the Council in the implementation of the IDP. Ward Committees are tasked to hold community meetings and report back on developments related to IDP processes, and prepare for follow-ups on planning activities.

Apart from the committees that constitute the organisational structure of Matlosana's IDP Organisational Structure, there are key roles and responsibilities allocated to and performed by Municipal Council, Municipal Manager, Directors (Strategic Executives), Planning Professionals and Civil Society in the planning and adoption of the IDP aimed at improving the well-being of

the people in the municipal area. As captured in Matlosana IDP Review (2009/2010: 12 – 16), these include:

3.3.2.1.4 Municipal Council

The Council is responsible for the overall management and co-ordination of the IDP planning process. In performing this function, the Council must ensure that there is effective community participation of all participants in the IDP processes. Participation, in this case, must involve informing communities through appropriate mechanism and processes adopted by the Council.

3.3.2.1.5 Ward Councillors

Ward Councillors of the thirty one (31) wards within the municipality serve as the link between the municipal council and the communities in their respective wards. Their role in the IDP process is to promote community participation and link the IDP planning process to ward activities. They are responsible for organising public consultative meeting on the IDP process in their wards by facilitating consultative ward meetings and mayoral imbizos (community general meetings).

3.3.2.1.6 Municipal Manager

The Municipal Manager manages and co-ordinates the IDP process on behalf of the municipal council. In the main, delegated responsibilities include: preparing the IDP process plan, ensuring that all relevant stakeholders and participants in the process are involved, managing the drafting process and ensuring that good governance and a participatory approach are implemented during planning.

3.3.2.1.7 Directors (Strategic Executives of the Developments)

As members of the IDP Representative Forum, directors are in charge of implementing the IDP plan in their respective departments and are therefore required to be involved in the planning process to provide technical, sectorian and financial information needed for analysis and determination of priorities.

Their responsibility is also to contribute expertise in the consideration and finalization of identified projects within the municipality and to provide departmental and capital budgetary information and management of identified projects within sector programmes. Finally, the directors are responsible for preparing amendments to the draft IDP plan for submission for council approval and alignment.

3.3.2.1.8 Planning Professionals (Support Services)

Support providers are planning professionals included in the planning process for the IDP as external service providers. Their contribution to the organisational functioning of the Matlosana IDP plan is to provide methodological/technical guidance to the IDP process, facilitate workshops that deal with IDP planning, conduct studies or engage in other products beneficial to the municipality, support communities and community organisations and capacitate them to be effective and engage them in the planning process.

3.3.2.1.9 Civil Society

Residents/Civil Society is represented in the Matlosana IDP process through the participation of Ward committees and Ward councillors in the IDP Representative Forum. It is mainly through their participation in the IDP Representative Forum and Ward Committee's public meetings that residents are able to contribute their knowledge and ideas to the IDP planning process.

Communities need to determine their priorities and be involved in designing project proposals and comment on the IDP processes and plan. Through the organisational arrangements, communities must attend meetings and workshops that empower them to engage in relevant planning activities of the IDP process.

There are also a number of Non-Governmental Organisations (NGOs) and Community Based Organisations (CBOs) that are invited by the municipality to participate, through their representatives, in the IDP Representative Forum with the intention of making this forum as inclusive as possible. These include : Matlosana Unemployment Forum; Southern Region Taxi Council; Jouberton Business Chamber; Disabled People Forum; Ngikasang Rural Settlement Forum; Multi-vision Youth Development Organisation; Local AIDS Council (LAC); KOSH

Business Chamber as well as representatives from various departments of government and institutions.

3.3.3 Composition of the Ward Committees and their relationship with other structures in the Matlosana Local Municipality.

3.3.3.1 Composition of ward committees

The IDP Review (2209/2010:307) points out that the City Council of Matlosana has thirty one (31) wards whose function is to assist in the development process of the municipality and give residents a more direct voice in the local government of their area. The notes contained in the profiles of the thirty one (31) ward committees of the municipality point out that the establishment of these structures comply with the provisions of Part 4 Section 73(2) (a) and (b) of the Municipal Structures Act NO.117 of 1998 which points out that ward committees should consist of ward councillors who represent their wards in the council who are the automatic chairperson of these committees, and must have not more than ten (10) other members.

In terms of the organisational structure of the municipality, ward committees fall within the operational scope of the office of the Council's Speaker which must ensure the implementation of public participation and that ward committees are functional and directly supported (IDP Review, 2009/2010:141). To this effect, all thirty one (31) ward committees were launched and established by the Speaker's office in the first quarter of the 2006 financial year in line with the Government Gazette NO.27699 of June 2005: Guidelines for the Establishment and Operation of Municipal Ward Committees.

In order to ensure a positive and professional co-ordination and co-operation with the public, as a strategic objective, the establishment of ward committees is aligned to the political structure of the municipality, in particular to the portfolios established for and occupied by members of the mayoral committee.

The ward committees' composition reflects the following different portfolios allocated to ward committees members: Infrastructure; Housing and Land Affairs; Local Economic Development; Community Safety; Corporate Governance; Public Safety and Liaison; Health; Youth Desk and Finance. The full complement of the committees is made by the inclusion of the elected secretary and the ward councillor who presides as the chairperson. The term of office for ward committees is five (5) years to coincide with that of the municipal council.

3.3.3.2 Relationship with other community structures

Although ward committees have exclusive claim to legitimacy as official and specialised participatory structures in the municipality, they are however not the only avenue for participation at the municipal level. Other structures which complement the work of ward committees are: Community Development Workers (CDWs) deployed by the Municipal Council to every ward within the municipality and the Ward Field Workers.

Ward committees also work closely with the communities' health NGOs such as the Local AIDS Council, Community Policing Forums and formal engagements and representation within the IDP Representative Forum.

3.3.4 Mechanisms and procedures for participation in the Matlosana Local Municipality.

The organizational structure for the IDP process of the municipality outlines the process and mechanisms adopted and used by the municipality to engage and inform community members and relevant stakeholders about the Council's IDP process.

3.3.4.1 Process for community participation

The Office of the Speaker, in consultation with the IDP Representative Forum and Ward Committees, has compiled a database of all relevant community and stakeholders organisations for their consultation and engagement on issues related to development and participation throughout the entire process of the IDP planning. The office of the Municipal Manager liaises with broader stakeholders and communities and informs them about the municipality's intention to embark on the Integrated Development Planning process.

3.3.4.2 Mechanisms for community participation

Matlosana IDP Review (2009/2010:14) points to ward committees as key vehicles for the community participation in both the IDP process and the general involvement of communities in the affairs of the municipality. Community issues are collated during public ward level meetings organised by the ward councillors. These community sectional meetings are also used to communicate or report on council decisions on matters referred to them through ward

councillors. Ward committees, through their participation in the IDP Representative Forum are also instrumental and used to seek participation of interest groups, communities and organisations on relevant IDP planning processes and preparation of a follow-up on the process. Issues from communities and from both organised and unorganised groups are then brought to the attention of the full council during its sittings for consideration and approval after the debates from ward councillors.

The other mechanism is through the organised mayoral public meetings (imbizos) during which both the political and administrative hierarchies of the council interact with community members. These public meetings, which are held in each town of the municipality on a quarterly basis, serve as a consultation process for communities to raise issues pertinent to their well-being and the IDP process. Issues normally raised at these consultative meetings include but are not limited to the following: housing backlogs in community extensions, infrastructure development, provision and maintenance of basic services, administrative challenges which include title deeds and indigent subsidies application and so on.

Other strategies used by the municipality to enhance participation and awareness include the use of the council's newspaper DikgangTsaMatlosana, notices at prominent locations, print and electronic media.



3.4 SUMMARY OF THE CHAPTER

In this chapter the demographic and socio-economic profile and status of Matlosana Local Municipality were outlined. The chapter also discussed the organizational and political structures of Matlosana Local Municipality to point out how these are arranged and function to enhance the community participation in the development process of the municipality intended to improve the lives of its citizens.

Equally highlighted in the discussion were the roles of various stakeholders and their terms of reference in relation to the execution of the IDP processes in the municipality. More importantly was the briefing on the participatory structures i.e. the IDP Representative Forum and Ward Committees on the role they play within the municipality to enhance community participation in the IDP process.

CHAPTER FOUR

PRESENTATION AND ANALYSIS OF THE RESEARCH FINDINGS

4.1 INTRODUCTION

This chapter provides the profile of the case study ward committees and the presentation and analysis of the findings of the study. The study set out to investigate the functionality and effectiveness of ward committees in the development process of Matlosana Local Municipality, in other words to investigate whether ward committees in the Matlosana Local Municipality are functional and effective to perform their developmental mandate in the development process of the municipality.

Data in this chapter is presented in form of tables and figures reflecting the responses of participants to questions during the interviews (data collection). A range of issues and concerns raised by participants have been captured and analysed, and important themes related to the main objectives of the study were used to establish the views as well as the perceptions of the participants about the functionality and effectiveness of ward committees and the cited challenges facing ward committees in the development process of the municipality.

The findings are presented in two ways, which are:

- Presentation of data obtained from the interviewed ward committee members, and
- Data from the municipal officials, namely, the Professional Aide in the office of the Speaker, Assistant Director for Corporate Governance and Services and the Integrated Development Planning Co-ordinator(IDP Co-ordinator)

4.2 PROFILE OF THE CASE STUDY'S WARD COMMITTEES AND THEIR SOCIAL CHARACTERISTICS

4.2.1 Social characteristics of sampled ward committee chairpersons

Table 4.1(A) and 4.1 (B) reflect the social characteristics of ward committee chairpersons from categorised samples of both performing and non-performing wards respectively. Information

contained in both tables is documented in the files of the case study wards in the office of the council’s speaker. Wards have been given reference numbers to protect their identity.

Wards A1-A4 represents the category of performing wards while B1-B4 are representative of non-performing wards.

Table 4.1(A) Characteristics of performing (functional) ward committees’ chairpersons

Sampled ward committee chairpersons (Performing wards)			
Name of ward	Gender	Age	Education level
A1	Male	45	Secondary
A2	Male	56	Secondary
A3	Male	51	Tertiary
A4	Male	44	Tertiary

Table 4.1(A) indicates that all sampled ward committee chairpersons representing the category of performing (functional) wards are male adults and their educational levels are beyond basic literacy with two of the participants having post matriculation qualifications. Information contained in the profiles of ward committees in the speaker’s office shows the majority of ward councillors are older males with less representation of both females and youth.

Table 4.1(B) Characteristics of non-performing (dysfunctional) ward committees’ chairpersons

Sampled ward committee chairpersons (Non-performing wards)			
Name of ward	Gender	Age	Education level
B1	Male	50	Secondary
B2	Female	47	Secondary
B3	Female	45	Secondary
B4	Male	39	Secondary

Table 4.1(B) captures the social characteristics of ward committee chairpersons of non-performing wards. As reflected in the table two of the participants i.e. chairpersons of these committees are women and all the four participants have secondary education.

4.2.2 Sampled ward committees' complement and members' social characteristics

Table 4.1(C) (cf. page 55) captures the complement i.e. the total number of Ward Committee's members of sampled ward committees including their social characteristics from both the sampled categories of performing and non-performing wards as documented in the ward committee files from the council's Speaker's Office.

Tables 4.1 (C) Complement of eight (8) sampled ward committees and their members' social characteristics.

Table 4.1(C) (cf. page 55) reflects that from a total of four sampled performing ward committees only one has the full complement of members while two from the non-performing ward meet the full complement status of members serving in those committees. This implies that from the total of sampled ward committees (i.e. 8) only three (i.e. 37.5% in average) comply with legislative and policy frameworks in relation to the composition of ward committees. It further implies that the functionality and effectiveness of the majority of sampled ward committees is likely to be compromised by the reduced numbers of ward committee members currently serving in those structures as duties allocated to those portfolios are likely not to be performed.

Another notable fact from the gender breakdown is the skewed representation of women in the composition of both categories of the wards study sample. From the grant total of sixty six (66) members only thirty nine percent (39.4 % in average) are women compared to sixty percent (60.6 %) of their male counter parts.

In terms of the education qualification, the majority of sampled ward committee members have secondary level education with a total of forty nine (49) members which constitutes seventy four percent (74, 2 %). From the total membership of sampled ward committees those with elementary level education account for twenty one per cent (21, 2 %) and those with tertiary qualification stand at nearly five percent (4, 6 %).

Table 4.1 (C)

Performing Wards

Ward	No. of members	Gender		Employment status		Education level		
		Male	Female	Employed	Unemployed	1-7	8-12	Tertiary
A1	7	3	4	1	6	0	7	0
A2	10	6	4	0	10	1	9	0
A3	8	5	3	2	6	2	5	1
A4	6	2	4	0	6	2	3	1
Total	31	16	15	3	28	5	24	2
Ave %		51.6	48.4	9.7	90.3	16.1	77.4	6.5

Non-performing Wards

B1	7	5	2	5	2	1	6	0
B2	10	7	3	4	6	2	8	0
B3	10	6	4	0	10	4	6	0
B4	8	6	2	0	8	2	5	1
Total	35	24	11	9	26	9	25	1
Ave %		68.6	31.4	25.7	74.3	25.7	71.4	2.9

Total (A + B)	66	40	26	12	54	14	49	3
Overall Ave %		60.6	39.4	18.2	81.8	21.2	74.2	4.6

Table 4.1 (C)

In terms of the employment status as reflected in Table 4.1(C) the majority of ward committee members totalling fifty four (54), that is eighty two percent (82 % in average), are unemployed against a very small number of twelve percent (18.2 % in average).

This implies that consideration for community diversity i.e. participation of people with necessary expertise drawn from different sectors within the community is somewhat compromised by their exclusion when ward committees are elected and this has far reaching implications in terms of various community's sector representation and the possible loss of skilled human capital likely to benefit the communities they serve.

4.3 RESPONSES FROM THE STUDY’S PARTICIPANTS

This section of the study provides the responses from the study’s participants which comprises of sampled Ward Committee members and municipal officials.

4.3.1 Ward Committees’ Composition, Functionality, Effectiveness and Challenges

4.3.1.1 Participants views on the composition of Ward Committees and whether they are representative of all sectors of the population in their wards.

Ward committees were established according to the provisions of Section 73 (2) and (3) of the Municipal Structures Act which promulgates that Ward Committees must consist of the Ward Councillor representing the Ward in the Municipal Council, and not more than ten other persons, however, the procedure to elect members of a Ward Committee in some of the wards was flawed while others failed to take into account the need for women to be equitably represented and the need for a diversity of interests in the ward.

Table 4.2 Composition and representation of diversity in communities.

Responses	No. of respondents	Percentage
Properly composed and representative of all community sectors	11	34,4
Not properly composed and non-representation of all community sectors	21	65,6
Total	32	100

Table 4.2 reflects that a total of 65, 6% of the study participants pointed out that their ward committees constitute mainly males with disregard to equitable representation of women and failure to take into account the need for a diversity of interest in those wards.

The participants cited the system used for electing ward committee members i.e. nomination and voting by show of hands, as responsible for the default and also contributing to non-compliance with policy provisions. The ideal composition of most ward committees was further compromised, as pointed out by the 65, 6% of respondents, lack of consideration of potential interest groups and individuals from the community sectors such as education, community safety, health and so on. Lack of proper planning and advocacy as well as intensive lobbying of

interest group from these sectors of the community greatly affected the composition of most ward committees.

In their current form, most ward committees do not contribute to broader sector representation within their communities. As reflected in Table 4.2, a small percentage, 34, 4% of participants, hold that their ward committees are properly composed and much effort was taken to ensure that the establishment complied with both legislation and policy provisions.

Only 34.4 %, of the respondents that cited that in principle their ward committees were elected taking into account the provisions of the Municipal Structures Act with special reference to equitable representation of women and the need for a diversity of interest groups and sectors within their wards. Evidence cited to this effect is their adopted practice of intense lobbying of different sectors of the community to either nominate interested persons to stand for elections of ward committees or being available for co-option to serve in these committees.

A fact worth noting is the difference in the election approach of Ward Committees that are classified as properly constituted which incorporates public motivation for member's nomination. This model further benefits these ward committees to attain a credible ward committee and assists in drawing representatives from different sectors of the community and thus provides a basis for broader community and different sector representation. In this way the composition of these ward committees complies with policy and legislative provision and gives credibility to ward's representation and further ease –up portfolio allocation to members within the committees themselves.

4.3.1.2 Participants' views on the importance of Ward Committees in the development process of Matlosana Local Municipality.

In view of all participants, including municipal officials, ward committees remain the key link between the municipality and communities and useful structures whose object is to enhance participatory democracy in local government. They are relevant to the development process of Matlosana Local Municipality. Respondents pointed out that ideally, ward committees create a platform for community members to raise issues concerning their well-being and further allow them to make contributions or increase their participation in municipal affairs.

Their role is to make sure that communities are involved and informed about council decisions and are further useful to communicate and consult with communities in respect of development processes and issues in respective wards. Cited examples include: community involvement in matters such as Integrated Development Planning (IDP) Process, municipal annual budget process and programmes designed by the municipality that relate to development and to raise issues that concern community members with the municipal council through the elected ward councillors.

This implies that ward committees are relevant structures that enhance community participation. Ward committees ensure that participatory processes are accessible and effective in facilitating meaningful participation by community members in the municipal affairs of Matlosana Local Municipality. This is a point emphasised by the municipal IDP Co-ordinator with regards to ward committees' role in the Matlosana Local Municipality's IDP process wherein community needs and priorities are brought to the IDP Steering committee through the IDP Representative Forum.

This also speaks to the role of ward councillors' representation and participation in the IDP Rep Forum in that ward councillors and ward representatives present determined community needs and priorities for municipal consideration and further organise public consultation meetings to inform their communities about the IDP processes and the participatory role of communities in this process. This point to importance of ward committees in advancing community participation in the IDP processes.

4.3.1.3 Participants' views about the functionality of Ward Committees in the Matlosana Local Municipality

The functionality of ward committees remains a great challenge for the municipality taking into account the large number of these committees that are classified as non-functioning(non-performing) by the municipality. From the sampled respondents of ward committee members captured in table 4.3 below, the majority that accounts for 87.5 % hold that ward committees in the Matlosana Local Municipality are dysfunctional against a merge 12.5 % that hold a different view.

Table 4.3 Functionality of Ward Committees

Responses	No. of respondents	Percentage
Ward Committees are functional	4	12,5
Ward Committees are dysfunctional	28	87,5
Total	32	100

The determinant for ward committees' functionality as captured from the 12.5 % of the total respondents is informed by their committees' continual monthly community meetings preceded by Ward Committee meetings held to engage with their constituencies and deal with community issues such as provision of basic services, development issues and identified problems in their communities and other issues pertinent to the wards.

Functional ward committees record a satisfactory attendance to both ward committee meetings as well as sectional and community meetings. Evidence to this effect are the monthly reports sent to the office of the Speaker that are compiled from respective portfolios of the Ward Committee on issues addressed and noted from these meetings.

Feedback meetings are normally scheduled to report back to community members and these meetings are addressed by Ward Councillors. Issues reported on include: the state of development in the ward, water and electricity provision and other municipal services like roads and housing backlogs. A view shared by the Professional Aide in the Office of the Speaker is that functional Ward Committees are determined through the performance of their functions and such determinants include:

- Consistency in scheduling and attending both ward and community committee meetings in their wards. Attendance registers of the respective meetings point to regular and satisfactory attendance. The contents of the reports sent to the Speaker's Office mostly cover both development and service delivery issues from various sectors of the community and issues from various portfolios allocated to Ward Committee members.
- Compilation of the reports on engaging with municipal officials from various departments relevant to their (ward committees) portfolios about issues raised either in Ward committee or community/public meetings. This approach empowers portfolio conveners (heads) to link directly with council officials and offices thereby intensifying consultation with the

municipality on one hand and giving credibility to the contents of the reports to community members on the other. This approach further ensures that community issues raised in ward meetings are brought to the consideration of the municipality through various departmental engagements by ward committees and it also make these committees functional in achieving their developmental mandate.

As pointed in Table 4.3. 87, 5% of the respondents from ward committees hold that Ward Committees are dysfunctional mostly because of their failure to execute their functions and roles. By implication most of the dysfunctional ward committees in the Matlosana Local Municipality are not immune to the challenges that beset these structures. These challenges include the failure by Ward Committees to hold community meetings where ward members can raise issues that affect their well-being such as lack of provision of services in their wards. It is a serious noted indictment from these ward committee about the reports sent to the Speaker's office compiled by the ward councillors devoid of the participation of community members and other ward committee members assigned to various portfolios of the ward committees.

Dysfunctional ward committees are determined by their lack or failure to convene both ward and community meetings that should ideally be used to report back to community members about issues differed to the full council sitting of the municipality. Respondents further pointed that those members who are no longer attending ward committee meetings are not replaced as per policy provision, and if replaced flaws have been identified in both procedure and non-adherence to policy provision to allow the committee to have a full complement of membership. This implies that there is no compliance with the expectations of the Constitution and Local Government Acts regulating these structures in some of the wards that are regarded as dysfunctional.

An analysis of the reports of the dysfunctional ward committees points to evident lack of knowledge of the duties and functions of ward committees and undefined role differentiation related to established portfolios within committees. There are no indications (in the files of dysfunctional ward committees) of consultation with relevant stake holders beyond the conventional practice of developing and submitting reports to the Office of the Speaker. There are backlogs of report-backs to community members due to lack of attendance at ward committee meetings and a noted decline in participation by community members caused by lack of functionality of these committees. An analysis of the reports of the dysfunctional ward

committees points to lack of knowledge of the duties and functions of ward committees and undefined role differentiation related to established portfolios within committees. There are no indications of consultation beyond the conventional practice of developing and submitting reports to the Office of the Speaker. There are backlogs of report-backs to community members due to lack of attendance at ward committee meetings and a noted decline in participation by community members caused by lack of functionality of these committees.

Reported tensions between ward committee members and their ward councillors undermine the functionality of most committees in the municipality. These tensions are one of the contributing factors responsible for the non-functionality of ward committees and usually manifest in selective invitations of ward committee members to meetings by ward councillors. Poor working relationship between committee members and ward councillors defeats the object of the ward committees which is to enhance participatory democracy in the affairs of the municipality.

4.3.1.4 Participants’ views about Ward Committee’s effectiveness to perform their functions

The fact that most ward committees in the Matlosana Municipality are determined to be dysfunctional this has an impact on their effectiveness to perform their developmental mandate derived from the objective of their establishment, which is to enhance participatory democracy in local government. As reflected in table 4.4 ward committee members sampled for this study, the majority of those hold that ward committees are not effective in performing their developmental mandate compared to a little number which hold the contrary view.

Table 4.4 Ward Committees’ effectiveness to perform their developmental functions

Responses	No. of respondents	Percentage
Ward Committees are effective	8	25%
Ward Committees are ineffective	24	75%
Total	32	100

The reasons for this determination by the twenty five percent (25 %) of the respondents who hold that their ward committees are effective is the delivery of basic services like water provision, maintenance of sewer and drainage systems, health care and environment upgrading as some of

the issues that have been reported by ward committees and attended to by the municipality for the development and benefit of their communities.

Although there are minor challenges highlighted by the participants from performing wards during data collection which chiefly include : lack of full complement of members' attendance to the committee meetings, observed lack of public participation by community members and un-coordinated programmes from the side of the municipality, respondents pointed out that the their Ward Committees are still viewed by committee members as basic structures established to enhance participatory and democratic governance in the municipality.

However, on the contrary, seventy five per cent (75%) of the respondents pointed out that their ward committees are ineffective mainly because of their inability to transmit developmental problems in their wards to the municipal council. According to the respondents there are serious developmental backlogs which range from housing backlogs, lack of infrastructure development, and inadequate provision of basic services like health, water and sanitation. Other issues that still need to be solved are constantly deferred to the municipality's IDP or subsequent financial years. The reasons cited by respondents who maintain that their ward committees are effective are informed by the capacity and level of education of ward committee members serving in these committees. The high levels of functional literacy as well as their capacity afford ward committee members the opportunity to comprehend how local government operates as well as understanding the institutionalized functions of these structures.

This further empowered ward committee members to have a clear role differentiation of various portfolios within the ward committees they serve in as a result of the induction training conducted by the municipality which capacitated them to relate their functions to the objectives of Local Government as promulgated in Chapter 7, Section 152 (1) and (2) of the Constitution of the Republic of South Africa. These include: providing democratic and accountable government for local communities, ensuring provision of services to communities, promoting social and economic development and encouraging the involvement of communities and community organisations in matters of local government.

In the main, effective ward committees are those that effectively and continuously engage their communities in the municipal affairs by serving as a link that communicates council decisions to their constituencies.

On the contrary, the majority of respondents totalling 75% of ward committee participants assert that their ward committees are ineffective and as a result they cannot perform their developmental mandate. The noted perception from the participants who cited that their ward committees are ineffective is the notion that participative and the rationale for developmental local government and governance is too unfamiliar and poorly understood by most Ward Committees which in turn result the in the compromise of effective and quality participation in municipal governance.

Cited reasons for this anomaly include : lack of capacity due to the low level of functional literacy, low level of appropriate skills to perform the developmental functions expected of fully capacitated committees in line with policy and legislation provisions, lack of clear role differentiation and lack of complementary functioning of various portfolios of the ward committees and non-compliance to both policy and legislations regulating the establishment and functionality of ward committees as major challenges responsible for their wards' ineffectiveness much to the detriment of the realization of the objective of enhancing participatory democracy at the ward level.

Ward Committees' ineffectiveness manifest in their failure to develop ward programmes which ideally should contain schedules of committee meetings and general community and sectional meetings to inform residents about development, and communicating key council decisions bound to impact on residents' well-being. Further evidence as cited by respondents is that they are not consulted or engaged when monthly ward reports are compiled and their contributions about issues raised at committee meeting as well as community meetings for consideration by municipal council are not reflected in the municipal IDP programme.

Ineffective Ward Committees downplay and further compromise the principles and the intentions of community participation and good governance.

4.3.1.5 Participants views on whether Ward Committees are an effective linkage between communities and the Municipal Council

Noting the challenges besetting ward committees' functionality and their ineffectiveness to perform their developmental mandate, all respondents believe that these structures are not effective to serve as a link between communities and the municipal council. The assessment is informed by lack of empowerment of ward committees and failure by the municipal council to

make provision for proper engagement with ward committees. An indictment on the municipality in this regard is its failure to adhere to legislative obligation promulgating for the necessary capacity building and empowerment and support ward committees so that they are able to operate/function in a participatory and democratic ethos for the benefit of good governance.

In respect to their capacity and empowerment to function as an effective linkage between the ward and the municipal council, 75 % of ward committees' respondents point that the role of ward committees in the development of their wards is very minimal since they are not delegated to perform any responsibilities other than their functions. Ward Committees' participation is somewhat limited in the key municipal processes such as IDP planning, municipal budget processes and service delivery projects. This shortfall renders them ineffective to strive for the betterment of their wards and this oversight raises serious concerns from ward committee members and their constituencies on whether their issues are raised in full council meetings by ward councillors. Respondents further highlighted limitations to draw ward budgets, initiating and leading ward development projects as responsibilities that are not delegated to ward committees. The argument against such delegation is that the competency falls within the scope of the municipal council.

This implies that ward committees which are viewed to be dysfunctional and ineffective believe that development issues discussed in their meetings are not sent to and discussed during the sittings of full municipal council as there is no formal platform created for their participation and delegation of key responsibilities to ward committees to initiate development in the wards.

To this effect the view held by the Professional Aide as a respondent pointed out that indications in this regard vary in terms of the assessment of ward committees. From the categorization of ward committees (performing and non-performing) the majority of Ward Committees are viewed to be ineffective due to the fact that most of these committees are not capacitated to perform their functions and also because of lack of understanding and knowledge of participative and accountable local government practices. Community participation and development mandate of local government are not familiar to most ward members and in some cases are poorly understood.

The ward committees are also challenged in enhancing participatory governance in matters of the municipality. The respondent pointed to minimal participation of both ward committee members and their communities at large particularly in the core business of the municipality, which

includes the budget process and service delivery process and municipal performance management. From the reports in the Speakers Office, non-performing wards have no records of the attendance at the budget hearing and submissions from ward members, and also no formal report-backs on council decisions on ward submissions during the municipal budget consultation meetings. Although there are challenges facing ward committees, there are ward committees which are effectively performing their developmental mandate. Reports of performing ward committees contain evidence of regular feedback on municipal decisions about problems and issues emanating from community meetings held in these wards. Residents are constantly informed of progress and related processes of the municipality on issues that affect community members' well-being. There is evidence of satisfactory attendance at ward committee and community meetings and equally satisfactory participation by the community members in some of the core business of the municipality.

The general view of the respondent is that most ward committees are not effective and as thus these structures do not enable the Matlosana Local Municipality to optimally engage and link with the communities. Ineffective ward committees fail to enhance participatory democracy and promote community participation in their wards.

4.3.1.6 The role of Ward Committees in the municipal decision making process about development needs and priorities.

Respondents were asked whether Ward Committees and their councillors participate in the decision making process about the course of development in the municipality. In other words, are Ward committees and councillors able to influence the development process of the municipality based on the identified needs and priorities of the communities they serve/represent?

Table 4.5 Ward Committee’s participation in decision making process of the municipality.

Responses	No. of respondents	Percentage
Active participation in decision making process	4	12,5
Limited participation in decision making process	28	87,5
Total	32	100

Cognizance of the fact that ward committees do not sit in full council meetings and that they have no formal powers to force any decision on the council and also that they are not empowered to be delegated any responsibilities apart from their main tasks of communicating and consulting with their communities in respect of development and service plans, the majority of respondents, amounting to 87,5% of the total respondents believe that they have no role to play in the decision making process in the affairs of the municipality and core responsibilities of the municipal council in the Matlosana Local Municipality.

Commonly the respondents shared that community issues discussed at ward committee meetings do not find expression during full council meetings. Cited examples of such a perception centres around persistent backlogs on issues mostly identified during community sectional meetings and still unresolved in most wards. These include, but not limited to the following poor ward infrastructure development i.e. upgrading roads, upgrading and installation of sewers and maintenance of draining system, housing services, provision of high mast lights and general care to the environment to avoid health risks by regulating dumping within communities. The respondents pointed out that reasons for non-delivery of such services and needs are tied to budget constraints and at times fall outside the prioritised community needs for that period.

The majority of participants, representing 87,5% of total respondents, believe that the consultation processes on key municipal activities like IDP and the municipal budget process are thus used to rubber stamp or legitimize decisions already taken by the municipal council. As a result Ward committees only communicate decisions of the municipal executive committee which are devoid of ward councillors and ward committees' participation.

This implies that decisions taken about the course of development and priority of needs and service provision plans are taken devoid of proper consultation and engagement of communities and it further implies that decision making and its related processes are made to be the competence of the municipal executive committee with a minimal role played by Ward Councillors and their committees.

As reflected in Table 4.5, only 12, 5% of participants believe that Ward committees through their ward councillors have a role to play in the decision making process of the municipality. This is informed by the fact that their inputs have been accommodated within the municipality's IDP and also reflected in the budget of the municipality. Sampled ward committees whose councillors are members of the mayoral committee indicated that their ward councillors do have a role to

play in the decision making process of the municipality since the Mayoral/Executive Committee is the decision making organ in the Municipality although decisions are ratified and considerations from wards taken into account and finalised during the full sitting of the council. In principle, the implications are that the majority of ward committees have a very minimal role to play in the decision making process and do not have much influence within the council nor on development course and services provision.

The mechanisms used by the municipality to engage in issues raised by ward committees, as outlined by the Professional Aide in the Office of the Speaker, entails submissions by ward councillors in full council meetings and ward committee reports sent to the Office of the Speaker which then(Speakers Office) brings the issues raised by different wards to the relevant portfolios within the council or the relevant members of the Executive Council of the municipality for consideration an follow ups.

Ward councillors remain key links since ward committees are not empowered to raise issues directly with the council. The important point raised by the respondent is that ward committees do not have powers to influence the municipal decision-making process since they are only advisory structures to the councillor and can only make recommendations about issues in their wards as per policy provision.

4.3.1.7 Training , capacity-building and support of Ward Committees from the Municipality to perform their developmental mandate

Table 4.6 Training and support from the municipality

Responses	No. of respondents	Percentage
Sufficient training and support	6	18,75%
Minimal training and support	26	85,25%
TOTAL	32	100

The issue of lack of proper and formal training of ward committee members emerged strongly from the majority of respondents and was identified as a key challenge that downplays the effectiveness and functionality of most ward committees in the Matlosana Local Municipality.

A total of 81,25%, representing 26 respondents from the 32 interviewed, hold that the induction workshop held for ward committees after their elections was not sufficient to capacitate them about their roles in municipal governance and their development mandate in the IDP, budget process and their roles in the municipal performance and development issues. A substantial number of participants as reflected in Table 4.6 cited challenges in understanding the issues pertinent to their functioning although there was induction training after ward committees' elections.

Only (1) induction workshop was organised and conducted by the Office of the Speaker after the elections of ward committees. In the main the induction training dealt, in content, more about local government legislations, policies and the IDP and not about shedding deeper insight into the development mandate and empowerment on participatory democracy to capacitate ward committees to meet their objectives as set out in Section 72 (3) of the Municipal Structures Act of 1998.

Skills deficit evident in most ward committees that are classified as non-functional could not be addressed by the training of ward committees mainly because the formal training arranged for ward committees by the Office of the Speaker was not inclusive of all ward committee members. Equally, the skills development plan of the municipality conducted by the Local Government Sector Education Authority (LOGSETA) is not broad to include participatory structures like Ward Committees and IDP Representative Forum as pointed out by the Assistant Director for Corporate Governance.

Interviewed respondents indicated that due to their low level of literacy they could not meet the training's requirement of education level NQF Level 4 (equivalent of a matriculation qualification) and only those who qualified were taken on board. Although formal education is not a requirement for participation in the ward committee, participants pointed out that NQF Level 4 (matric/secondary school) qualification was sought during ward committees' formal training arranged by the municipality.

Adequate resources are not made available to support and capacitate ward committees. Lack of support relates to: failure to develop invitations to community meetings and loud hailing equipment for community meeting. In most cases, these resources are mobilized by ward committee members and ward councillors themselves. Ward Committee's challenges are further complicated by unavailability of council officials to attend scheduled community meetings to

assist ward councillors and the ward committee to communicate council decisions which are perceived to be too technical and somewhat complicated for the committee to discuss, even when prior arrangements were made.

Respondents also indicated that there is no provision of resources that would ideally help to make their functions or work more effective; these include resources needed to create a data base for the Ward, fax and stationery so as to enable ward committees to effectively communicate with the Office of the Speaker on matters related to their mandate.

The respondents acknowledged that ward committee members receive a stipend of R500 on a monthly basis. However, there are serious problems about this remuneration as it is paid in a staggering way and hardly helps to resource ward committee members. Respondents raised a concern that there are periods where this stipend is not paid for a month or two even though there will be specific meetings that need to be attended at council offices in between those months and as a result most ward committee members fail to attend due to lack of financial resources.

From a total of 32 respondents, only six (6) representing 18, 75 % of the total participants, believe that the municipality provides resources and strives for efficient training of ward committee members. Their assessment is informed by the fact that the formal training received by ward committee members capacitated them to be effective and also empowered them with skills to engage with the IDP processes, the municipal budget process and service delivery options and how to liaise effectively with the community in order to enhance community participation.

Adding to the challenges of lack of support and training as reported by participants, the implication is that the municipality hardly comply with the provision of Chapter 4 (16) (b) of the Municipal Systems Act which promulgate for building the capacity of councillors and staff to foster community participation and optimal performance of developmental functions as conceded by the Professional Aide in the Office of the Speaker.

There is still a need for formal training of ward committee members on their role in key municipal processes like engagement in the budget process and how to measure the performance of the municipality particularly around service delivery provision and development.

The municipality organized two respective training sessions for capacity building of ward committees, these included:

- The Development Bank of Southern Africa (DBSA) funded formative training conducted by Southern Business School which focused mainly on the municipal budget process. Only ward committee members on NQF Level 4 were eligible to participate and were awarded NQF Level Five certificates with twenty (20) credits in terms of the National Qualification Framework accreditation.
- Mafunisa Consulting conducted the Workshop on IDP processes. The workshop covered the principles of community participation and involvement of ward committees in the IDP process and the role played by all stakeholders in the development process.

A fact conceded by the respondent is that in instances where ward committees were trained there was lack of inclusivity of all ward committee members. The training thus contributed little to address skills deficit common amongst most members of the ward committees taking into account that only those on NQF Level Four (4) met the requirements for both trainings.

On the question of support from the municipality to ward committees, ward committees are kept informed about the processes and activities undertaken by the municipality. Further the municipality, through the Office of the Speaker, administratively assists Ward committees in compiling schedules of public meetings, developing invitations to scheduled community meetings and holding information sessions with ward committees to communicate council decisions on issues raised by Ward Committees through Councillors for deliberation at full council meetings.

With regards to training and capacity building of ward committees in the IDP process, the IDP Co-ordinator conceded to the realisation that there is seemingly lack of proper cooperation and co-ordination between the Office of the Speaker and IDP Co-ordination. In matters of the IDP processes Ward committees are inducted by the Planning and Information Management System Team which provides both professional and administrative support and services to the Matlosana Local Municipality. Core to its training of ward committees is the management and co-ordination of the IDP process at ward level including the competence of ward committees to consider inputs from different sectors of the population in communities, the task of representing their constituencies in the IDP Forum and in the process of IDP preparation and their developmental role of encouraging communities to participate in identifying their needs and priorities.

The municipality also complements the IDP training by providing information and guidance to the officials and councillors on planning, management and implementation policy dictates related to IDP as a primary mechanism that guides the process of development in Matlosana Local Municipality.

The need for both training and support of Ward Committees arose from the realization that there was a lack of focus and incapacity of ward committees in the identification and analysis of development issues, determining priorities and informing community members on the relevant planning stages of the IDP, as the main function of the Ward Committees in the IDP Process.

The issue of lack of cooperation between the Office of the Speaker and IDP Co-ordination became evident when considered in the participation of Ward Committees in the IDP process and the relationship between Ward Committees and IDP Representative Forum in the Matlosana Local Municipality.

Ward committee members hold that they are only involved in the IDP Forum when consultation of community members is sought on IDP processes. This implies that there is no integration of ward committees, as institutionalized structures tasked to enhance community participation, in the IDP processes. Respondents feel that ward committees are only involved as members of the public and not as structures recognised and tasked with enhancing community participation in the development process.

The other fact pointed out by ward committee members is that apparently the mechanisms for public participation used by the municipality seem un-coordinated and not synergized to foster cooperation and working relationships between ward committees and the IDP Representative Forum. Evidence cited to this effect is lack of co-ordination between the Office of the Speaker, which deals directly with ward committees, and the IDP Co-ordinator who through the IDP Steering Committee, deals with issues from the IDP Representative Forum which is tasked with community participation in the IDP process. This arrangement results in an unclear role definition for most ward committee members and likely leads to the decline in participation from ward committees and even community members. This implies that the development process in Matlosana Local Municipality remains an uncoordinated effort and an imperfect process.

Interviewed ward committee members perceive the IDP Forum and ward committees to be independent of each other with no working relationship and cooperation in relation to the

municipal development process. There is also a perception of unequal power relations in matters of development. Ward Committee members selected to represent their wards in the IDP Forum tend to be less involved in the programmes of the forum which include the preparation, implementation and review of the IDP and also strategic decision making relating to the provision of municipal services.

4.3.1.8 Participants views on Community Participation Policy to enhance participatory democracy at Matlosana Local municipality.

All respondents inclusive of municipal officials acknowledged that the municipality does not have an endorsed policy of public participation since the previous policy was received and referred to the Speaker's Office for further stream-lining towards the basic principle of community participation. The policy set for review was generic and largely covered the roles, functions and responsibilities of ward committees as determined in Local Government Acts and policies. Ward committees were not able to use the policy then as a resource package to enhance community participation mainly because it did not elaborate on processes, mechanisms and procedure for community participation. This stands to reason that community participation in the Matlosana Local Municipality still challenged and marred with both structural and administrative problems much so that the municipality fall short of the adopted participation policy.

4.3.1.9 The relationship between Ward Committees and other community structures

Apart from Ward Committees other community structures established by the municipality are IDP Representative Forum and Community Development Workers (CDWs) assigned to each ward in the municipality. The study developed that there is general poor and uncoordinated relationship between Ward Committees, as structures tasked to enhance community participation on one hand, and the IDP Representative Forum dealing with the municipal IDP process. Operational challenges confronting both these structures include lack of clear role differentiation and definition with regards to the scope of the intended complementary and cooperative functioning. Ward committees continue to view their role as the key instrument in any activity that deals with community participation and also as the only relevant and legitimate structure to

transmit community issues and needs to the municipal council while IDP Rep Forum claim sole responsibility on community participation with regards to IDP processes.

In summary there seems to be no cooperation between ward committees and the municipal IDP Forum and there is no system in place to foster such a cooperation which will ideally be instrumental to consult with different sectors of communities in the municipal area. There are no linkages between their respective functions and no integration of their responsibilities in both the IDP process and community participation.



4.3.1.10 Power, duties and responsibilities delegated to Ward Committees and their empowerment to optimally perform their developmental mandate and assist the Municipality to achieve the developmental objectives set for local government.

From the study respondents i.e. ward committees and municipal officials it is developed that ward committees in the Matlosana Local Municipality are not delegated any duties nor responsibilities by the municipality as advised through Section 74 (b) of the Municipal Structures Act of 1998 which promulgates for these structures to be empowered with such duties and powers as the metro and local council may delegate to them in terms of Section 32 of the Act. This implies that these structures operate in line with their prescribed functions and responsibilities in the affairs of the municipality. Noting further that the majority of ward committees are much weaker in terms of human resource capacity and lack of knowledge on how local government operates, delegating more responsibilities to ward committees would be costly for the municipality.

The non-functionality and in-effectiveness of most wards committees is a probable deterrent to delegate any duty and responsibility outside the terms of reference or operational scope of ward committees.

4.4 IDENTIFIED MILITATING FACTORS AGAINST THE FUNCTIONALITY AND EFFICIENCY OF WARD COMMITTEES IN MATLOSANA LOCAL MUNICIPALITY

Noting that there are serious concerns raised about the functionality of Ward Committees in general and their in-effectiveness to perform their developmental mandate and assist the developmental local government sphere to meet its objective of working together with the citizens to enhance participatory democracy in matters of the municipality, issues captured hereunder were identified by participants as factors that likely contribute to Ward Committees' non-functionality and in-effectiveness much to the detriment of effective community participation. These include:

4.4.1 Politicization of Ward Committees by dominant political party.

Respondents, mainly ordinary ward committee members, indicated that their ward committees are beset with undue party political influence particularly during the nomination and election processes of members to serve in the ward committees. Although Ward Committees are political structures in content party politics clearly infringe on the idea of maintaining ward committees as non-partisan structures and maintaining them as community structures established to enhance participatory democracy in communities and to involve community members, across political affiliation, in the matters of the municipality.

Partisan influence stood out from cited perceptions on how the issue of co-option and replacement of members to fill the vacant positions in ward committees is handled and conducted. The anomaly becomes evident mostly after local government elections wherein the winning party, based on the support it got from the electorate in a particular ward, exploit the political space provided to it and draw the support and membership across all sectors of the community in that ward. In such cases, the nominations and / or co-option of new Ward Committee members become biased to the political inclination of that party and as such the procedure and the principle of ensuring broader representation of community members and interested groups becomes flawed in favour of increasing political influence and functioning of most ward committees by that political party.

This practice further serve as an is an indication of the fact there is high political party manipulation of the processes of establishing ward committees. The implication of this conduct

is that the independence of ward committees and their credibility as community structures are likely to be compromised because of narrow political interests mainly by various political parties.

4.4.2 The decline of community members' interest in community participation

Notwithstanding challenges confronting Ward committees and their ineffectiveness to perform their functions there is a notable lack of enthusiastic willingness from community members to participate in municipal processes through established mechanisms of ward committees. According to interviewed ward councillors, lack of empowerment and capacity on participatory processes of community members feature strongly as factors that inhibit community participation. Community members fail to use the participation space provided for through pieces of legislations and policies that regulate participation in local government affairs.

This implies that community members are not capacitated with knowledge on how local government functions and are not well versed with their rights and responsibilities that emanate from the notion of public participation.

Noting that the ward committees in the Matlosana Local Municipality are not assigned duties and responsibilities other than their functions as structures created to enhance participatory democracy, community members consequently view them as ineffective structures incapable of addressing and leading community issues on their behalf for council consideration and as a result attendance to their scheduled meetings is meaningless and of no value to most community members.

Evidence for this effect is the low turnout to scheduled community's sectional meetings and a noted tendency of attending meetings that are 'issue driven' i.e. attending meetings that the community views as having a direct impact on their well-being e.g. water and electricity cut offs, forced payment of services rendered by the municipality and mostly community meetings addressed by the executive mayor.

4.4.3 The unwarranted involvement of municipal officials in identifying community needs

Having noted the uncoordinated and poor working relations between various structures of most communities in the municipality there is a general perception among the ward committee members interviewed that decisions taken at ward committee and community meetings are disregarded by municipal council and the local decision-making processes remains the competence of municipal council and officials devoid of participation from ward committees and community members.

The implication is that the municipal council has not yet transformed its engagement with communities with the view of fostering community participation. This view further implies that decision making in relation to development is still centralized within the municipal council at the expense of transparent, equitable and efficient municipal governance and community participation as well as undermining the internal democracy provided for the existence of Ward Committees. Community members only take part passively in externally designed development processes, which hardly represents effective community participation.

4.4.4 Poor election system and co-option of Ward Committee members.



There is a general perception amongst ward committee members that the process of the establishment and elections of ward committees has not succeeded in creating the structures that cater for diversity of interests across the community members and also ensure that skilled people are elected to serve in these structures.

This implies that during the elections and allocation of portfolios of ward committee members, consideration was not taken to address skill deficit. The majority of ward committees are elected without sector based competence of individuals and their skills are hardly matched to a particular municipal line function (not related to any departmental function of the municipality.) Lack of interest and the exclusion of other sectors of community during the elections (to serve in the ward committees) result in portfolios allocated to members who do not have the expertise and hence are inefficient, much to the detriment of development and good governance.

4.5 SUMMARY OF THE CHAPTER

This chapter provided the profile of participants, in particular ward committee members, and their responses as encapsulated in the main themes deduced during data analysis. The discussion

in this chapter responded to the main objectives of the study which was to investigate the functionality and effectiveness of Ward Committees in Matlosana Local Municipality and their role in the development process i.e. whether they are capacitated to perform their function of enhancing participatory democracy in the municipality.

Although participants believe that ward committees are relevant and useful to enhance participatory governance in the municipality, their functionality and effectiveness in the development process and other key municipal processes that demand the participation of community members remain a matter of great concern. Ward committees and their role in the municipal IDP and budget processes fall short because of a lack of adequate training and capacity building so as to make them effective to perform their roles and functions.

The chapter has also identified that the support of ward committees by the municipality is minimal taking into account the nature and the scope of their function in the development process in general. Capacity building and training of ward committees remains a key priority for the municipality to foster the enhancement of participatory processes and community engagement.

CHAPTER FIVE

SUMMARY OF THE FINDINGS AND RECOMMENDATIONS

5.1. INTRODUCTION

This chapter provides the summary of the main findings from the responses of the participants in relation to the set objectives of the study which intended to:

- Investigate the functionality and effectiveness of ward committees in performing their developmental mandate and function of enhancing participatory democracy in Matlosana local municipality and their role in the development process.

More specifically, the study intended to:

- Analyse whether ward committees in Matlosana Municipality are capacitated to perform their role and functions.
- Determine whether ward committees are functional and effective to link the Municipality with their communities.
- Identify militating factors against effective realisation of community participation, Ward Committees' functionality and effectiveness in Matlosana Local Municipality.

The chapter further provides a set of recommendations for the identified weaknesses and challenges confronting ward committees which impact on their functionality and effectiveness. Recommendations are for the consideration of Matlosana Local Municipality to capacitate the ward committees and improve the interactions and operations of these structures for the benefit of the development process.

5.2 SUMMARY OF THE MAIN FINDINGS

5.2.1 Composition of ward committees

In line with the provision of Section 73 (2) and (3) of the Municipal Structures Act which promulgates the equitable representation of women and the need for diversity of interests in composition of the Ward Committees, the majority of ward committees are perceived to be improperly constituted and therefore not in compliance with policy and legislation provisions.

The election procedures and method used for ward committees' elections stand out as a major contributing factor to this fault mainly because of the absence of intense lobbying and engagement of other community sectors in the process leading to Ward Committee elections.

To this effect, ward committees do not comply with broad community and sector representation and thus they become inefficient to represent the views of the entire community.

5.2.2. The functionality of Ward Committees.

Not all ward committees in Matlosana local municipality are functional to perform their developmental functions and roles. The majority of respondents perceive their ward committees as dysfunctional due to failure to attend both ward committee and community sectorial meetings, failure to submit monthly reports from various portfolios of the ward committee to the Speaker's Office, the reported tensions between ward councillors and members on issues affecting their wards, and internal problems besetting most ward committees, which include: co-option, selective invitation of members to ward committee meetings and an incomplete complement of committee members to attend scheduled meetings.

A poor working relationship between councillors and committee members defeats the objective of ward committees which is to enhance participatory democracy in the affairs of the municipality.

5.2.3. The effectiveness of ward committees to perform their functions and mandate.

The notion of a developmental local government whose primary objective is to work closely with citizens and groups within the community through ward committees to meet social, economic and material needs and improve the quality of their lives is unfamiliar to and poorly conceptualised by the majority of ward committee members in the Matlosana Local Municipality.

The study found out that lack of capacity and a low level of education, insufficient training of ward committees, lack of appropriate skills, lack of clear role differentiation and lack of complementary functioning of various portfolios of the ward committees render these structures ineffective and incapable of performing their developmental mandate and functions in the municipality.

In essence, ward committees are not effectively capacitated to perform their developmental mandate of enhancing community participation mainly because of lack of comprehension of how developmental local government operates. A majority of Ward Committees cannot relate their functions to the objectives of local government as promulgated in the Constitution of the Republic of South Africa, which, *inter alia*, include: providing democratic and accountable government for local communities and encouraging the involvement of communities and community organizations in matters of local government.



5.2.4. Ward committee as an effective link between communities and the municipal council.

Ward committees in Matlosana Municipality are not empowered to perform any other responsibility apart from their functions and roles as participatory structures in the municipality. The municipality has not delegated any powers and functions to the Ward Committees such as engaging in the development initiatives in their wards.

Lack of empowerment of ward committees in Matlosana Local Municipality contributes greatly to their ineffectiveness as a link between communities and the municipal council.

5.2.5. The role of ward committees in the municipal decision-making process of the municipality.

Participation in the decision-making process of the municipality is a trend difficult to establish in the municipality. Ward committees in Matlosana Local Municipality are not able to influence the decisions about the development process based on the identified needs and priorities of the community they serve.

Concerns of ward committee members about participatory processes being used to rubber stamp decisions already taken surfaced often and this is compounded by the general perception that

ward committees are being neglected and not engaged in key municipal processes like the IDP and municipal budget processes.

This observation accounts for the perception that ward committees' submissions are inadequately represented in the municipal council meetings, in particular when decisions are taken with regard to service provision and key municipal processes. Ward committees only communicate municipal council's decision to their constituencies.

5.2.6. Training and support of ward committees by the municipality.

Ward committee training and support from the municipality is very minimal and contributes little to make Ward Committees effective. The study found out that training of ward committees was not inclusive of all members in the municipality and also that the training content in some case hardly addressed the key functions of ward committees and also is not related to their development mandate.

The municipality lacks financial resources to support ward committees and to organize formal training to empower them to perform their functions. The induction workshop held to orientate ward committee members about the functions and roles fell short of adding to their capacity building.

5.2.7. Participation of ward committees in the IDP and Representative Forum of Matlosana Local Municipality.

Ward committees' participation in the IDP Representative Forum is marred by a host of challenges which amongst others include lack of proper consultation of ward committees in matters of the IDP and poor working relations between Ward Committees and IDP Representative Forum. In the main, there seem to be uncoordinated mechanisms for community participation and lack of synergized programmes between the Office of the Speaker and the IDP Coordinator in relation to community participation and Ward Committees' integration and role in the IDP process.

Ward committees are only involved when a detailed IDP plan is brought to communities for approval. In this instance, ward committees participate as ordinary members of the public and

not as institutionalized structures expected to champion community participation in the preparation, implementation and review of the IDP process in the municipality. Basically, there is no formal integration of ward committees into the municipal IDP process, a flaw that discredits ward committees as institutionalized participatory structures.

5.2.8. Militating factors against the efficiency and functionality of ward committees.

- Party politics and influence is very pronounced in the functionality of ward committees in Matlosana Municipality. The achievement of effective community participation is compromised by local political elites who monopolize power and entrench party politics and influence in Ward Committees for narrow political interest. Ward committees in Matlosana Municipality have gradually ceased to be non-political community structures and are currently dominated by party politics and this compromises their independent nature in dealing with community issues across the ward / community political spectrum. Party politics in matters of ward committees constitutes a major obstacle to the independence and inclusive operations and functioning of ward committees.
- Lack of empowerment of community members is viewed as the key factor responsible for lack of interest by communities to participate in the municipal processes. Community members are not capacitated about how the municipality operates and their community's role in the functioning of local government. Participation in ward committee activities in Matlosana Local Municipality is drawn from a very small section of the population in the ward and the attendance at community meetings is more issue – driven i.e. the attendance becomes more effective if the issue to be discussed has a direct bearing on community well-being.
- Ethos and principles of community participation are undermined by unwarranted external involvement of municipal officials in particular when communities are expected to identify and priorities their development needs.
- The municipality's system of Ward Committees' election does not ensure consideration for diversity of interest and skilled human capital which is much sought for the functionality and effectiveness of ward committees in the municipality. Portfolio

allocation within the ward committees is done with no consideration paid to create effective participatory and representative structures and linking expertise to the various departments and committees of the municipal council.

5.3. THE IMPLICATIONS OF THE FINDINGS FOR THE MATLOSANA LOCAL MUNICIPALITY

- As established from the Ward committees' files in the Matlosana Local Municipality, most of these structures lack a strong system of representation mainly from different sectors of the community like education, health, economic development, social services and so on mainly because the majority of their members are unemployed and further that most do not have tertiary qualifications. In their current form and composition, ward committees are not effective and capacitated to address the diverse interests of community members mainly because of limited participation and inclusion of community members who have scientific knowledge in those fields.
- The quality of good governance is compromised by the majority of ward committees, in Matlosana Local Municipality, as a result of these committees' ineffectiveness and lack of functionality.

This translates in municipal governance and decision-making processes remaining centralized within the municipal council as ward committees fail to enhance participatory democracy in the municipality. The rationale and main objective of establishing Ward Committees are undermined as these established structures are very ineffective and not functional to perform their development mandate.

- Ward committees in the municipality are not empowered to make inputs to the decision - making process within the council about issues raised by the communities they represent, and as such, ward committees do not have constructive impact in the consolidation of democracy in the municipality. This is as a result of Ward Committees limitation and not afforded space to directly interact with the municipal council and only serving as communication channels between the communities and the municipal council.

The study found out that ward committees are a key conduit to communicate the municipal decisions to their constituencies and are not effective role players in deciding community

priorities and designing development strategies to address the identified needs. Ward committees are discredited structures in the municipality as a result of not being an effective link between the municipality and communities.

- Lack of integration and minimal participation in the IDP and budget as key processes of the municipality not only inhibits ward committees to perform their development mandate but also prohibit communities from determining the vision and objectives of development in the Matlosana Municipality.

This flaw also stifles the capacity of and understanding by the communities on how the local government operates and how the course of development is determined in the municipality. In broader terms, the domination of the IDP process by municipal officials results in low levels of participation by the communities in key municipal processes of IDP and municipal budget.

- The municipality does not fulfil the legislative obligation of improving the capacity of Ward Committees as it struggles to mobilize resources to support and capacitate Ward Committees to function effectively. The minimal and selective support and training of ward committees by the municipality is one of the inhibiting factors that impacts negatively on the functioning and effectiveness of Ward Committees in the municipal development process.
- The entrenchment of party politics in the affairs and management of ward committees undermines the independent role of these structures and directly impacts on their engagements with communities in Matlosana Municipality. Cited evidence to this effect is when members are co – opted or when by- elections are held to give these structures their full complement as and when vacancies exist. Most ward committee members are drawn from the dominant political party which intends to retain support and control the structures of municipal governance.

As the study found out, ward committees in Matlosana municipality are not accountable to their communities but owe their existence to the dominant political party in their wards and this alienates potential interest groups and community members from participating in ward committee's activities and programmes more so when they perceive political inclination in the operation and character of these structures.

- Mechanisms for community participation in Matlosana Local Municipality are not coordinated and synergized to ensure a concerted approach to participation in the affairs of the municipality. The absence of a community participation policy undermines formal engagements with communities in matters that relate to IDP, budget and service provisions and the involvement of community members in the affairs of the municipality.

The findings have far-reaching implications for the Matlosana Local Municipality about how its governance structures, in particular ward committees, enhance community involvement in its affairs. Also there is a probability that because of the lack of capacity of Ward Committees effective community participation can not be realised and these structures will be challenged to perform their functions.

5.4. RECOMMENDATIONS

Flowing from the main findings of the study and their implications for Matlosana Local Municipality and the determination that the majority of ward committees are not functional to perform their development mandate, a concerted effort needs to be made to improve their functionality. Ward committees need to be capacitated and empowered for them to be effective and serve as a link between the municipal council and the communities they serve. Compliance with legislation and policy framework remains a priority in order to counter militating factors that impact on the functionality and effectiveness of ward committees in Matlosana Local Municipality.

The recommendations cited are suggested as mechanisms relevant to improve the functioning of ward committees in Matlosana Local Municipality:

- To ensure that ward committees are functional and effective, the Matlosana Local Municipality should focus on strict compliance with the provisions of local government legislation and policy that obliges municipalities to build capacity of ward committees as contained in Chapter 4, Section 16 (1) (b) of the Municipal Systems Act of 2000.

The municipality training and orientation workshop of ward committees should be reviewed and streamlined to fit the functions and roles of ward committees. Key to the content of ward committees training should be the integration of specialized training

needs on: communication, training on municipal community participation policy and processes, stakeholders' relations, municipal governance structures and operations, decentralization of democracy and participation and on municipal legislation that regulates participation in relevant municipal affairs. Formal training of ward committees on these issues will capacitate them to have clear terms of reference in relation to their development mandate, roles and functions in the developmental local government and further enhance their functionality and effectiveness in the development process of the municipality.

- The Matlosana Local Municipality should capacitate ward committees to be an effective link between the municipal council and the communities. Capacity training must encompass a more interactive and participatory approach that relates to community knowledge bases and training needs which include: communication, interpersonal skills, democracy and participation principles as well as municipal structures, legislations and processes.
- Both logistical and administrative support of ward committees must be institutionalized in the municipality by empowering ward committees' portfolio heads to link and engage directly with relevant department and committees of the municipality about issues related to portfolios allocated to ward committee members.

An institutionalized mechanism of communication will enhance ward committees' accountability to their constituencies and provide interaction space for direct transmission of inputs from community and ward committee members to the municipal council and municipal structures dealing with community issues. Empowering communities to link directly with municipal structures will enhance the municipal responsiveness to issues raised by communities and assist Ward Committees to provide for effective feedback to their communities.

This initiative will provide the much needed space for interaction between municipal council and ward committees noting that ward committees do not sit in full council meetings of the municipality. Community members will benefit from such an interaction as they will constantly be informed about prospects and constraints to their needs and

priorities and further be accorded the opportunity to influence decision making about the development process of the municipality.

- The Matlosana Local Municipality should expedite the processes of adopting the municipal community participation policy through which the synergy and coordination of mechanisms and procedures for community participation will be realized. The municipal community participation policy should contain clear role definition for ward committees' participation in the municipal processes central to development i.e. IDP, service provisions and the budget process.

The participation policy will contribute to the effective integration of Ward Committees in municipal processes and decentralize development planning processes and further accord the Ward Committees capacity to explore their participation role in issues related to development in Matlosana Local Municipality.

With specific reference to the participation of Ward Committees in the IDP Representative Forum, the municipality should allow for the participation of communities first by using ward committees to consolidate ward submissions and inputs to the IDP process which will be transmitted to the sitting of the forum with other stakeholders for further engagements.

The recommendation is aimed at fostering the participation and integration of Ward Committees in the IDP, budget and service provisions processes. This will counter the notion of consulting ward committees and communities only when such processes need to be adopted by committees and for the final approval by the municipal council.

- The municipality should review its Ward Committee election system that hardly addresses the key principles of inclusive representation and diversity of interests of community members in the composition of ward committees. The study recommends that provision be made in the procedure to elect members of the Ward Committee by lobbying community members from different sectors of the community to either directly serve in Ward Committees or the sub-structures thereof. Such a provision will empower ward committees to address capacity and skills deficit in many ward committees of the municipality.

The proposed consultative approach for electing ward committees will enhance their functionality and effectiveness by ensuring that their composition addresses capacity and skills deficits through the inclusion of members with expertise and relevant knowledge to serve in allocated portfolios of these structures. This approach will also make ward committees to comply with the legislative provision of catering for diversity of interest and equitable representation in these structures.

- To circumvent the militating factors against the effective functioning of ward committees in Matlosana Local Municipality, *viz*: politicisation of ward committees by the dominant political parties, improper external involvement of municipal officials and lack of interest or decline of community interest in community participation, the municipality should build constructive relations between the municipal council and communities that will entrench and institutionalize ward committees as official participatory structures rooted within the civil society. The municipality should enforce the Ward Committees' Code of Conduct to prevent ward committee members from compromising the neutrality and independence of ward committees by drawing these structures down to narrow political interests of dominant political parties in specific wards and in the process eroding their civil society function.

To this effect strict compliance with policy and legislation, in particular Section 78 of the Municipal Structure Act, which empowers a municipal council to use its discretion to dissolve ward committees that fail to fulfil their objectives, must be enforced. This measure will enforce compliance by ward committees to be accountable to the communities they represent rather than to the dominant political party in the specific wards.

- To arouse community members' interest to participate in the affairs of the municipality, other forms of engagement and range of approaches to participation should be promoted by the municipality. These should include: community sector mobilization around identified needs e.g. economic development, youth development and participation, community self-reliant projects and so on.
- The municipality should empower communities to deal with development issues in their respective wards. Communities should not be coerced to endorse development plans

compiled without their participation rather they should determine the course of development by determining their own needs and priorities using their own convictions and knowledge.

- For further studies, the functions and powers of Ward Committees need to be reconsidered for policy development taking into account what is currently prescribed by Section 74 (a) and (b) of the Municipal Structures Act. The two sub-sections limit the powers of these structures in that they (Ward Committees) are seemingly only in existence to make recommendations to the ward councillors or through ward councillors to the municipal's executive committee. Possible amendments to this piece of legislation should be considered against probable implications of such amendments to ward committees.

5.5. SUMMARY OF CHAPTER

This chapter provided the summary of the main findings deduced from the investigation of the functionality and effectiveness of ward committees of Matlosana Local Municipality, determining whether they are capacitated and resourced to perform their developmental mandate, and their role in the development process of the municipality.

The main findings of the study point to the determination that ward committees in the municipality are not functional and are not capacitated and empowered to serve as an effective link between the municipal council and communities and to further enhance participatory democracy in the municipal governance. The implications of the findings for the municipality are that due to the weak system of representation and ineffective mechanism for community participation the quality of good municipal governance is compromised.

The study identified the following factors as the major determinants for the lack of functionality and ineffectiveness of ward committees: improper composition of ward committees; lack of capacity building, insufficient training and support from the municipality; minimal participation and integration of ward committees in the municipal processes; uncoordinated mechanisms of community participation in various municipal processes; non participation of ward committees in the decision-making process of the municipality and the dominance of party politics in the affairs of the ward committees, the decline of community interest in community participation,

unwarranted intervention and involvement of municipal officials in the needs analysis of some wards.

Based on the findings and the set objectives of the study, the chapter provided a set of recommendations for improving the functioning of ward committees. In terms of the recommendations, issues of priority for Matlosana Local Municipality are:

Training, capacity building and resourcing ward committees, empowerment of ward committees by providing for direct links and engagement with municipal council's committees and structure, adoption of a community participation policy, compliance with both policy and legislative provisions, meaningful integration of ward committees in municipal processes, review of the ward committee election system. Recommendations are aimed at improving ward committee functionality and effectiveness and the value these structures can contribute to good governance in Matlosana Local Municipality.

5.6 CONCLUSION

The developmental role of local government implies greater policy making processes and for this purpose, municipalities are charged with the responsibility of ensuring that community participation is institutionalised in their governance. The task can successfully be completed through building effective partnerships between the municipality and communities based on community participation strategies.

The review of literature pertinent to the study, and the implications of the main findings of the study both corroborate the determination of the COGTA Report (2009: 13) that 'Ward Committees continue to draw criticisms as a result of their non-functionality and ineffectiveness to promote community representation and participation.' Ward Committees in Matlosana Local Municipality fail to supply the constructive form of accountability and responsiveness helpful for the consolidation of participatory democracy in local government due to poor resourcing, minimal training and support from the municipality as well as poor level of their capacity to perform their functions.

Effective capacity-building and training of ward committees to ensure their integrated participation in the IDP Review processes, IDP Representative Forum, the municipal budget process and municipal performance management system remains paramount for their functioning

as well as improving their credibility as institutionalised participatory structures in municipal affairs. To this effect, the study argues that ward committees must be fully capacitated and resourced to enhance their functionality and effectiveness in order to perform their developmental mandate and assist the municipality to entrench participatory democracy in its governance.

For their conduct to be in line with the provisions of the Constitution, the municipality must ensure that all participatory processes in particular ward committees are accessible and effective in facilitating real and meaningful participation and involvement of community members in the affairs of the municipality and, more importantly, its development process.

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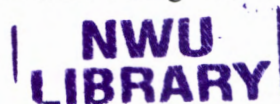
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APPENDICES

ANNEXURE ONE: Copy of Municipal Council Resolution CC15/2009 (Par 9.2)

ANNEXURE TWO: Copy of the IDP Representative Forum meeting (Invite)

ADCG 2/2010

REQUEST TO CONDUCT RESEARCH:
MESSRS MAINE, MONNAHELA & LENTSWE –
NORTH WEST UNIVERSITY STUDENTS

10/2/1
(aokm)

Resolution taken in terms of Mayoral Resolution number EM 20/2003 par. (c)

In terms of Council Resolution CC 15/2009 (Par 9.2 of miscellaneous power) it is hereby:-

RESOLVED:

- (a) That cognizance is taken of the applications received from Messrs A Maine, KS Monnahela and IM Lentswe to conduct a research in the City of Matlosana.
- (b) That permission be granted to Messrs A Maine, KS Monnahela and IM Lentswe to conduct a research in the City of Matlosana.
- (c) That the above-mentioned students be responsible for collection and co-ordination of information.
- (d) That all the Directorates be of assistance to the North West University students mentioned in (a) above by providing the required information.



ACTING DIRECTOR: CORPORATE GOVERNANCE

30/08/2010

DATE

FOR COGNIZANCE

ACTING MUNICIPAL MANAGER

DATE

CITY OF MATLOSANA

IDP REPRESENTATIVE FORUM MEETING

NOTICE IS HEREBY GIVEN OF THE IDP REP FORUM MEETING TO BE HELD ON FRIDAY, 15 MAY 2009 AT 10:00 IN THE COUNCIL CHAMBER. YOU ARE REQUESTED TO SEND ONE REPRESENTATIVE OF YOUR INSTITUTION TO ATTEND THIS MEETING.

A G E N D A

1. OPENING & WELCOME
2. APOLOGIES
3. INTRODUCTION OF DELEGATES
4. REPORT ON QUESTIONS RAISED AT REP FORUM OF 20 FEBRUARY 2009
5. PRESENTATION: PROJECTS PROPOSED FOR 2009/10, 2010/11 & 2011/12
6. CLARITY SEEKING QUESTIONS
7. WAY FORWARD

EXECUTIVE MAYOR
TS DODOVU

DISTRIBUTION:

Executive Mayor
Municipal Manager
All Directors
All Councillors & one Ward Committee Member
All Managers
Unemployment Forum
Southern District Municipality –PIMMS Manager
AngloGold Ashanti
Vaal Triangle Technicon
Ngikasang Rural Settlement
SASSA
CPF
CLO
DWAF
LAC

Business Chamber
Jouberton Business Chamber
Southern Region Taxi Council
Youth League
Disabled People Forurr
Midvaal
Simmer & Jack
Dep. Land Affairs
Dep. Labour
Dep. Of Education
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Uranium 1
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