

DURBAN UNIVERSITY OF TECHNOLOGY



**THE EFFECTIVENESS OF WARD COMMITTEES AND COMMUNITY PARTICIPATION
IN INFLUENCING SERVICE DELIVERY IN ETHEKWINI MUNICIPALITY**

by

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ABSTRACT

The study focused on evaluating the role of Ward Committees relative to encouraging community participation in the eThekweni Municipality. It must be noted that the Constitution of the Republic of South Africa highlights the importance of public participation as an essential element of successful good governance. The wave of service delivery protests in the country prompted the desire to explore this study. The Municipal Structures Act (Act No. 117 of 1998) provides for the establishment of Ward Committees. The Act provides clear guidelines for Ward Committees hence, Section 72 states that the objective of a Ward Committee is to enhance participatory democracy in local government. The main objective of the study was to investigate the effectiveness of Ward Committees and Community Participation in influencing service delivery in eThekweni Municipality. The aim of this study was to investigate the effectiveness of Ward Committees and community participation in influencing service delivery in eThekweni Municipality. The study used both the qualitative and quantitative research approaches for this research. The interview participants of the study were the Ward Councillors in Wards 95, 96 and 105 and the respondents were from the above wards. The study revealed that the Ward Committee members did not entirely understand their roles. Furthermore, the study revealed that the Ward Councillors tend to overshadow the Ward Committee members to the extent that the general community members end up dealing directly with the Ward Councillor even on issues that otherwise would have been handled by the respective portfolios of the ward committee. Based on the findings of the study, it is recommended, amongst other things, that training and development of the residents on when, how and why they should participate in municipal affairs must be provided on a regular basis. Furthermore, the qualitative interviews with participants revealed the need for a review of the system of Ward Committees because the Structures Act contradicts itself at times. For example, the Act requires that, in addition to a fair representation of genders, the Ward Committee must represent a diversity of interests within the ward and limits the number of the Ward Committee to ten. In real life, interests may exceed the limit of ten as prescribed by the Act.

Keywords: Ward Committees, community participation, Integrated Development Plan (IDP), service delivery, Operation Sukuma Sakhe, effective communication, and service delivery protests.

DECLARATION

I, Sikhumbuzo Sikhosiphi Duma declare that:

- (i) The research reported in this dissertation, except where otherwise indicated, is my original work;
- (ii) This dissertation has not been submitted for any degree or examination at any other university;
- (iii) This dissertation does not contain other persons' data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons;
- (iv) This dissertation does not contain other persons' writing, unless specifically acknowledged as being sourced from other researchers. Where other written sources have been quoted, then:
 - a) Their words have been re-written but the general information attributed to them has been referenced;
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- (v) This dissertation does not contain text, graphics or tables copied and pasted from the Internet, unless specifically acknowledged, and the source being detailed in the dissertation and in the references sections.

19 August 2019

Signed

Date

DEDICATION

This dissertation is dedicated to my late father, Alfred Duma and my mother, Faith Zamakhosi Duma who is a constant source of support; my children as well as the extended family who kept on encouraging me even in difficult times and their never failing support.

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“Appreciation can make a day, even change a life. Your willingness to put it into words is all that is necessary.” – Margaret Cousins

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ABBREVIATIONS AND ACRONYMS

AG	Auditor General
AEOs	Agricultural Extension Officers
CBO	Community Based Organisation
CBP	Community Based Planning
CCGs	Community Care Givers
CDWP	Community Development Workers Programme
CDWs	Community Developmental Workers
COGTA	Department of Cooperative Governance and Traditional Affairs
CSOs	Civil Society Organisations
CWP	Community Work Programme
EPWP	Extended Public Works Programme
ETU	Education and Training Unit for Democracy and Development
EPWP	Expanded Public Works Programme
EXCO	Executive Committee
FBOs	Faith-Based Organisations
FCR	Foundation for Contemporary Research
GGLN	Good Governance Learning Network
IDP	Integrated Development Plan
KZN	KwaZulu-Natal
KZN PGDS	Provincial Growth and Development Strategy
MFMA	Municipal Finance Management Act 56 of 2003
MPL	Member of the Provincial Legislature
MSA 1998	Local Government: Municipal Structures Act of 1998
MSA 2000	Local Government: Municipal Systems Act of 2000
NGO	Non-Governmental Organisation
NPO	Non-Profit Organisation
OSS	Operation Sukuma Sakhe
OSS/EPWP	Operation Sukuma Sakhe/ Expanded Public Works Programme
PR	Proportional Representative (Councillor)
RDP	Reconstruction and Development Programme
SALGA	South African Local Government Association
SDBIP	Service Delivery Budget Implementation Plan
WR	War Room
WTT	Ward Task Team
YAs	Youth Ambassadors

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CHAPTER ONE

INTRODUCTION AND OVERVIEW OF THE STUDY

1.1 INTRODUCTION

This chapter provides the overview of the study and focuses on the background of the study, the aim of the study, the objectives and research questions of the study. Furthermore, the chapter provides the contribution and limitations of the study, the chapter outline and the conclusion.

The Apartheid laws deprived the majority of South Africans the right to participate in matters affecting their daily livelihood. The 1994 democratic elections in South Africa led to a new form of governance that emphasises public participation in public policy-making in all spheres of government (Houston et al., 2000).

In an effort to ensure that all South Africans, especially the previously marginalised, the new democratic government established various mechanisms for community participation, which necessitated the establishment of Ward Committees. The Municipal Systems Act (No. 32 of 2000) stipulates that Ward Committees have to be established to ensure and facilitate community participation in the Integrated Development Planning (IDP) process. This means that since 1994, the government of the day has put in place a number of policies and pieces of legislation that seek to promote participatory governance at the local sphere of government. These legislative frameworks have also enabled communities to participate in decision-making processes.

The aim of this chapter is to level the playing ground, with the sole intention to explore the effectiveness of ward committees and community participation in influencing service delivery in eThekweni Municipality.

Whilst the establishment of Ward Committees has been a noble initiative intended to create a participatory and democratic local governance dispensation, the Ward Committee system has not been without challenges and controversy. These challenges are discussed in detail in Chapter five.

1.2 BACKGROUND OF THE STUDY

It is common knowledge that most municipalities across the country are faced with resistance from communities on service delivery issues. It is against this background that Part 4 of the Municipal Structures Act No. 117 of 1998 provides for the establishment of Ward Committees as an effective structure to encourage community participation in municipal matters.

It is therefore, crucial that the communities in all the One Hundred and Ten (110) Wards of the eThekweni Municipality were at the centre stage of service delivery and other matters pertaining to local development to ensure efficient and effective service delivery especially to poor communities and the marginalised. It is an open secret that some municipalities are not valuing the input of communities in the decision-making process. These municipalities are reportedly not responsive to their citizens' needs resulting in them being disconnected from their communities. This undermines local democracy and erodes the Batho Pele principles and the legitimacy and credibility of local government (Department of Cooperative Governance 2014: 39).

According to the South African Local Government Association (SALGA)'s Guideline on Enhancing Public Participation: Mechanisms to Improve Public Participation in addition to Ward Committees (2013), the South African Constitution is underpinned by principles of good governance, also highlighting the importance of community participation as an essential element of successful good local governance. Section 152 of the Constitution of the Republic of South Africa (RSA 1996: 103) confirms a number of citizen rights and more specifically, the rights of communities to be involved in local governance.

Municipalities are legally obliged to encourage the involvement of community structures in local government. This obligation determines the way in which a municipality operates and functions in terms of community participation. The idea behind community participation is that all the stakeholders affected by the municipality's decisions or actions have a right to be consulted and to contribute to such decisions.

According to the Municipal Structures Act No. 117 of 1998 (MSA 1998), the municipality is therefore, obliged to:

- Take into account the interests and concerns of the residents when it designs by-laws, policies and implementing its programmes; and communicate to the community regarding its activities.

The local government plays a major role in terms of providing basic services to the communities. As explained above, municipalities are faced with challenges of providing effective service delivery to their residents, and as such, failure to provide such services has led to violent protests over service delivery issues. What triggers these service delivery protests could be attributed to various factors such as dysfunctional local governing structures, to lack of public participation by members of the community in decision-making processes.

It is against this background that community participation, under the new political dispensation i.e. post 1994 era becomes a basic right. According to the Department of Local Government and Traditional Affairs (2005: 4), community or public participation in local government is important for various reasons, viz:

- It is important for communities, because it is a way to ensure that the most pressing needs of the community are met by the representatives they had elected. Those who will be affected by the proposed policies get the opportunity to express their views and influence policies;
- It helps Local Government and its representatives to know what their constituencies need. It gives Local Government information on local conditions, needs, desires and attitudes, and helps in the development of policies;
- It contributes towards the successful implementation of programmes. The benefit of involvement is that people are more likely to be committed to policies and projects if they are involved in the planning and preparation; and
- It contributes towards the development of a vibrant democracy by stimulating the interest and participation of community members. Participation provides a mechanism for the democratisation of the planning process in particular.

The study also provides insight into the Integrated Developmental Plan (IDP), which was first introduced in 1996 as an amendment to the Local Government Transition Act (No. 209 of 1993). According to Rauch (2003:1), the IDP should be used as the vehicle to mandate grassroots development and authentic, empowering public participation.

The Municipal Systems Act (No.32) of 2000 (MSA 2000) requires that local municipal structures prepare IDPs. The IDP, a requirement of the Municipal Systems Act, is the key strategic document, which guides and informs all planning, budgeting, management and decision-making related to service delivery and development in the municipal area. The plan is reviewed annually.

The IDP serves as a tool for transforming local governments towards facilitation and management of development within their areas of jurisdiction. The MSA identifies the IDP as a key component in entrenching developmental local government principles. In conforming to the Act's requirements, the eThekweni Municipal Council has delegated the authority to the City Manager to prepare the IDP.

The IDP, however, should be seen as the main policy instrument to help the municipalities to address the shortcomings in service delivery. Additionally, the Municipal Finance Management Act No. 56 of 2003 (MFMA) secures sound and sustainable management of the financial affairs of the municipality and other institutions in the local spheres of government. It does this by ensuring that its developmental programmes are aligned to its budget, and in doing so, eThekweni Municipality, through its integrated development planning process therefore, delivers in accordance with the community needs and priorities, whilst committing to the budgetary programmes as enacted by the Auditor-General (eThekweni Municipality: Final 2017/2018 IDP).

It must be noted that the IDP is presented to the Council for consideration and adoption. The Council may adopt a draft for public comment before approving a finalised IDP (DPLG, 2005). From the above-mentioned, it can be understood that members of the community are expected to play a more active role in respect of their involvement in civic matters through Ward Committees. Although Ward Committees are not the only vehicle for community participation, they also provide a platform for public consultation and participation. They are meant to encourage interaction between the local community and the municipality.

1.3 THE PROBLEM STATEMENT

Various sectors of the society have always debated the role of the Ward Committees with some communities rejecting it as a political tool created to empower the Ward Councillors.

These perceptions resulted in the formation of ward-based street committees and the mushrooming of several interest groups. Prior to the last local government elections held on 03 August 2016, the country witnessed a wave of service delivery protests across the country. By voting Ward Councillors into office, the electorate laid their trust in the leadership elected to strengthen service delivery in line with the mandate given to them in August 2016. The residents placed a great burden on their shoulders to help find their way out of poverty.

For anyone who watches the news, even only occasionally, there is little doubt that service delivery protests have escalated in number and severity over the last few years. The latest data from Municipal IQ's Hotspots Monitor, which monitors the occurrence of major service delivery protests across South Africa, shows that there have been more major protests so far this year than any previous year, since service delivery protests first started in 2004. However, Friedman (2013) argues that the current wave of protests stretches back to the 1970s. Ndebele (2012) argues that, "Widespread service delivery protests may soon take on an organisational character that will start off as discrete formations and then coalesce into a full-blown movement."

It is interesting to note that Section 152 of the Constitution places the participation of communities at the centre of service delivery and other matters of local government.

1.4 CONTRIBUTION OF THE STUDY

The functionality of Ward Committees remains a concern in the majority of municipalities around the country/within the KwaZulu-Natal Province (KZN). The local government is regarded as the level of government 'closest to the people'. Strong, functional Ward Committees are necessary to promote meaningful participation in planning.

The research highlights the importance of and potential of citizen involvement and participation in local governance processes and in promoting development. The research also determined the extent to which the community would be aware of the basic requirements for electing Ward Committee members as well as functions of elected officials.

1.5 THE AIM OF THE STUDY

The aim of this study was to investigate the effectiveness of Ward Committees and community participation in influencing service delivery in the eThekweni Municipality.

1.6 OBJECTIVES OF THE STUDY

The study attempted to:

- determine whether Ward Committees fulfil their role as key agents of local democratic participation;
- examine how the role of Ward Committees in facilitating community participation is carried out;
- establish whether Ward Committees serve as effective mechanisms to promote community participation in the eThekweni Municipality;
- investigate the structure, formation, composition, and responsibilities of Ward Committees; and
- identify challenges faced by Ward Committees in fast-tracking service delivery.

1.7 RESEARCH QUESTIONS

- Do Ward Committees fulfil their role as key agents of local democratic participation?
- How is the role of Ward Committees in facilitating community participation carried out?
- Do Ward Committees serve as effective mechanisms to promote community participation in the eThekweni Municipality?
- What is the structure, formation, composition, and responsibilities of Ward Committees?
- What are the challenges faced by Ward Committees in fast-tracking service delivery?

1.8 RESEARCH METHODOLOGY

1.8.1 Research Paradigm

There are a number of paradigms that underpin scientific studies, such as natural philosophy, positivism, antipositivism, post positivism, rationalism and critical research. These paradigms are better simplified by Bhattacharjee (2012: 7-8). According to Bhattacharjee (2012: 7-8) natural philosophy refers to understanding the nature and physical universe. For example, the study of stars, volcanoes, and so forth are examples of studies that are underpinned by natural philosophy.

Positivism blends rationalism and empiricism, meaning that theories are only true if they can be verified to be so, through observation. What is important with positivism is that there must be verification of theories.

Furthermore, Kumar (2014: 220) indicates that positivism is associated with quantitative methods. Scientists argue that facts could also be verified qualitatively giving rise to the anti-positivism paradigm, which emphasised numbers.

Post positivism argues that it may be impossible to verify the truth but still possible to reject false beliefs and it also emphasises the fact that human knowledge can be challengeable and is not always based on conjectures that can never be proven conclusively. Critical research tends to critic the status quo based on facts.

1.8.2 Research Design

This describes the procedures for conducting the study, including when, from whom, and under what conditions the data have been obtained. It also indicates the general plan, how the research is set up, what happened to the subject, and which methods of data collection were used (McMillan and Schumacher 2010: 20).

It must be noted that this is a case study design. In a case study, a comprehensive investigation is done, and the kind of data that a researcher could collect are vast, ranging from precise counts of inventory to open-ended interviews. Wagner (2012: 21) opines that the aim of research design is to guide the investigator through the process of collecting, analysing and interpreting observation. In other words, it indicates how the researcher will conduct his research, for example, which methodology is appropriate e.g. qualitative or quantitative, interviews, questionnaires or experiments, and techniques for collecting and analysing the data.

1.8.3 Sample of the Study

The sample of the study was made up of two hundred and six (206) members of the population of three hundred (300) community members as well as three Ward Councillors. The Ward Councillors participated in the qualitative part of the study while the 206 community members participated in the quantitative part of the study. The 206 community members answered questionnaires with the purpose of obtaining their views about the operational issues of Ward Committees in their communities. The three Ward Councillors were interviewed with a view to solicit their opinions about the functioning of Ward Committees.

1.8.4 Data Collection

According to Sekaran and Bougie (2010:184), data collection methods are an integral part of the research design. There are several data collection methods, each with its own advantages and disadvantages. The use of appropriate research methods enhances the value of the research. Data collection methods include various types of interviews such as face-to-face interviews, telephone interviews, computer assisted interviews, and interviews through electronic media, questionnaires that are either personally administered, sent through the mail, or electronically administered.

1.8.5 Data Presentation

The type of data presentation largely depends on the type of study to be used by the researcher. Data can be presented in various forms depending on the type of data collected. It may be presented in the form of a Frequency Table, bar graphs, line graphs, pie charts, and text.

The data presented in this research was drawn from the completed questionnaires by members of the community, and interviews with Ward Councillors.

1.9 LIMITATIONS OF THE STUDY

The following factors constitute the limitations of the study:

- Constraints in terms of resources;
- Non-responsiveness of participants – some were reluctant to participate in the study for various reasons;
- Shortcomings – identification might prove to be one of the shortcomings. In other words, it cannot be generalised to other companies and may not be honest due to the sensitivity of the topic. Low response rates also exert an influence;
- The study is generally restricted to the eThekweni Metropolitan Council;
- At times, the participants were reluctant to respond to certain questions due to the political connotations associated with the topic and general negative views;
- The researcher was unable to reach certain areas of the wards due to poor road conditions; and
- Time constraints reduced the scope of the research.

However, notwithstanding these limitations, the study will reflect a balanced and informed picture of community participation and the overall functioning of Ward Committees.

1.10 STRUCTURE OF DISSERTATION CHAPTERS

Chapter one presents the introduction to the study. This include the background of the study, research problem, objectives of the study and research questions.

Chapter two constitutes the literature review. It also covers the theoretical framework on community participation, the process of the Integrated Development Planning (IDP) and the roles and responsibilities of Ward Committees.

Chapter three explains the research methodology employed in the study. It explains the brief overview of the research methodology applied.

Chapter four presents the research findings.

Chapter five provides the discussion of the study research findings, and then provides the recommendations and conclusion of the study.

1.11 CONCLUSION

This chapter is in essence an overview of the study. It has provided the background of the study and has adequately provided the aim, objective and research questions of the study. The chapter has also stated the problem statement and more importantly the contribution of the study to the body of knowledge. The chapter outline also provides one with an idea as to what each chapter of the dissertation entails. The next chapter explores the literature that was deemed relevant in this study.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

The Effectiveness of Ward Committees and Community Participation in Influencing Service Delivery in eThekweni Municipality is a primary focus in this chapter. This chapter provides a brief overview of the literature that informed the study. Research should be based on all the relevant thinking and investigation that have preceded it (Saunders 2009: 42). It was anticipated that all research is built on the foundation of the hard work, academic dedication, and findings of earlier researchers in the field. In essence, it means that every research that is completed contributes to the accumulated knowledge in the field and becomes part of the body of published knowledge in the field.

Each researcher's work contributes in some small but significant way to pushing the boundaries of knowledge in the field. Saunders (2009: 45) suggests that researchers therefore, had to be thoroughly familiar both with the major theoretical constructs in the field and all the research and literature that is available. A logical, systematic, and critical review of this body of knowledge provides the backdrop for the current research. In order to demonstrate this through familiarity with earlier work in the field, all researchers are required to include a literature review in their study. Therefore, it is safe to conclude that the literature review provides a concise synthesis of existing research and literature on the current research topic. This creates the context from the past for the new study to be conducted with new ideas and fresh data.

As reported by Muya (2014: 59), the purpose of literature review in research is to describe accumulated knowledge about a specific problem, issue, or debate and to ascertain strengths and weaknesses of the literature, identifying the existing gaps, as well as noting unbiased and valid studies of the relevant published work. It must contain a synthesis of relevant literature and must simultaneously be a critical analysis of earlier work.

A possibility exists that there will always be gaps in respect of information and findings. This chapter, therefore, reviews literature related to the establishment and the functioning of Ward Committees as a means to encourage community participation in municipal matters.

2.2 AN OVERVIEW OF THE LEGAL FRAMEWORK FOR COMMUNITY/PUBLIC PARTICIPATION

The government has provided for a legal framework that necessitates the establishment and institutionalisation of Ward Committees as vehicles to establish participatory governance at grassroots level (Nyalunga 2004: 112). The eight pieces of legislation, which form the above-mentioned legal framework, are described below as follows:

2.2.1 The Constitution of the Republic of South Africa, 1996

The Constitution of the Republic of South Africa, Act 108 of 1996, was approved by the Constitutional Court on 4 December 1996 and came into effect on 4 February 1997. It is perceived as the supreme law of the country in the sense that it has been stated that no law supersedes the Constitution.

The Constitution promotes the idea of developmental local government. Chapter 7, Section 152(1) (e) specifies that one of the objects of local government is to encourage the involvement of communities and community organisations in the matters of local government. The Chapter also stipulates that local government should, *inter alia*, provide democratic and accountable government for local communities, ensure the provision of services to communities in a sustainable manner, and encourage the involvement of communities and community organisations in matters of local government.

2.2.2 The White Paper on Local Government, 1998

The White Paper on Local Government of 1998 gives effect to Chapter 7 of the Constitution, and outlines a new vision for local government. It envisages a local government deeply rooted within communities. Accordingly, it challenges local government to be developmental and puts forth the following as a definition of developmental local government: “*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.*”

The White Paper further provides for the establishment of Ward Committees and states that “the central role of Ward Committees is the facilitation of local community participation in decisions that affect the local community.

2.2.3 The Municipal Structures Act 117 of 1998

The Municipal Structures Act entrenches community participation by stating that the executive committee must report on the involvement of communities in municipal affairs and must ensure public participation and consultation and report the effects thereof on decisions taken by Council.

Flowing from the White Paper, this Act was intended to regulate the internal systems, structures and office-bearers of municipalities. Section 19(3) states that, “*a Municipal Council must develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers.*” Of note is Chapter 4 of the Act, which requires that municipalities establish Ward Committees with the objective of enhancing participatory democracy in local government. The Act places an obligation on the part of a municipality to make rules on how members of the Ward Committees are to be elected and the frequency of its Ward Committee meetings.

2.2.4 The Municipal Systems Act, 32 of 2000

The Municipal Systems Act defines the legal nature of a municipality as the political structures, the administration, and the community of the municipality, thus enshrining the community as an integral part of the municipality. This Act differs from the Municipal Structures Act in that, when it comes to community participation, it places a greater emphasis on the rights and duties of citizens with regard to municipal functions.

Chapter 4 of this Act is dedicated to community participation stating that the municipality must foster participation in the IDP process; the evaluation of its performance through performance management; the budget process; and strategic decisions around service delivery. Although the Act does not specifically refer to Ward Committees, it is envisaged that the drafting of IDPs will follow a participatory process through Ward Committees.

2.2.5 Municipal Finance Management Act (MFMA) 56 of 2003

The Municipal Finance Management Act does not openly touch on Ward Committees, but rather refers to community participation in overseeing how municipal resources are utilised and reported on. It actually emphasises accountability by municipal officials.

It requires that, immediately after the annual budget is tabled in a municipal Council, the Accounting Officer (City Manager) of the municipality must make public the budget and all supporting documentation, and invite the local community to submit comments on what is contained in the budget.

The MFMA is intended to ensure sound and sustainable financial management in municipalities and deepens the budgetary process by making community involvement compulsory.

2.2.6 Municipal Planning and Performance Management Regulations of 2001

The Municipal Planning and Performance Regulations of 2001 overlaps with the Local Government: Municipal Systems Act of 2000 in that it requires the municipality, through proper channels and mechanisms to involve local communities in development, planning, implementation, and review of the municipalities performance management systems, and in particular to allow community participation in crafting key performance indicators about the municipality (RSA 2000). The Regulations (Section, 15a) further entrench the issue of community participation, and state that, in the absence of an appropriate municipal wide structure for community participation, a Municipality must establish a forum that will enhance community participation in the following:

- The drafting and implementation of the municipality's Integrated Development Plan; and
- The monitoring, measurement and review of the municipality's performance in relation to the key performance indicators and performance targets set by the municipality.

The Regulations further provide that:

- A municipality must establish a forum that will enhance community participation. The forum referred to above, must be representative of the composition of the community and comprise people identified by the community through mechanisms established by the municipality;
- The municipality convenes regular meetings of the forum to:
 - discuss the process to be followed in drafting the IDP;
 - consult on the content of the IDP;
 - monitor the implementation of the IDP;
 - discuss the development, implementation and review of the municipality's Performance Management System; and
 - monitor the municipality's performance in relation to the key performance indicators and performance targets set by the municipality.

This regulation seems to recognise that there are various interest groups within the community and that these should be part of a consultative structure such as Ward Committees. It further recognises the importance convening regular meetings.

The following pieces of legislation also provide for community participation and play a pivotal role in understanding local government.

2.2.7 The Municipal Property Rates Act, No 6 of 2004

The Municipal Property Rates Act, No 6 of 2004 has a direct impact on communities as property owners and allows for a process of community participation. Section 4 of the Act states that before a municipality adopts its rates policy, it must follow a process of community participation in accordance with Chapter 4 of the Municipal Systems Act.

2.2.8 The White Paper on Transforming Public Service Delivery of 1997.

The White Paper on Transforming Public Service Delivery, commonly known as the Batho Pele White Paper was introduced in 1997. The White Paper provides a framework through which public services are to be delivered. The White Paper contains eight (8) Batho Pele Principles. These principles are key directives to the public service towards being efficient, effective, and responsive to the needs of the citizens. Furthermore, the principles guide the Public Service on how it should engage with members of the public and provide platform for the public to participate in the provision of services.

Its purpose is to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. Emphasis is placed on improving the efficiency and effectiveness in the way services are delivered to our communities particularly the poor and the impoverished. Batho Pele is a Sesotho word, which means “*People First*”.

The following regulations are also worth noting:

- The ***Draft National Framework on Public Participation (RSA 2007)*** outlines the roles and responsibilities of a Ward Committee in promoting public participation; and
- ***National Framework: Criteria for Determining Out of Pocket Expenses for Ward Committee members, 2009*** prescribes that payment of out of pocket expenses should be linked performance of Ward Committees.

The eight Batho Pele principles are broken down as follows:

Consultation – citizens should be consulted about the level and quality of the public (municipal) services they receive and, wherever possible, should be given a choice about the services they are offered. It is important that the views of the community are taken into consideration when the policies affecting their lives are being developed. This will ensure that the policies attempt to address the challenges facing the community.

Service standards – citizens should be told what level and quality of public service they would receive so that they are aware of what to expect. It is expected that by having these standards in place, citizens are provided with an indication of the quality of service delivery they could expect from the municipality or government departments.

Access – citizens should have equal access to the services, which they are entitled to. This applies especially to the previously disadvantaged sectors of the community and to people with special needs as well as the elderly. These special needs include access to municipality by the physically disabled, or having services that are too far away for people to visit.

Courtesy – citizens should be treated with courtesy and consideration. Municipal staff who interact with the public should display good attitudes by being friendly, helpful and treating everyone with dignity and respect.

Information – citizens should be given full and accurate information about the services they are entitled to receive. There are various ways to do this, for instance, through local newspapers, community radio stations, posters, and flyers. Furthermore, the Service Commitment Charter to inform customers about the services offered and entitled to.

Openness and transparency – citizens should be told how national and provincial departments are run, how much they cost and who is in charge. This encourages accountability. This principle government departments and municipalities must be open and honest about every aspect of their work. It could the cause to publish an annual report that will inform the residents how resources were used, including costs.

Redress – if the promised standard of service is not delivered, residents should be offered an apology, a full explanation, and a speedy and effective remedy, and when complaints are made, citizens should receive a sympathetic positive response. Handling of complaints with courtesy plays an in important role here. It is essential that municipalities and state departments should inform customers how and where to complain and employees should keep a record of all complaints and how we dealt with them.

Value for money – public services should be provided economically and efficiently in order to give citizens the best possible value for money. This principle includes giving the customers the best service using available resources.

It also means dealing with wasteful expenditure, fraud, and corruption in order to improve service delivery.

Other than ensuring service excellence in line with Batho Pele principles, municipalities should commit themselves to accelerating service delivery and provision of basic services. Municipal officials must also come to the party and follow the above principles, which are aligned with the Constitution, which came into operation in February 1997. It is imperative to emphasise that officials are the face and ambassadors of the Municipality and need to constantly portray a positive image at all times in order to be trusted by the citizens.

Supported by the above legal frameworks, the Ward Committees, therefore, act as vehicles of communication between communities and the political administrative structures of municipalities across the country and possibly beyond borders.

2.3 COMMUNITY PARTICIPATION EXPLAINED

Ntuli (2011: 8) believes that Community Participation could be defined in various ways. For instance, Sithole (2005: 2) defines Community Participation as, a “democratic process of engaging people in thinking, deciding, planning, and playing an active part in the development and operation of services that affect their lives.” Paul (1987: 2) describes it as an active process in which the clients, or those who will benefit, influence the direction and implementation of the development project.

It must be noted that the terms Community Participation and Public Participation are used interchangeably in this study. The debate on participation development has now been part of development thinking for more than 80 years (Cooke and Kothari 2001), but it has not brought much clarity regarding the principles, theory, strategy, and management of participatory development (Theron and Ceasar 2008: 123).

Chapter Four of the Municipal Structures Act deals with “*community participation*” in local government, saying that municipalities must develop “a culture of municipal governance that complements formal representative government with a system of participatory government.” Community Participation in South Africa is regarded as an important means of deepening the relatively new democracy. Significantly, Phago (2008: 239) reports that the deepening of democracy is necessary, since community participation should influence decision-making in the Government. The researcher reckons that in democratic countries such as South Africa, the participation of the community in all three spheres of government is a right as supported by the Constitution.

The researcher adds that this is because the government is elected to improve the general well-being of the people and, therefore, community participation is required to ensure that the most pressing needs of the people are prioritised.

There is no doubt that municipalities have an obligation to encourage, and create conditions conducive for the local community to participate in the affairs of the municipality including – but not limited to the drafting of the Integrated Development Plan (IDP), which is regarded as the underpinning theory in the local government sector. Therefore, municipalities have a legal obligation to contribute to building the capacity of the local community that will afford them the opportunity to participate in the affairs of the municipality, with a view to enhancing community participation.

According to Davids, Theron, Kealeboga and Maphunye (2009: 115-117), public participation is an active process where the public influences the direction and execution of a programme/project with the view to enhancing their well-being in terms of income, personal growth, self-reliance, or other values which they cherish.

This aligns with the South African Constitution (RSA 1996), with Section 152 (1) (a) requiring local government “to provide a democratic and accountable government for local municipalities are obliged to encourage the involvement of community organisations in matters of local government”.

Public participation is further described by the (Education and Training Unit for Democracy and Development: 9) as a “principle that is accepted by all spheres of government in South Africa.” The Education and Training Unit for Democracy and Development (ETU) further stresses the importance of Public Participation in the government’s quest to address the community’s needs in an appropriate way. Through Public Participation, the citizenry develops a sense of ownership of public projects.

Perhaps an even better explanation of Public Participation is the one advanced by the KwaZulu Natal Legislature which can be summarised as follows: “Public participation is defined as the involvement of the public or communities in legislative processes, oversight, issues of governance affecting their lives (Acts, Bills, and/or public hearings) and activities by the committees of a legislature” (KwaZulu Natal 2003).

Members of the Provincial Legislature (MPLs) are elected to represent the public. Therefore, there must be interaction between those that are represented and those that elected them. Public participation promotes such interaction. It is ideal for people to have ideas about what they need and what they want to see happening. The question is: Where can they ventilate these ideas and suggestions about service delivery?

Public participation also serves as a vehicle for such ideas to be communicated to the legislators. It is also well and good for the public to have ideas about service delivery and other issues, but when the public does not know the processes that need to be followed to communicate these views, their wishes may not be realised. Public participation therefore, helps in this regard by educating the public the necessary processes and channels in making them aware of the functions of the different legislative instruments. It is important for legislators to understand whether what they have been able to provide to the public as a response to their requests and ideas is indeed what the public needs. Therefore, public participation helps communicate this feedback to the respective authorities.

In addition, legislators need to consult when certain legislation is to be passed. Public participation facilitates this process (consultation) by affording the public an opportunity for them to make suggestions to the MPLs, thus enabling legislators to formulate appropriate bills and oversight roles.

In a sense, community participation is a two-way process, consequently it can be viewed as a consultative process. Without engaging the legislators, it would be difficult for the public to access certain information, which in the normal course of business they would not have been able to access. Again, community participation plays a pivotal role here. In other words, it can be viewed as a tool that promotes transparency and accountability in governance. The above explanation is consistent with Masango (2002: 60) who suggests that there were various ways to promote what he calls “effective public participation” in the policy process.

These ways are:

- Cultivating a culture of participation;
- Public education, organising for participation;
- Capacity building for participation;
- Reforming attitudes towards participation;
- Utilising appropriate methods of participation; and
- Publicising local government affairs.

Kariuki and Mbwise (2014: 175) aver that participation is a basic human right as enshrined in Article 27(1) of the Universal Declaration of Human Rights where it is stated that “Everyone has the right to freely participate in the cultural life of the community and share in whatever benefits accrue and enjoy scientific advancement and its benefits”. However, the authors argue that the beneficiaries are rarely afforded the opportunity to fully participate in their development, even when an element of *‘participation’* is built into projects earmarked for the community.

A research paper on Community Participation in the Municipal Budget Process: Two South African Case Studies by Fatma Yusuf (2004), Foundation for Contemporary Research (FCR) and Good Governance Learning Network (GGLN), South Africa explains as follows: “Although community participation has been legislated, how it is to be implemented is left largely to the discretion of individual municipalities.” Moreover, the manner in which municipalities approached community participation varies according to the capacity and structure of the municipality” (Yusuf 2004: 30).

The next section will review the policy on Communication Participation in the eThekweni Municipality.

2.3.1 Community Participation Policy of the eThekweni Municipality

The idea of Community Participation is an interesting one because it provides citizens with an opportunity to participate and influence the decision-making process of a municipality. In light of the above, Council of the eThekweni Municipality adopted the Community Participation Policy on 29 June 2006 under the theme “Creating an enabling environment for citizens’ involvement in matters of eThekweni Municipality” (eThekweni Municipality 2006). This policy document provides mechanisms and processes for community participation in eThekweni Municipality.

The adoption of the Community Participation Policy was a significant milestone for the City and its residents, because it provides mechanisms and processes for community participation in the greater eThekweni Metropolitan. It actually ensures that residents of eThekweni have a direct voice in decisions affecting their livelihood. The facts that are stated above resonate with the commitment of the democratic government to deepen democracy, which is embedded in our Constitution. In essence, community participation is an open and accountable process through which individuals and groups within selected communities can exchange views and influence decision-making.

It is a democratic process of engaging people, deciding, planning, and playing an active part in the development and operation of services that affect their lives.

Generally, the policy document emphasises key concepts such as participation, information, consultation, active participation, stakeholders, outcome, customers, area, sub-region or zone, region and civil society. The understanding and differentiation of these concepts is critical for the understanding of the policy.

It is important to note that the above policy derives its principles from the Constitution of the Republic of South Africa, which grants all citizens a right to meaningful participation in the country's affairs, thus a right to shape and determine their own destiny. This means that the local government has been entrusted with the responsibility of ensuring involvement of communities, and community (civic) organisations in local government affairs. The challenge with policies is that, the people the policy is meant to serve; seldom participate in the policy-making process.

The policy document explains that eThekweni Municipality is committed to a form of participation, which will empower her citizens, and not token consultation or manipulation. It must be noted that Ward Councillors are at the centre stage of community participation.

The aforementioned policy involves a range of activities including creating democratic representative structures such as Ward Committees, assisting these structures to plan at a local level through Community Based Planning (CBP), and to implement and monitor their ward-based plans built on community strengths. Consequently, the city confirmed that implementation of this policy was of vital importance to all stakeholders. The Municipality acknowledges that if it does not implement this policy effectively, they will be betraying the liberation struggle, which brought about democracy in this country. When they do, all it takes to ensure that the policy is implemented in totality, they will be making democracy and governance structures effective in bringing about development that is firmly rooted in the citizens of this country.

In light of the above, the eThekweni Municipality calls upon all its citizens to exercise their right to fully participate in the affairs of the municipality. Furthermore, the eThekweni Municipality is committed to the realisation of its citizens' welfare. The City encourages a person-to-person caring approach, and invites all kinds of charities, faiths, and community oriented formations to join in a civil, economic, and political action, which works towards humane and harmonious systems of governance.

The 1996 Constitution (Act 108 of 1996) and the White Paper on Local Government, 1998 contain specific prescriptions concerning the need for enhanced community participation and consultation regarding local government matters. In terms of new '*developmental*' municipal legislation such as the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) and the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998), the requirements for community participation are taken further.

- In terms of Chapter 4 of the Local Government: Municipal Systems Act 32 of 2000, a municipality must adopt or promote community participation and must provide for the following:
- Receipt, processing and consideration of petitions and complaints lodged by members of the community;
- Notification and public comment procedures;
- Public meetings and hearings by the Council;
- Consultative sessions with community organisations; and
- Report-back sessions.

In view of the above, community participation in the affairs of a municipality, must take place through, inter alia, the following:

- Political structures for participation in terms of the Municipal Structures Act, 1998, such as Sub Councils and Ward Committees;
- The mechanisms, processes and procedures for participation in municipal governance established in terms of the Municipal Systems Act, 2000;
- Other appropriate mechanisms, processes and procedures established by a municipality;
- Ward Councillors; and
- Generally, applying the provisions for participation as provided for in terms of legislative prescriptions.

2.4 THEORETICAL PERSPECTIVES ON COMMUNITY PARTICIPATION PROCESS THROUGH WARD COMMITTEES

This section highlights the importance of citizen involvement as well as participation in local governance processes. It also looks at the legislation that supports citizen involvement, explores the establishment of Ward Committees, the role of Ward Committees, functions of Ward Committees, objectives of the Ward Committees and the role of Community Development Workers (CDWs) as mechanisms for increasing community participation.

Community participation is therefore, a vital part of our democracy, because it allows citizens to get involved in how their communities are governed.

Chapter 4 of the Local Government: Municipal Structures Act, 1998, requires municipalities to develop mechanisms to consult communities and civic organisations in performing their functions and exercising its powers. The Act further directs municipalities to invite citizens to actively participate at four levels; i.e. voters, citizens, consumers and organised partners. It is hoped that active citizen participation will ensure accountability on the part of the elected political leadership.

Additionally, the Constitution provides that municipalities need to develop mechanisms to interact with the community in order to identify service needs, priorities and resources for development. This is evident in Chapter 4 of the Municipal Systems Act, which stipulates that community participation should include:

- The development of a culture of participation;
- Mechanisms, processes, and procedure for participation;
- Communication of information concerning participation;
- Public notifications of Municipal Council meetings; and
- The admission of the public to Council meetings.

Furthermore, and as explained by Section 19 of the Municipal Structures Act, 1998, even though municipalities encourage citizens to actively participate, it remains the job of the municipality to ensure the community's involvement. This along with Section 4 of the Municipal Systems Act sets out the duties of a municipality. Firstly, it must encourage the involvement of the local community and consult the local community about the level, quality, range, and impact of municipal services. Secondly, the municipality must provide the community with information about the available options for basic service delivery.

2.4.1 The Establishment and Functions of Ward Committees

The establishment of Ward Committees by eThekweni Municipality is a legislative obligation as enshrined in the Local Government: Municipal Structures Act (MSA) 117 of 1998. In compliance with the Act, eThekweni Municipality developed the rules regulating the establishment and operation of Ward Committees, which was adopted by Council on 29 June 2012. In line with this legislative requirement, Council revived Ward Committees in each of its one hundred and ten (110) Wards in order to enhance local democracy and contribute to economic growth of eThekweni communities.

The Municipality further believes that there is a need for the local community to take part in the affairs of their local government by means of the Ward Committee system. Section 73 of the MSA and Chapter 4 of the Municipal Systems Act inform the establishment and functioning of Ward Committees (Ward Committee Operations Handbook, 2016: 1).

A Ward Councillor leads each of the eThekweni Municipality's 110 Wards. The Ward Councillors are directly elected, either during the local government elections or through by-elections (if she/he vacates the office for any reason or removed). They are responsible for the ward and have a legal obligation to adhere to the Ward Councillor's Code of Conduct. They also act as the intermediary between the community and Council. The Ward Committees established in the 110 wards, as explained above, serve as an advisory body of Council on service delivery matters through Ward Councillors. These Ward Councillors serve as Chairpersons of the respective Ward Committees as per the statutory requirement.

It must be borne in mind that a Ward Committee is not a political structure, and accordingly it should not be dominated of the members of one interest group or only a particular political party to which the Ward Councillor may be affiliated. This is vital because the Municipal Structures Act, 1998 in Section 73(3) states that the representation of gender and diversity of interests within a particular ward are compulsory. A Ward Committee should therefore comprise the Ward Councillor and people serving interests of women, youth, religious groups, sports and welfare bodies, environment, education, community-based organisations, ratepayers associations, traditional leaders, the disabled, informal traders' associations, and possibly members of the community safety formations. However, the committee must not exceed ten (10) members (Reddy and Sikhakhane 2008: 681). One of the 10 members serves as Secretary of the Ward Committee.

In addition to the requirements of the MSA and the Municipal Systems Act, Ward Committee operations are governed through Council-approved "*Rules Regulating Establishment and Operation of Ward Committees*" and monitored by the Office of the Speaker. It must be noted that the Provincial Department of Co-Operative Governance and Traditional Affairs (COGTA) assess the effectiveness of the Ward Committees through quarterly functionality and Back-to-Basics reporting (Ward Committee Support Plan, March 2014). Members of the Ward Committee are actually representatives of the community who perform their duties voluntarily.

However, they are paid a stipend of R1000 on a monthly basis, as per the determination by COGTA, provided Secretaries have submitted Portfolio of Evidence in the form of Attendance Registers and Minutes of the meetings, amongst others (Ward Committee Support Plan, March 2014).

According to the Support Plan, the Ward Committees serve as mobilising agents for community action and this may be achieved as follows:

- Attending to all matters that affect and benefit the community;
- Acting in the best interest of the community;
- Ensuring active participation of the community;
- Service payment campaigns;
- Outreach programmes; and
- The Municipality's budgetary process.

Simply put, our democracy is made even stronger when South Africans are involved and actively hold government to account. Ward Committees, therefore, need to be more responsive and more accountable. They need to reach out to community organisations and other organs of civil society.

2.4.2 The Role of Portfolio Committees

According to the Ward Committee Support Plan, Portfolio Committees were established to assist Ward Committees to focus on various service delivery matters impacting the wards by focusing on specific service delivery aspects such as Human Settlements; Cleansing and Solid Waste, etc. These portfolio committees are aligned with the IDP priorities and service delivery objectives. Nine (09) portfolio committees have been established and a member of the Ward Committee chairs each. The 10th member of the Ward Committee serves as Secretary of the Ward Committee. (Ward Committee Operations Handbook 2016: 1)

The nine Portfolio Committees are allocated as follows:

- Skills Development and Job Creation;
- Entrepreneurship and Small Business Support;
- Sports, Arts, Culture and Recreation;
- Transport, Roads and Storm water;
- Youth, Gender and Vulnerable Groups;
- Electricity, Water and Sanitation;
- Health, Safety and Security;

- Human Settlements; and
- Cleansing and Solid Waste.

The Portfolio Committee submit reports to the Ward Committee, but the overall responsibility on service delivery matters rests with the Ward Committee. It should therefore, be acknowledged, that Ward Committees were established to serve as instruments for community participation and sustainable local government. The success of Ward Committees is dependent on the capacity of its members to exercise their powers, perform their functions, and play their roles (Nyalunga 2006: 43).

This system of allocating Ward Committee members' portfolios ensures that each Ward Committee member has a particular role to play within the ward (Department of Provincial and Local Government 2005). Furthermore, this system also allows them to develop experience and understand issues related to other portfolios. According to the Department of Provincial and Local Government (2005), the purpose of a Ward Committee is to promote participatory democracy by assisting communities and community organisations in the municipal processes such as municipal budget, IDP and review process, municipal performance management system, by-laws, and provision of municipal services.

According to Khuzwayo (2009: 23), the role of Ward Committees is to make sure that the voters participate directly and partake in decisions made by the Council. The researcher is of the opinion that they should be part of the processes and structures that affect their lives as ordinary citizens. The Ward Committee should be set up in a way that it can reach most sectors and areas in the ward. The Ward Committee's main tasks are to communicate and consult with the community in respect of development and service plans (Nyalunga 2006: 45).

2.4.3 Term of Office of an Elected Member of the Ward Committee

The term of office of the Ward Committee shall be determined by Council resolution in terms of Section 75, read with Section 24 (Term of Municipal Councils) of the Local Government: Municipal Structures Act.

As decreed in the Government Gazette No. 32626 (Regulation No. R972 of 8 October 2009):

- Ward committee members will be elected following each local government election;
- A Ward Committee so elected will serve until the day on which a new local government election is held;
- Ward Committee members are eligible for re-election once their term expires; and
- Over and above the stipulations of the Code of Conduct for ward, committees in these Rules, non-performing, negligent, or unsuitable Ward Committee members will be subjected to the scrutiny of the Ward Councillor, the other members of the Ward Committee and the Speaker of Council.

2.4.4 Benefits of Establishing Ward Committees

The Ward Committee Operations Handbook of the eThekweni Municipality outlines the following benefits as essential for the communities and other sectors within the 110 Wards.

- Hold the Municipality and Ward Councillor accountable to ensure provision of sustainable service delivery to local communities;
- Communicate plans and programmes of the Municipality for the communities to be well-informed and not resort to protest actions;
- Inform Municipal planning processes by submitting ward priorities;
- Ensure better co-ordination of the needs of the wards to achieve responsive local government; and
- Enhance public participation through giving Ward Committees a voice to partake on the Council decision-making process.

From the above-mentioned benefits, it is evident that Ward Committees serve as a support structure for Ward Councillors to ensure a wide coverage of the needs of each ward of the eThekweni Municipality.

2.4.5 Ward Committee Functionality Indicators

The main aim of the functionality indicators is to assist municipalities to address the non-compliance by Ward Councillors in convening report back meetings as indicated in the MSA 1998.

The purpose of these meetings is to:

- improve the functionality of Ward Committees;
- increase the percentage of functional Ward Committees; and

- ensure that there is commitment and accountability of Ward Councillors in convening report back meeting.

It is crucial to emphasise that report back meetings assist as the monitoring tool in the performance of Ward Committees. The Ward Councillors convene these meetings on a quarterly basis. Therefore, Ward Committees in conjunction with Ward Councillors should convene regular community feedback meetings. Furthermore, COGTA developed Ward Committee functionality assessment tools to measure the effectiveness of Ward Committees based on the six performance indicators, which are derived from the Municipal Systems Act. The draft National and Provincial Frameworks on Public Participation and community feedback meetings are the most essential indicators with the highest weighting in the scorecard.

The Ward Committee functionality assessment that is conducted by COGTA, as alluded to above, on a quarterly basis, indicates that there are Ward Committees that are non-functional due to lack of community feedback meetings that Ward Councillors did not convene as required. It is against this background that the department (COGTA) developed Contingency/Intervention Plan in order to address lack of these meetings.

2.4.5.1 The Ward Committee functionality indicators

The Ward Committee functionality comprise minimum requirements and specific evidence is required. These are summarised in the table next.

Table 2.1: The Ward Committee functionality indicators

INDICATOR	MINIMUM REQUIREMENT	EVIDENCE REQUIRED
Number of Ward Committee meetings held	One meeting per month	Attendance register and Minutes of Ward Committee meetings
Number of Ward Committee meetings chaired by the Ward Councillor	One meeting per month	Ward Committee attendance register and Minutes meetings
Percentage attendance	50% plus 1 committee members	Ward Committee meeting attendance register
Number of community meetings held	One meeting per quarter	Attendance register and minutes of a meeting
Number of sectorial reports submitted	10 reports per month	Sectorial reports presented by individual committee member
Number of Ward reports submitted to the municipality	One report per quarter	Ward report from the Ward Councillor

2.4.5.2 What are the Reasons for Non-Functionality of Ward Committees?

According to the National and Provincial Framework on Public Participation, the following reasons are thought to be major contributory factors for the non-functionality of Ward Committees:

- Non-submission of quarterly assessment reports by municipalities;
- Non-submission of ward reports by Ward Councillors;
- Lack of evidence on community feedback meetings held by Ward Committees;
- Limited financial resources for Ward Committee operations;
- Lack of support from the Senior Management;
- Non-compliance with the reporting system by Ward Councillors;
- Lack of support from the Speaker's Office; and
- Lack of commitment from municipal officials assigned to public participation related issues.

2.4.6 Termination of Membership

Upon the occurrence of any of the following events, the person shall cease to be a Ward Committee member:

- Death;
- Resignation;
- Ward member relocating from the ward;
- Election of Ward Committee member to stand for Municipal elections;
- Appointment to a position of a Municipal employee or Government cadres e.g. Community Development Worker;
- Proven involvement in fraud and corruption, misuse of state resources including misrepresentation for personal gain e.g. being employed in the project provided by the service provider engaged by the municipality within the ward;
- Failure to attend three consecutive meetings of the Ward Committee without any apology;
- Taking matters into their own hands by exempting themselves from Ward Committee meetings in an ad hoc fashion from five (5) meetings in a financial year with or without apology acceptable to the Ward Committee or Ward Councillor;
- Failure to adhere to meeting procedure or misconduct during Ward Committee meetings;
- Becoming involved in activities that undermine the Council and Ward Councillor;
- Declaration of mental incompetence and insolvency by a court; and

- Receiving a vote of no confidence by the community. Reasons for passing the vote of no confidence should be reduced in writing by the person appointed to chair that particular meeting and forwarded to the Speaker's office for further consideration.

2.4.7 Dissolution of Ward Committees

In the normal course of events, a Ward Committee will dissolve on the day local government elections take place. A new Ward Committee will be elected as soon as the new Council is formed after the local government elections. Individual Ward Committee members may avail themselves for re-election only after one term was served in office in a particular ward.

A Municipal Council may dissolve a Ward Committee based on a recommendation from the Speaker.

Below, are the instances under which a Ward Committee can be dissolved:

- Failure to fulfil its objectives as set out in the rules and other legislation;
- Non-adherence to the Rules governing Ward Committees; and
- Resignation of more than fifty percent (50%) of the members of the Ward Committee.

2.4.7.1 Procedure for Dissolution of a Ward Committee

The Speaker must investigate the circumstances surrounding actions of a Ward Committee accused of failing in the manner stipulated above, and report his/her findings to the Ward Committee and the Ward Councillor.

The Speaker must make a final decision on the matter and if the decision is to dissolve the ward committee, he/she must report the findings to Council within three months of the formal lodging of the complaint. After Council has resolved to dissolve a ward committee, the Office of the Speaker, at which time the Ward Committee will cease to exist, must give notice of the dissolution of the Ward Committee to the Ward Councillor and the Ward Committee in writing.

2.4.7.2 Procedure for Reconstitution of a Ward Committee

Notice of the reconstitution of the Ward Committee must be given in terms of Section 13 of the Municipal Structures Act; when the Ward Committee members appointed at the Ward Committee election to represent sections, sectors and/or interest groups in the community, for any reason fail to fulfil this obligation.

Members, with exception of the Ward Councillor, of the Ward Committee that has been dissolved will not be eligible for re-election to the Ward Committee for a period of one year after its dissolution. The requirements for the composition of the reconstituted Ward Committee are the same as those set out in Section 6 of the Rules.

2.5 THE INTERGOVERNMENTAL RELATIONS FRAMEWORK ACT (NO 13, 2005)

According to the Act, integrated and coordinated government is crucial to improving service delivery. It prevents unnecessary duplication and promotes the sharing of scarce resources at national, provincial, and local government levels. The Act lays the basis for the work of the Community Development Worker Programme (CDWP).

The aim of the Act is to provide a means for all organs of state to co-ordinate the realisation of national priorities. These priorities include poverty alleviation, economic growth, building the capacity of the state to do its work effectively, enhanced service delivery and job creation. Through the Act, the responsibility of service delivery and promotion of community development shouldered by municipalities become the responsibility of all organs of state.

It is believed that the introduction of the Community Development Workers (CDWs) created problems, as Ward Committee members often perceived them as a duplicate of what Ward Committees ought to do, except that the CDWs received remuneration and that they are assigned to specific wards by the provincial government. The CDWs assist communities within which they reside, by integrating the entire government departments to accelerate access to those services by the communities (DPSA 2007:14).

Thornhill and Madumo (2011: 135) explain that the government – in an effort to ensure that people can access government services – deployed the CDWs to work within their communities. In other words, they act as an interface between the government and the community by playing a liaison and facilitating role.

2.5.1 The Role of Community Development Workers (CDWs)

In 2003, the government of the day made great strides in attempting to augment the functioning of Ward Committees through the introduction of the CDWs. Community Development Workers are public servants who are assigned to municipalities to ensure the delivery of services by government, through the utilisation of the multi-skills they have acquired.

According to the Handbook for Community Development Workers (Ministry for Public Service and Administration, 2007), the CDWs were deployed by the government to work in communities to make sure that people can access government services. They also have a responsibility to give advice, assist people with problems, assess needs and work with local organisations to build partnerships with government.

The CDWs understands the community well, have good contacts with organisations and can help to do consultation, do research, spread information and monitor implementation of community programmes. In other words, they play a role of “*Middle Men*” whose primary role is explained above. They also work with local organisations such as Non-Governmental Organisations (NGOs) and Community-Based Organisations (CBOs) to build partnerships with government.

In other words, they facilitate community engagement, participation, and accountability to all three spheres of government. It is therefore crucial that there is a good partnership between the Ward Committees and the CDWs. The handbook further explains that the Ministry for Public Service and Administration and the Ministry of Provincial and Local Government were jointly responsible for coordinating and rolling out the CDWP by working closely with a range of stakeholders (including – but not limited to - NGOs and Ward Councillors).

In his 2003 State of the Nation address, the then State President, Thabo Mbeki presented the rationale for the CDWP, carrying forward the government's stated intention to address the economic and social marginalisation of the majority of South Africans:

“Government will create a public service echelon of multi-skilled community development workers who will maintain direct contact with people where these masses live. We are determined to ensure that government goes to the people with the intentions of improving the standard of living”

The former President also reminded us that it was a constitutional responsibility of the government to ensure that citizens had access to and receive quality services, which included information, social security, sufficient food and water, health care, and an administration that is lawful and reasonable, with fair procedures.

2.5.2 Key Responsibilities of the Community Development Workers

The Handbook for Community Development Workers (2007: 19) outlines the following key responsibilities:

- To assist in the smooth delivery of services by identifying and removing obstacles;
- To strengthen the social contract between government and communities;
- To link communities with government services;
- To pass on community concerns and problems to relevant local government structures;
- To support and nurture the increased exchange of information;
- To improve government-community networks;
- To give out information to the most disadvantaged and economically vulnerable so that they can rapidly access programmes designed for their benefit; and
- Interacting with communities in a variety of ways – from door-to-door visits to awareness campaigns, izimbizo, meetings and so on.

2.5.3 CDWs, Ward Councillors, and Ward Committees

The Handbook further states that Ward Committee members, Ward Councillors and CDWs should actually work together in pursuing community development and accelerating service delivery. Their roles are complementary although their mandates and structures are different. Whilst working collaboratively, their crucial task is to be active development agents and to ensure government programmes aimed at improving the lives of people in the communities were implemented. The nature of their collective task means they had to communicate constantly with each other and with the community, so that government programmes can take the centre stage and make the greatest possible impact.

2.5.3.1 Roles and Responsibilities of CDWs, Ward Councillors and Ward Committees

The table below indicates the roles and responsibilities of the CDWs, Ward Councillors and Ward Committees.

Table 2.2 CDWS and their roles and responsibilities

CDWs	Ward Councillors	Ward Committees
<p>Appointed public servants governed by the Public Service Act 1994.</p> <p>The CDW is expected to:</p> <ul style="list-style-type: none"> • Regularly communicate government and other information to communities in an accessible way • Pass concerns and issues on to service providers • Coordinate teams of volunteers in community projects • Coordinate teams employed on public works programmes. • Help communities develop and submit proposals for inclusion in integrated development plans to municipalities, other spheres of government or donors. • Coordinate inter-departmental programmes and encourage integration. • Maintain communication with CBOs and workers. • Promote the principles of Batho Pele and community participation • Inform communities about problems in the delivery of basic services • Help implement projects • Liaise with and advocate on behalf of communities with Parastatals, NGOs and private donors. • Monitor, evaluate and report on the impact of developmental projects • Help communities deal with diseases (such as TB, HIV and Aids) and intensify education and awareness of sexually transmitted diseases and other health matters. • Help government achieve the People's Contract of a better life for all • Act as a resourceful and dedicated public servant. 	<p>Politically elected representatives who live in and service the wards.</p> <p>The Ward Councillor:</p> <ul style="list-style-type: none"> • Chairs the Ward Committee. • Convenes the constituency meeting to elect Ward Committee members. • Calls committee meetings • Ensures a schedule of meetings is prepared, including Ward Committee and constituency meetings. • Works with the Ward Committee to draw up an annual plan of activities. • Handles queries and complaints. • Resolves disputes and refers unresolved disputes to the municipality. • Should be fully involved in all community activities. <p>The Proportional Representative Ward Councillor:</p> <ul style="list-style-type: none"> • Should attend Ward Committee meetings, constituency meetings and special meetings • Can assist with resolving disputes and making referrals • Can help with the implementation of projects and supports the Ward Councillor, but does not replace the Ward Councillor 	<p>Up to 10 community or sectorial representatives are elected at a ward general meeting to represent sectorial interests. The committee is the centre of local development.</p> <p>A Ward Committee:</p> <ul style="list-style-type: none"> • Takes issues of local concern to the Ward Councillor, who in turn takes these to Council. • Has a direct say in the planning, decision-making and project implementation that has an impact on their ward. • Increases the participation of local residents in municipal decision-making. • Is not politically aligned. • Should be involved in matters such as the integrated development planning process, municipal performance management, the annual budget, Council projects and other key activities • Can identify and initiate projects to improve the lives of people in the ward. • Can support the Ward Councillor in dispute resolution. • Can monitor the performance of the municipality and take issues of concern to the local ward. • Can help with community awareness campaigns on issues such as waste, water and sewage, payment of fees and charges

2.6 CHALLENGES THAT HINDER DEVELOPMENT IN RESPECT OF COMMUNITY PARTICIPATION

Ndlovu (2016: 1) opines that the developing countries, including South Africa, are faced with numerous challenges such as poverty, food insecurity, lack of access to employment opportunities, lack of access to good health services, insufficient affordable housing and lack of and /or poor maintenance of infrastructure and social facilities in both rural and urban areas. Furthermore, Ndlovu (2016: 1) discovered, through her research that, in most African developing countries, 75% of the poorest live in rural areas and agriculture provides most of the employment opportunities for this poorest sector (Ambrosio-Albala and Bastiaensen 2010).

On the other hand, the poor urban population who are in need of support are found in squatter/informal settlements, including areas where there is low cost housing or what is commonly called '*RDP houses*,' on the outskirts of cities, or areas characterised by inadequate access to basic services, such as water and sanitation, education and health facilities. There seems to be a perception that people living in these areas are illiterate, hence their unfortunate circumstances and disadvantaged backgrounds. Clearly, they are the unfortunate sector of our society.

It is lamentable to note that challenges facing our communities remain unchanged and in some cases have even worsened. South Africa, as one of the developing countries, is also faced with numerous challenges, such as growing unemployment rate, which overall remains at 24.1% and the unemployed youth account for an estimated (64.8%) (Kumo, Rielander and Omilola 2014: 75)

Poverty is another socio-economic challenge facing our country and the world at large. Recent statistics reveal that it is estimated at (45.5%), when applying the upper-bound poverty line (Statistics South Africa 2014) and it is further estimated that about 10, 2 million people live below the line. This can imply that the majority of South Africans struggle to gain access to basic needs and they still rely on the state provision of social grants for those who meet the requirements and the rest of those are struggling to survive. The resulting challenges arising from this poverty include malnutrition and poor health, which are further exacerbated by social phenomena, such as crime, violence against women and children, and substance abuse. Poor service delivery is also mentioned as a problem that has sparked numerous protests in the country.

The Empowerdex (2009: 45) identifies a huge service delivery gap between the urban and rural municipalities, with a particular concern about low levels of service delivery to communities living in the former homelands in the Eastern Cape, North West and Limpopo Provinces as well as rural areas of KZN. The researcher adds that cases where community members participate, their participation is usually confined to the level of project implementation and not decision making. One of the challenges is the strategy to allocate tenders to the co-operatives, which cause tension among members of the community. Thornhill and Madumo (2011: 159) define service delivery as the goods and services that the government is expected to provide to ensure that the livelihoods of its citizens are sustainable.

Evidence has shown that the 'top-down' model of development, where governments decide on the needs of communities and the type of projects adopted in order to address the needs has, to a large extent, shown to be ineffective at driving community development (Sabela 2014: 149). There are always problems associated with top-down approach model of development as the community often feel that they do not have ownership rights to such projects and developments and as a result, they are always destroyed during protests.

It is further noted that where development projects are planned by '*experts*' without engaging communities at grassroots level, such projects somehow fail to recognise the considerable potential for growth when community members are in the driving seat in their own development. Stiglitz (2002: 209) argues that participatory processes form the basis for development transformation, particularly for sustainable socio-economic development are a means for rapid economic growth.

2.7 TOOLS AND MECHANISMS FOR ENHANCING PUBLIC PARTICIPATION

Although not exclusive, the points listed below provide guidelines to municipalities and list mechanisms that can assist the municipality in its public participation processes. The mechanisms listed below are generic, but each municipality must develop a public participation policy and procedures that will ensure effected public participation in its municipality, taking into account the local dynamics as well as the needs of vulnerable groups, such as the illiterate, people with disabilities, women, and other disadvantaged sectors of society. The Municipal Structures Act 1998 has illustrated the following mechanisms to improve public participation and accelerate service delivery:

2.7.1 Identification of Interest Groups

Ward Councillors with the assistance of the Ward Committees must establish a database of all interest groups and civil society groups present in their wards and must ensure that interest groups are represented in the ward committee. If certain groups are not represented, the Ward Committee must ensure that it liaises with such groups on matters in the ward where the interests of the groups are affected. Interest groups may include school governing bodies, sport clubs, child welfare institutions, and institutions caring for abused woman and children.

In addition to the participation of the said interest groups in the activities of the ward committee, the municipality can establish dedicated processes to address the needs and participation of specific interest groups, such as focus groups, and Non-Governmental Organisations (NGOs) and Community-based Organisations (CBOs). This can be a very valuable tool to address the needs and interests of vulnerable groups.

2.7.2 Ward Based Planning (WBP)

The idea of enhancing public participation in municipalities was developed from the view that, through ward-based planning, strategic priorities of municipalities as well as the development of the municipal action plan targets are achieved.

Through these ward-based development plans, communities have an opportunity to ensure that the IDP addresses the priorities and the concerns of all sectors within a ward (Institute for Performance Management 2007). The methodology of the WBP provides municipalities with the means to strengthen the participatory aspects of their IDP – giving effect to the requirements of the White Paper on Local Government and the Systems Act.

It is interesting to note that Section 73 (d) of the Structures Act 117 of 1998 prescribes that a *“Municipal Council may allocate funds and resources to enable Ward Committees to perform their functions, exercise their powers and undertake development in their wards within the framework of the law”*. Simply put, the objective of the WBP is to improve the community’s control over their development, increase community action, and reduce dependence in order for the community to sustain their livelihoods. This will hopefully go a long way in empowering the community in order to be self-sufficient. In other words, no community should be an island.

The eThekweni Municipality promotes ward level plans and community action, thus promoting other aspects of government policies such as the Extended Public Works Programme (EPWP) and Vukuzenzele community projects. In essence, this implies that the ward-based planning mobilises communities and citizens to take the destiny of their lives into their hands. At the end of the day, this planning will assist the Municipality to realise its vision to achieve long-term development of communities thus improving their lives and providing sustainability for its citizens.

The WBP is also perceived as a planning method designed to involve communities in the wards, with an intention to promote community action in a bid to implement municipality programmes. Its principal objective is to complement the IDP.

It is also envisaged that this planning would improve the level of service delivery, alleviate complaints, and help curb service delivery protests. Stakeholders in the ward such as the NGOs as well as CBOs with reasonable capacities could assist in coordinating the initiatives highlighted above. In this case, the municipality may enable the process through providing venues, administrative support, and other logistical and technical support where possible.

2.8 EFFECTIVE MUNICIPAL COMMUNICATION WITH COMMUNITIES

Ward Committees play a critical role because they serve as the formal channel of communication between the local communities and the Council of eThekweni. In other words, Ward Committees should be the eyes and ears of the communities they serve. Continuous communication is one of the critical elements of public participation.

Rowe and Frewer (2005: 251-290) identify mechanisms of public participation/engagement as follows:

- **Public communication** involves the municipality giving information to other stakeholders;
- **Public consultation** involves other stakeholders providing information to the Council at the request of Council or out of their own initiative; and
- **Public dialogue** involves the mutual exchange of information between the stakeholders and Council representatives.

Mechanisms that municipalities use to communicate with members of the public have a potential to either promote or limit public participation. The lack of participation by the residents, could lead to an ineffective participatory structures.

Municipalities can use municipal newsletters/magazines and mayoral izimbizo to communicate with communities as well as municipal accounts, the local media, posters, customer satisfaction surveys and public notice boards. The least utilised mechanisms for communication are municipal websites, e-mails, noticeboards inside supermarkets, billboards, and Short Message Services (SMSes).

The municipality must determine the most effective way of communication with communities, given its unique circumstances, but in the process, it must ensure that vulnerable groups are included in the effective communication processes. The municipality must also establish which method of communication the community prefers.

2.8.1 Structured Community Involvement in Municipal Processes

In order to ensure maximum community participation, the municipality should allow members of the community to provide feedback to the municipality. A municipality can place suggestion boxes at frequently-used customer care centres for community feedback. A dedicated Complaints Office should also be established, in order to address complaints addressed to the municipality.

The municipality can establish a formal complaints handling process and publicise the process in order for community members to understand how complaints will be handled. This might lessen the frustration by community members awaiting a response from the community. Various methods can also be used to provide feedback to communities on the activities of the Municipal Council and municipalities in general. Municipalities can use media announcements, public notices, Ward Committees, and ward meetings to provide feedback to communities. Messages and alerts on utility bills can also be very effective.

Municipalities can also use community radio stations to provide information to the community on a regular basis, and in a specified time slot. Public schools are also another vehicle for disseminating information. With the wide range of technology available today, municipalities should invest in electronic communication methods and can establish a database of cellular telephone numbers as well as e-mail addresses of community members (who are privileged to have such), or the use of community radio, television or local newspapers.

2.8.2 Continuous Interaction with Traditional Leaders

It must be acknowledged that traditional leaders play a pivotal role in local disputes and often perform advisory roles in all spheres of government. In view of the aforementioned, it is therefore, imperative that traditional leaders countrywide are placed at the forefront of development in rural communities as they have a huge influence on their subjects. In view of the above, a long-term relationship between the Ward Committees and the traditional leadership should be encouraged. Traditional leaders must regain their legitimacy if the government of the day is genuinely committed to the development of rural communities. In other words, traditional authorities should not feel isolated and marginalised and the Ward Councillors and Ward Committees are taking their jobs rendering them useless figures in their communities.

The Local Government: Municipal Structures Act, 1998 provides for the participation of recognised traditional leaders in Municipal Councils. The Act emphasises that, by participating, traditional leaders are bound by the Code of Conduct for Ward Councillors, but do not have the voting rights and cannot become Ward Councillors. Section 81 of the same Act provides for a maximum of (20%) representation of traditional leaders in Municipal Council meetings, where there are traditional leaders in the municipality. It must be noted that, naturally, traditional leaders are supposed to be apolitical though that is not always the reality. According to (SALGA 2013), traditional leaders are not members of a Municipal Council and as such have no voting powers.

Traditional Leaders are representatives of their communities in Council but are not members thereof. They can only participate in debates on matters that directly affect their traditional communities as gazetted by the MEC for Co-operative Governance and Traditional Affairs (COGTA) who must also determine their actual role. This effectively means that traditional leaders participate in their capacity as representatives of their traditional communities. It is essential to highlight that the non-participation of the traditional leaders in Municipal Councils is the lack of determination by the relevant MEC, which in my view undermines public participatory democracy and governance in local government sphere.

2.8.3 Formal Publication of Council Documents

As illustrated above, there are a number of instances where the municipality is required to publish notices and important information.

This could happen in three ways, viz:

- Affixing notices on notice boards at civic centres and shopping centres;

- Publication on the website; and
- Newspapers and the newsletter of the municipality e.g. Metro Ezasegagasini.

The Metro Ezasegagasini is the official eThekweni Municipality publication through which ratepayers and residents are informed of news and perspectives in the greater Durban Metropolitan area. It is a forum where readers' views are published fortnightly on a Friday. In order to ensure effective publication, the municipality must ensure that the website is easily accessible to the community, for example, by providing free Wi-Fi to all residential areas/wards. In summary, the mechanisms dealt with above, are not exclusive, but an attempt to assist municipalities to develop policies and processes to enhance public participation platforms in addition to the Ward Committee structures. Municipalities must develop systems best suited for their unique circumstances in order to ensure maximum public participation in municipal processes and decision-making.

2.9 A CRITICAL ANALYSIS OF THE INTEGRATED DEVELOPMENT PLANNING (IDP)

This section provides an overview of the Integrated Development Planning (IDP) process and the platform as well as opportunities for Ward Committees and communities to participate in the process. In terms of prevailing legislation including, inter alia, the Municipal Structures Act (No. 117 of 1998) and the Municipal Systems Act (No. 32 of 2000), the municipality should have an IDP that is reviewed on a continuous basis.

The development of an IDP by municipalities is a legal requirement of the Local Government: Municipal Systems Act, 2000. Chapter 5, Section 25 (1) of the MSA, 2000 calls for '*each municipality to adopt a single, inclusive, and strategic plan for the development of the municipality*'. The Plan runs for five years and is the broad framework for development within the particular area. Naidu (2008: 91) alludes to the fact that a clear Service Delivery Plan should be the bottom line for all the integrated development plans. It will therefore, be through the priorities made in an IDP, that municipalities be held accountable by their respective constituencies.

The accountability by the municipalities will determine the success or failure to achieve the above-mentioned priorities as well as the reasons thereof. In other words, the so-called service delivery protests could be traced back to the participation of the community in the processes of IDP (Naidu 2008: 91).

2.9.1 Background

The Constitution of the Republic of South Africa (1996) mandate local governments to:

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

It must be noted that the IDP for the eThekweni Municipality is reviewed each financial year in order to determine whether it is achieving the desired outcomes. Furthermore, it guides the plan of action of the municipality and must (by law) be developed in consultation with the local community.

Chapter 5 of the Municipal Systems Act, 2000 (MSA 2000) requires specifically that citizens participate in the preparation, implementation, and review of the IDP. The IDP is the process through which municipalities prepare a strategic development plan, which extends over a five-year period. It is a broad plan for an area that gives an overall framework for development. It is actually a planning process and instrument that guides and informs planning, budgeting, management, and decision-making process in a municipality (DPLG 2006).

The IDP is central to a municipality's ability to plan, budget and deliver on its mandate. It is recognised as the business plan for the municipality and determines projects that a municipality plan to undertake in a given financial year. Thus, the IDP formulation process is required to be a transparent and inclusive one and the content of the IDP must be representative of the needs and aspirations of all interest groups in each of the wards.

An IDP Representative Forum is one of the vehicles utilised to promote inclusivity and transparency during the IDP process. This forum should be inclusive of all stakeholders in the ward and should serve as a platform for stakeholders to advance and defend the inclusion of their interests in the IDP. This forum can also be used to provide continued feedback to communities on the implementation of the Service Delivery Budget Implementation Plan (SDBIP) on a quarterly basis, thereby ensuring continuous feedback to communities and regular interaction, thus not limiting interaction with communities to the IDP preparation process. The above-mentioned Act requires that local municipal structures prepare the IDPs. The IDP serves as a tool for transforming local governments towards facilitation and management of development within their areas of jurisdiction.

The MSA identifies the IDP a key component in entrenching developmental local government principles. In conforming to the Act's requirements, the eThekweni Municipal Council has delegated the authority to the City Manager to prepare the IDP. The Municipal Finance Management Act (Act no. 56 of 2003) secures sound and sustainable management of the financial affairs of the municipality and other institutions in the local spheres of government.

It does this by ensuring that its developmental programmes are aligned to its budget, and in so doing, the eThekweni Municipality, through its integrated development planning process, delivers in accordance with the community needs and priorities, whilst committing to the budgetary programmes as enacted by the Auditor- General (AG).

The eThekweni Municipality's commitment to developing a "caring and liveable city" is the focal point of the 2017/18 IDP, with a specific emphasis on the alignment of the Municipal Vision, strategy, and implementation (eThekweni Municipality 2017b). The focus of the 2017/18–2022/23 IDP is on building a more inclusive developmental local government that would translate the Municipality's vision into action.

2.9.2 The Relationship between Ward Committees and the IDP

Chapter 5 of the Municipal Systems Act 8 of 2000 stipulates that citizens are to participate in the preparation, implementation, and review of the IDP. According to the above Act, the IDP is a process in terms of which municipalities must prepare a strategic development plan, which extends over a five-year period with input from the communities.

In support, the Department of Local Government and Traditional Affairs (2006) states that Ward Committees are the link between the community and the Ward Councillor that can influence local government processes in a number of ways. Ward Committees have the right to be informed of decisions of the Municipal Council and the regular disclosure of the state of affairs of the municipality, including finances. It is therefore a common view that Ward Committees can strengthen their contribution towards the relationship between them and the IDP concept by gathering the views of as many community members as possible.

The IDP is perceived to be a broad plan for each municipality that gives an overall framework for development. The White Paper on Local Government describes it as a planning process and an instrument, which guides and informs planning, budgeting, management, and decision-making processes in a municipality.

In terms of the White Paper on Local Government, the IDP assists municipalities in achieving their developmental mandate in the following ways:

- enables municipalities to align their financial and institutional resources behind jointly agreed policies and programmes;
- ensures the integration of local government activities with other spheres of development planning at provincial, national, and international levels;
- serves as a basis for engagement between local government and the citizenry in the local sphere and with the various stakeholders and interest groups;
- enables municipalities to consider their obligations and systematically prioritise programmes and resource allocations;
- assists municipalities to focus on the environmental sustainability of their delivery and development strategies; and
- assists municipalities to develop a holistic strategy for poverty alleviation.

However, no plan is worth anything unless it is implemented, and governments all over the world, including South Africa, are known for their failure to implement policies and even those that are implemented have a questionable success rate. Most municipalities in South Africa have been found wanting when it comes to the implementation of even the most basic responsibilities of service delivery.

2.9.3 The Vision of eThekweni Municipality

“By 2030, eThekweni Municipality will enjoy the reputation of being Africa’s most caring and loveable city, where citizens live in harmony.”

This vision will be achieved by growing its economy and meeting people’s needs so that all citizens enjoy a high quality of life with equal opportunities, in a city that they are truly proud of (eThekweni Municipality 2017b). The eThekweni Municipality’s commitment to developing a “caring and loveable city” will be the focal point of the 2017/18 IDP, outlined below, with a specific emphasis on the alignment of the Municipal vision, strategy, and implementation. According to the City’s 5-Year Plan, the focus of the 2017/18-2022/23 IDP is on building a more inclusive developmental local government that would translate the above-mentioned vision into action.

According to the Draft 2017/2018 IDP Plan, the Municipal Vision was developed in 2000 through the development of the Long Term Development Framework. The vision provides the City with a single strategic statement that all line departments should be working towards.

The vision is developed along the principles of Outcomes Based Planning and is aligned to the visions of the National Planning Vision as well as the KZN Provincial Growth and Development Strategy (KZN PGDS) (eThekweni Municipality 2017b). It is interesting to learn that, in order to achieve the aforementioned; the Municipality had to go through a continuous organisational transformation process to achieve the vision of the city.

Furthermore, the City has to meet the following key challenges outlined in the IDP:

- Low economic growth and unemployment;
- Poor access to basic household services;
- High levels of poverty;
- Low levels of literacy and skills development;
- Sick and dying population affected by HIV/AIDS;
- Exposure to unacceptably high level of crime and risk;
- Unsustainable development practices; and
- Ineffective, inefficient, inward looking local government.

In order to ensure that the municipality meets the above challenges, it is appropriate that an IDP process was introduced.

2.9.4 Key Issues – The Mayor’s Inaugural Speech 2016

The inaugural Mayoral speech in 2016 provided the city leadership with an insight as to the proposed plans and strategy of the newly elected Mayor of eThekweni Municipality. The Mayor stressed the need to intensify the implementation of the Back to Basics Programme and ensure that local government structures served the communities better.

The focus of the mayoral speech can be summarised, but not limited to, as follows:

- Engaging with communities and putting people first (in line with Batho Pele principles);
- Delivering basic services and human settlements in a more efficient and effective manner;
- Ensuring and strengthening good governance, transparency and accountability;
- Building capacity of the municipality to deliver services;
- Unlocking more job opportunities;
- Ensuring youth development programmes;
- Driving economic development in the city; and
- Addressing social ills within the city.

2.9.5 Implementation of the IDP

The IDP drives the strategic development of the eThekweni Municipality. The Municipality's budget was influenced by the strategic objectives identified in the IDP. The SDBIP ensures that the Municipality implements programmes and projects based on the IDP targets and associated budgets. The performance of the municipality must be tabled in its Annual Report. There is a public participation and consultation process associated with each of the processes identified.

The figure below demonstrates the process of the Integrated Planning and Monitoring in the eThekweni Municipality:

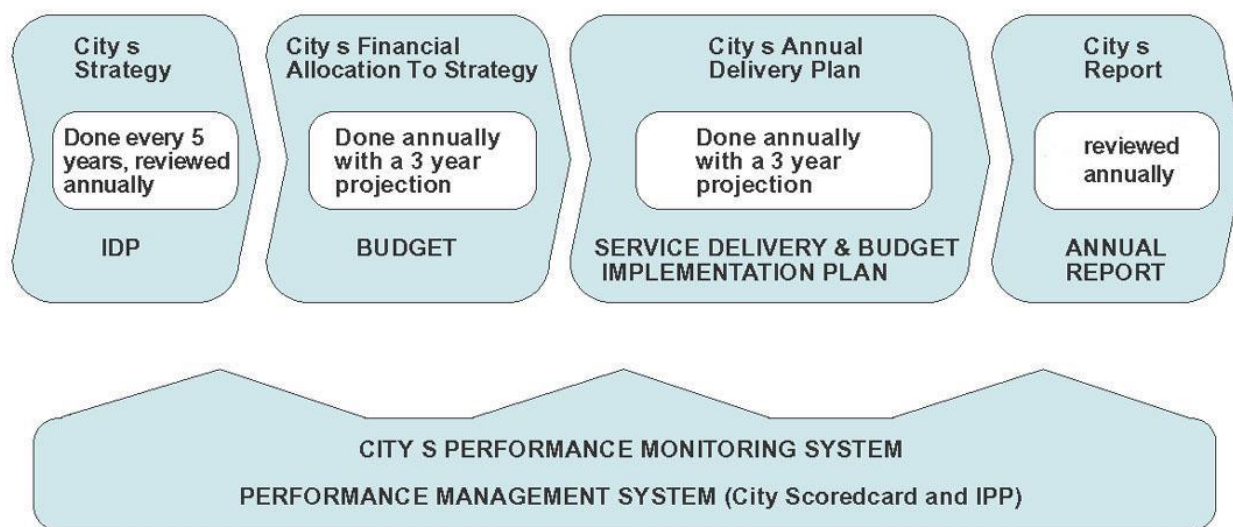


Figure 2.1: The City's Integrated planning and monitoring process (Source: eThekweni Municipality, 2017b).

2.9.6 Development Challenges and the IDP in eThekweni

Significant strides have been made to address the key development challenges in the eThekweni Municipality. While significant progress has been made in all areas, there is still some distance to go towards addressing the following challenges:

- High unemployment rate and low economic growth;
- High levels of poverty;
- Low levels of skills development and literacy;
- Limited access to basic household and community services;
- Increased incidents of HIV/AIDS and communicable diseases;
- Unsustainable developmental practices;
- High levels of crime and risk;
- Ensuring adequate energy and water supply;
- Ensuring food security;

- Infrastructure degradation; and
- Ensuring financial sustainability.

2.10 OPERATION SUKUMA SAKHE (OSS) – WAR ROOM AS AN ENGINE FOR INTEGRATED SERVICE DELIVERY

The Operation Sukuma Sakhe (OSS) is a government initiative aimed at building a better life for communities, through the community members' involvement.

Through this initiative, the government works with many partners, such as political and traditional leadership, civil society, community-based organisations, and communities themselves, which come together in a 'War Room' based in the Wards (OSS Implementation Manual 2012: 15).

This provincial programme was founded on the premise of taking government to the people in a coordinated manner (OSS Operations Handbook 2015: iv). Actually, it is a participatory service delivery model where the government focuses at grassroots level operations that are aimed at effective service delivery. '*Sukuma Sakhe*' is an IsiZulu expression meaning '*Let's Unite and Build*'. In this context, it would mean building our communities in terms of responsible citizenship and active participation on matters touching the lives of the society. The programme encompasses the five top priorities of the Provincial Government embedded in the service delivery model, namely:

- fighting poverty;
- supporting behavioural change in addressing social ills and crime;
- addressing the needs of the most vulnerable and deprived communities;
- making rural development a realisable vision; and
- creating opportunities for skill development and employment (OSS Implementation Manual 2012).

The programme operates through the establishment of War Rooms (WR) in each ward with the Ward Councillor serving as the Champion. War Rooms are integrated delivery structures comprising of representatives from government departments (at provincial level), CBOs, private business, and other stakeholders at ward level to deal with immediate problems and root causes to eradicate the problem.

According to Ndlovu (2016: 40), great efforts are being made to address the challenges by encouraging the poor to participate in their own development, and by prioritising basic needs to improve the quality of life in the South African population. Participatory initiatives, such as OSS, a flagship programme aimed at addressing the challenges facing particularly the poor have been adopted.

However, Ndlovu (2016: 45) argues, that the issue of whether or not community-based participatory programmes lead to sustainable and effective development need to be assessed, so as to answer questions such as whether or not comprehensive participation bring about development and change to communities, and whether it addresses the needs of the community through engaging them in their own process of learning and growth.

According to the OSS Operations Handbook (2015: iv), communities play a leadership role in the War Room. The handbook explains that they are at the centre of service delivery by making their needs known, bringing their resources to the War Rooms and, together with service delivery partners such as government, civil society, social partners and business transforming communities. Interestingly, eThekweni Municipality has taken a decision to set up a new fully-fledged Operation Sukuma Sakhe/Extended Public Works Programme (OSS/EPWP) Unit, with the aim of beefing up the support that should be given to the war rooms and the OSS overall.

The achievements to date include reaching out to approximately 400 000 community members per annum (through the IDP/Budget Hearings/Izimbizo/ Poverty Alleviation Programmes), establishment of functional stakeholder forums, and the creation of functional partnerships with other spheres of government (OSS Operations Handbook 2015: 15).

2.10.1 The Stakeholders in Operation Sukuma Sakhe

According to the Implementation Manual (2012: 23), there are four main stakeholders in OSS expected to actively serve the community beneficiaries, namely: all government spheres (national, provincial, and local); community leaders; Civil Society Organisations (CSOs), i.e. non-profit organisations (NPOs, NGOs, FBOs, Business, and Community Forums); as well as Community Fieldworkers.

The manual identifies the following sector of the community as the beneficiaries who receive support through OSS:

- **Women** – as they are more likely to take the lead in the OSS, programme on the ground and are the most likely of all vulnerable group members to free their respective households from poverty;
- **Children under 6 years of age** – as early child development, support and free access to basic health care will be provided in order to guarantee a decisive break from the cycle of the inter-generational poverty trap;

- **Children under 18 years of age** – because every child of school-going age will be encouraged to attend school because education is critical for their future;
- **Unemployed and unskilled youth** – as they will be encouraged to complete or return to their education and training in order to secure their future, as well as enhance their own capacities and capabilities to explore more opportunities of making a contribution to society;
- **Unemployed adults** – because they will receive skills development to enhance their capacities to explore employment and income generation opportunities;
- **The unskilled and illiterate** – because they will be encouraged to improve their skills and become literate in order to enlighten themselves and their families, and improve on their income-generation and employment opportunities; and
- **The disabled, the chronically sick and the elderly** – as the essence of human solidarity means that care needs to be provided to those that are not able to care for themselves.

2.10.2 The Ward Task Team (WTT)

According to the OSS Operations Handbook (2015: 15), this is the structure responsible for the operation of OSS at ward level. The WTT is championed by the Ward Councillor; and includes government departments, community leadership, civil society, and fieldworkers, such as CDWs, Community Care Givers (CCGs), Youth Ambassadors (YAs), Agricultural Extension Officers (AEOs), social crime prevention volunteers as well as community mobilisers. The WTT takes full responsibility for the WR and it has to ensure that weekly meetings are held and has to ensure that support is provided to government departments in the process of resolving issues. The handbook further explains that all War Room members are required to ensure that the War Room identifies community and household needs and that they resolve them within the given timeframes. They also provide resources to ensure that the required services are delivered. The Ward Champion and the Ward Committee provides political and technical oversight respectively, while the War Room EXCO manages operations and coordinates the War Room. A cadre of fieldworkers also operate as members of the War Room, both identifying needs and responding to the needs identified where they are able to do so.

Fieldworkers provide a direct link to the households and are important change agents within the OSS service delivery model. In other words, the WTT provides guidance, support and mentoring to fieldworkers through training and debriefing sessions, supports fieldworkers to investigate and follow-up on households, which have been profiled and provide appropriate feedback on their issues.

Table 2.3: below illustrates the roles and responsibilities of the Ward Committee as articulated in the OSS document.

Roles and Responsibilities of Ward Committee Representatives TITLE	ROLE
WARD COMMITTEE REPRESENTATIVES	<ul style="list-style-type: none"> • Providing oversight to the War Room EXCO • Increasing participation in decision-making and planning • Coordinating service delivery within the ward • Mobilising resources • Monitoring, evaluation and reporting
RESPONSIBILITIES RELATING TO ROLES	
<p>Providing oversight to the War Room EXCO</p> <ul style="list-style-type: none"> • Evaluate the performance of the War Room EXCO against the War Room Operational Plan; • Provide guidance to the War Room to achieve fully functional War Room status (as per War Room Functionality Audit Questionnaire); and • Make recommendations to replace non-performing WTT members. <p>Increasing participation in decision-making and planning</p> <ul style="list-style-type: none"> • Mobilise the community to participate in War Room Dialogues, community meetings and other planning activities. • Work with the War Room in developing the IDP and ward-based planning; • Take community issues raised by the War Room for consideration to the Ward Councillor and the Municipal Council; and • Identify and initiate interventions in partnership with the War Room. <p>Coordinating service delivery within the ward</p> <ul style="list-style-type: none"> • Identify needs within the ward and present them to the War Room and assist in developing action plans. • Participate in the development of the Ward Profile; • Assist in the preparation and implementation of awareness and service delivery campaigns and other War Room events; • Utilise the WTT Service Provider Referral Register to record needs and issues raised within the community; and • Participate in the War Room activities. <p>Mobilising resources</p> <ul style="list-style-type: none"> • Assist the Ward Councillor to mobilise resources for the implementation of OSS projects; and • Assist the Ward Councillor to establish the War Room. <p>Monitoring, evaluation and reporting</p> <ul style="list-style-type: none"> • Utilise WTT reports to monitor service delivery; • Utilise WTT reports to identify successes and challenges in service delivery; • Incorporate WTT reports into the Ward Committee Report (submitted to Municipal Council and CoGTA); and • Provide feedback to the WTT on matters raised by the Municipal Council. 	

2.11 CITIZEN PARTICIPATION AND LOCAL DEMOCRACY IN ZIMBABWEAN LOCAL GOVERNMENT SYSTEM

Globally, specifically in Zimbabwe, community participation has become an important part of the political landscape and participatory democracy. The Zimbabwean government has, over the years, attempted to create a *democratic space* at the local level of government in the form of citizen participation. It is also viewed as an instrument to bring about efficient service delivery.

2.11.1 Formal Structures within the Zimbabwe local government institution

According to Chikerema (2013), formal structures within local government also enhance citizen participation as well as fostering local democracy. In the Zimbabwean local government, system structures for popular participation in development planning were outlined in the Prime Minister Directive of 1984/85, which provided the basis for a hierarchy of representative bodies at the village, ward, district, provincial and national level. According to the Traditional Leaders Act Chapter 29:17 a number of development committees exist within traditional leaders institution including the Village Development Committee (VIDCO), Ward Development Committee (WADCO), Rural District Development Committee (RDDC), Provincial Development Committee (PDC) these are elected bodies with responsibility for defining local needs.

2.11.2 Existence of Civil Society (CS) Organisations

Civil Society Organisations also encourages participation and this therefore, strengthens political decentralisation. It implies that there is the opening of space to accommodate civil and political liberties and institutional pluralism. According to Reddy (1999), participation would therefore, mean that people organise themselves, accept responsibilities, and become involved in local decision-making. In Zimbabwe, the local government system is characterised by a large number of Non-Governmental Organisations (NGOs). These organisations play a pivotal role in complementing government efforts that is provision of efficient service delivery and as well facilitating local participation.

2.11.3 Consultative Forums and Public Hearings

Consultative forums in the Zimbabwean local government system also ensure that participation is encouraged and this greatly boosts administrative decentralisation, which involves deconcentration and delegation of power from central to local government. According to Saito (1999), there are consultative forums for local decision-making in councils.

Through elected representatives' proposals are channelled to the legislative bodies; all districts are expected to compile district development plans, which reflect grassroots needs. Local administrators report to local council officials who in turn account to the people. These accountability procedures are reflective of the democratic process in service provision. The planning process and accountability procedures reflect popular participation in initiating and implementing programmes.

2.12 CONCLUSION

This chapter has given an insight on the theoretical perspectives on Community Participation with a view to highlight the importance of and the potential of citizen involvement in the processes of Local Government, which is the closest to the people. The chapter also highlighted the legal framework of Public Participation together with various pieces of legislation applicable to local government.

The IDP and its relationship with Ward Committees, and the role played by Ward Committees during the implementation of the IDP was also unpacked in detail as well as the roles and functions of the Ward Committees. Another essential element of Ward Committees – the Operation Sukuma Sakhe – was also explained in detail as a mechanism for the integrated service delivery.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

The purpose of this chapter is to provide an insight into the rationale behind the methodology used, and to indicate how the research was conducted. As part of the research design, the chapter provides the location of the study, the paradigm, research design, the population of the study and the methodology employed. Furthermore, the chapter indicates how data were collected and analysed. In addition to this, the chapter touches on validity and reliability. It also indicates how the sample was obtained and well as the size of that sample.

The chapter also highlights the ethics and provides an overview of the ethical considerations in respect of the study. The researcher designed the study bearing in mind the aim and objectives of the study, which in the main was to assess the effectiveness of Ward Committees and community participation in influencing service delivery in eThekweni Municipality.

3.2 RESEARCH PARADIGM

This study fell within both qualitative and quantitative research approaches. An interpretivist-positivist paradigm foregrounds this study with the aim of arousing some questions and thoughts on the Effectiveness of Ward Committees and Community Participation in Influencing Service Delivery in eThekweni Municipality. Both the qualitative and quantitative research methods are deemed appropriate for meeting the aim of this study. The positivists try to identify the reality that can be discovered, measured and manipulated while the interpretivist seeks to extend human understanding of the environment so that individual can exist within it (McKenna 2002: 216).

Neuman (2014: 101) posits that the positivist in social science tries to learn about how the social world works to enable individuals to exercise control over it and be able to make accurate predictions about it. With the incorporation of interpretivist, the researcher is interested to extract opinions and views. Qualitative research methods are deemed appropriate for meeting the aims of this study.

Qualitative research is interested in the interpretation of views, opinions, perceptions and thoughts, which are described in terms of what is perceived.

It is also intended to describe events, frustrations, happiness and the activities of Ward Committees and community participation scientifically without using numerical data. In this study, the researcher would combine both the quantitative research and qualitative research and that is referred to as a mixed approach.

3.3 RESEARCH DESIGN

This describes the procedures for conducting the study, including when, from whom, and under what conditions the data will be obtained. It further indicates the general plan i.e. how the research is set up, what happens to the subject, and what methods of data collection are used (McMillan and Schumacher 2010: 109). Punch (2009: 205) agrees that this refers to the way a researcher guards against, and tries to rule out, alternative interpretations of results.

This study obtained relevant data useful and adequate for understanding the effectiveness of ward community participation in influencing service delivery in eThekweni Municipality. This study also adopted a descriptive survey approach, which involved the use of multiple data-collection methods to collect data from Ward Councillors and community members.

Mouton and Babbie (2009: 74) define research design as a blueprint of how researchers intend to conduct the study. According to Welman and Kruger (2002: 107), as well as Neuman (2014: 179), research design is defined as a set of guidelines and instruction to be followed in addressing the research problem. Conrad and Serlin (2011) also agree that research design reflects the entire research process, from conceptualising a problem to the literature review, research questions, methods, and conclusions. It also refers to the methodology of a study. Yang (2008: 76) argues that the purpose of the research design is to define the structure of inquiry into a research problem that will produce a valid and useful debate in the researcher's audience within the resourcefulness and time available.

According to Babbie (1998: 264) in order to capture the insider's perspective, the most appropriate interviewing strategy is that which is less formally structured and flexible enough in keeping with the interests of the interviewee. It is interesting to note that, the interview schedule has both advantages and disadvantages. The study used the qualitative form of data collection method in the form of semi-structured interviews. Discussions were held with Ward Councillors, community members as well as members of the Ward Committees. In other words, the interview schedule was preferred as a yardstick to collect data.

This case study has used a combination of both quantitative and qualitative methods. Creswell (2014) emphasises that we learn more about the world when we have both quantitative and qualitative methodologies at our disposal. The case design was used because it describes the situation and collects primary data from participants in order to make rational decisions and recommendations. The basic postulation is that the use of both quantitative and qualitative methods, in combination, provide a better understanding of the research problem and question than either method by itself, hence the use of this advanced methods procedure (Tashakkori and Creswell 2007: 3). One has to state that the procedure, advanced as it is, is time-consuming, requiring all-encompassing data collection and analysis.

A mixed-methods design consists of merging, integrating, and linking the two components of data mixed in this approach. The underlying idea of mixed methods research is to combine different strengths and non-overlapping weaknesses of quantitative methods (large sample size, generalisation) with qualitative methods (small sample size, in-depth enquiry). According to Bryman (2012: 37), the mixed research method refers to research that combines both quantitative and qualitative research. Mills and Gay (2016:444) aver that the purpose of using mixed methods (qualitative and quantitative) in research is to use the advantages of both designs and collection of data strategies in order to understand a phenomenon more fully than is possible using either quantitative or qualitative design alone.

Bailey (1996: 174) states that an interview is more flexible, probes for specific responses resulting in increased response rates. The advantage of an interview is that persons who cannot read or write are able to respond adequately in an interview situation. In addition, the interviewer is present to observe non-verbal behaviour and to assess the validity of the participant's answers, there is a better control over the environment such as noise and privacy, the question order can be maintained, the responses are spontaneous, and it ensures that all questions are answered.

Bailey (1996: 175) identifies certain weaknesses of the interview technique. Bailey (1996: 175) holds the view that by standardising interview schedules, it often represents the least common denominator in assessing people's attitudes, orientations, circumstances and experiences. By designing questions that will be at least minimally appropriate to all, one may miss out on what is most appropriate to some.

Interviewing has an advantage of flexibility in terms of adapting, adopting, and changing the questions as the researcher proceeds with interviews. Questionnaires have the advantage of obtaining data more efficiently in terms of researcher's time, energy, and costs (Sekaran and Bougie 2010: 186).

3.3.1 Research Methodology

Various authors such as Kothari (2005: 7), Neale (2009: 205) and others in the research field all agree that there are three fundamental research methods available to researchers. Kothari (2005: 5) and Neale (2009: 20) both agree that the research methods are qualitative, quantitative or a combination of the two. In deciding which methodology to use in this study, the researcher had to consider all the three methodologies and choose the most appropriate methodology. Having considered the above methodologies, the researcher decided that the mixed research methodology was the most appropriate for the study.

3.3.1.1 Qualitative Research Method

Leedy and Ormrod (2001: 79) define qualitative research as a method used to answer questions about the complex nature of phenomenon, often with the purpose of describing and understanding the phenomena. Ragin (1994: 91-93) provides a further understanding of the use of qualitative methods of data collection as follows:

- They are often identified with participant observation, in-depth interviewing, fieldwork and ethnographic study; and
- They are data enhancers as in-depth knowledge is yielded, correcting any misrepresentations or new representations about the subjects in the study.

De Vos (2002: 79) points out that the qualitative research offers an insight into what people consider being important in their everyday lives. The author holds the view that the use of qualitative techniques aims to describe, make sense of, interpret or reconstruct the opinion and beliefs that the subject of survey typically holds about various matters.

In view of the above, one can assume that the qualitative method is used to measure levels of satisfaction, attitudes, challenges and preferences of the society and various sectors of the community.

This method of research is also referred to as the interpretative, constructivist or post-positivist approach. Comparatively speaking, it is unlike the quantitative measurement, which tells us, how many or how much, and this is often expressed in numbers and statistics.

The qualitative research is actually a yardstick that informs the researcher how the participants feel about a particular situation that touches their daily lives or about how things are done or supposed to be done and how human kind generally behaves. Put simply, the qualitative data analysis may only start once data collection has been completed.

The use of this approach allowed for validity of data and total reliability. In the study, this method was used in order to enable the researcher to obtain first-hand information. In other words, it is a useful information-gathering tool, because it allows the researcher to easily identify and capture the feelings of the participants. It was envisaged that the one-on-one engagement with participants would lead to getting the correct version of the information. The other factor that added value to the research was the fact that the setting for conducting the research was in the wards where the ward committees had been elected as community representatives.

Furthermore, the qualitative approach investigates the '*why*' and '*how*' of decision-making, and not just '*what*', '*where*', and '*when*'. The idea behind employing this method was to obtain an insight of Ward Committee operations rather than the extent of mere understanding. Interviews may also be conducted between strangers without having to verify their identity, as well as between acquaintances and colleagues.

3.3.1.2 Quantitative Research Method

Bryman (2007: 35) states that the quantitative research is a strategy that emphasises quantification in the collection and analysis of data. Furthermore, the quantitative research entails a deductive approach to the relationship between theory and research in which accent is placed on testing theories (Bryman 2007: 35). Harding (2013: 8) is of the opinion that the quantitative studies involve large number of participants of the study.

According to Mouton and Marais (1990: 155), the quantitative research is mainly concerned with numbers and data that are easily quantified. The most popular quantitative technique is the survey, often based on a large number of cases, where a broad overview of a market is required.

Surveys can be administered by mail, telephone, face-to-face, or more recently by the Internet (Ntlemeza 2007: 74). The researcher adds that they usually take less time to complete by the respondent and most often require choosing between several responses rather than long verbal responses.

The aim of quantitative research is to determine how one thing (a variable) affects another in a population. Quantitative research designs are either descriptive (subjects measured once) or experimental subjects measured before and after a treatment (Ntlemenza 2007: 73). Through this method, the mandate as well as the capacity of Ward Committees was easily identified and better understood.

3.4 SAMPLING

Sampling is a process of ordering and unraveling cases of smaller groups (population) that are observed or studied in a research process (Tustin 2010: 50). There are two types of sampling designs, namely, probability, and non-probability. Non-probability sampling does not use or involve random sampling, while probability sampling does.

Both probability and non-probability sampling methods were used in the study. The Ward Committees under the leadership of the Ward Councillor were chosen through the probability sampling method. In this study, the researcher used the probability sampling. Probability sampling determines the probability of any part of the population to be included in the sample (Sekaran and Bougie 2010: 175). According to (Gelo, Brakeman and Benita 2008: 274), the primary reason for sampling is to select a set of units that is representative of a population so that the results can be generalised to the entire population. To ensure representation of the sample, probabilistic and purposive sampling may be undertaken. In probable sampling, each unit of the population has the same probability of being included in the sample, while in purposive sampling the units are selected based on chosen criteria applicable to the population (Gelo, Brakeman and Benetka 2008: 274).

The rationale behind the use of purposeful sampling in this study is according to Creswell (2014: 201) based on the research knowledge of the population, its elements and the research aim. Purposeful sampling was useful in this study as it provided information about the effectiveness of Ward Committees and community participation in influencing service delivery. The purposive sampling was most suitable for participants with specialised knowledge and expertise on the phenomenon under study.

For the purpose of this study, random probability sampling was used where every member of the community had an equal chance to be included in the sample. Based on the information provided to the researcher by the three Ward Councillors, there were 300 members in all the wards combined.

While all the members of the community were targeted, 206 participants responded making them the sample of this study. In other words, the sample of this study is made up of three Ward Councillors and 206 general members of the community. These Councillors were selected because they are influential in their respective wards and command respect. Additionally, they deal with the challenges of residents on a daily basis.

The researcher interviewed the three above-mentioned Ward Councillors and their opinions are reflected in the data analysis in the next chapter. All 300 members of the community were given the questionnaire and only 206 answered and returned them. Of the 110 Ward Committee structures in the entire eThekweni Municipality, it would have been very costly and time-consuming to engage all of them in the research. Hence, 300 were sampled from various wards to get diverse views on what their roles and functions were.

3.5 POPULATION

According to Kumar (2014: 211), and Brink, van der Walt and van Rensburg (2012:131) “population of the study is individuals or a group that suits the criteria the researcher is interested in, in order to understand a phenomenon”. In this study, the researcher focused on the community of Wards 95, 96 and 105 in the eThekweni Municipality. The population of this study consists of 300 community members. This includes three Ward Councillors. It must be borne in mind that a ward is made up of a minimum of 100 members of the community.

3.6 THE CHOICE OF STUDY LOCALITY

The study was conducted in three wards namely Wards 95, 96 and 105 out of 110 Wards within the eThekweni Municipality in the Province of Kwa-Zulu Natal. The researcher purposively chose these wards simply because they seemed to lack behind in terms of infrastructure and other amenities. The Municipality is an urbanised area comprising affluent suburbs, informal settlements, as well as townships. The eThekweni Municipality is located on the East Coast of South Africa in the Province of KwaZulu-Natal.

The Municipality spans an area of approximately 2555km² and is home to some 3.6 million people (in 2016). It consists of a diverse society, which faces various social, economic, environmental, and governance challenges (eThekweni Municipality 2017b). According to the information provided by the Statistics South Africa (2011), in 2001 the population of eThekweni was 3.09 million and has grown at an average annual percentage of 1.13% per annum to reach 3.6 million in 2016. It must be taken into account that the next Census is scheduled for 2021 (eThekweni Municipality 2017b).

3.6.1 The map below illustrates the location of the eThekweni Municipality within the Province of KwaZulu-Natal as explained above.



Figure 3.1: The location of the eThekweni Municipality within the Province of KwaZulu-Natal (Source: eThekweni Municipality 2017b).

3.7 ETHICAL CONSIDERATIONS

The researcher ensured that the DUT's Ethics Policy was adhered to. For example, the researcher obtained permission from the City Manager to conduct this research study in Wards 95, 96, and 105 (Appendix C). The researcher complied with all terms and conditions that the City Manager stipulated. Other aspects of DUT's ethics policy are briefly stated below:

No harm to Participants – Participants were assured that they would not be subjected to any form of bodily harm or emotional pain.

Informed consent – Participants were informed about the nature of the study before the study was conducted. The voice recorder and all collected data were kept in a safe place to ensure confidentiality. In the first instance, a letter of consent was discussed in detail and thereafter participants were asked questions. Participants were also informed about the following crucial information:

- Data collected would solely be used to complete a dissertation;
- They have a right to withdraw from the study at any time should they feel uncomfortable;
- Their names would not be required; and
- All information gathered from the study would remain confidential and anonymous.

Confidentiality and anonymity – information that the participants would share with the researcher would be kept confidential and that anonymity would be maintained throughout the study.

3.8 LIMITATIONS OF THE STUDY

The unavailability of Ward Councillors especially those in the identified wards despite appointment made and confirmed created time constraint in conducting interviews. The Ward Councillors, as role-players by virtue of being political leaders, were always in meetings, which made it extremely difficult for the researcher to secure an appointment for the interview. Although, eventually the researcher managed to interview them, if it was not for their time constraints more information would have been sourced.

Another contributory factor to limitations was that the researcher would have liked to focus on other wards as well, but due to the size of the township and time constraints, the researcher opted to conduct the study in the selected wards only.

3.9 DATA COLLECTION METHODS

There are a number of data collection methods as stated by authors such as Leedy (2001: 49), Creswell (2014: 135) and others. These methods include observation, diaries, focus groups, questionnaire, and interviews just a few to mention. For the purpose of this study, the researcher used the interviews and the questionnaire and these methods are briefly discussed below.

3.9.1 Interviews

Leedy (2001:49) defines an interview “as a one-on-one oral communication between the researcher and a respondent.” An interview should have a strategy. The researcher used the interviews as a tool for collecting data (Annexure B). Face-to-face or one-on-one interviews are regarded as the most basic methods of data gathering. It is worth noting that the community has diverse backgrounds.

Interviews rather than questionnaires assist the researcher in obtaining information from the people who cannot read and write. The advantage of an interview over a questionnaire is that the researcher can ask the participant to elaborate on answers that are not clearly articulated and can immediately follow up on certain answers. Interviews seek to capture, in the participants’ own words, their thoughts, perceptions, feelings and experiences. In other words, interviews involve one-on-one interaction.

3.9.2 Questionnaires

Questionnaires have the advantage of obtaining data more efficiently in terms of researcher’s time, energy, and costs (Sekaran and Bougie 2010: 186). As stated above, for the purpose of this study, the questionnaire was used in the quantitative part of the study (Annexure A). Its main aim was to determine the level of understanding the concept of public participation amongst members of the community with the hope to improve service delivery.

The questionnaire can be used in various ways including, but are not limited to one-on-one interaction between the researcher and the respondent, and e-mail communication. In the case of this study, the researcher first decided that the questionnaires would be self-administered. Time constraint was taken into account when deciding on whether to use the self-administered option. The researcher then had to decide how the questionnaires would reach the respondents, since it was to be self-administered, bearing in mind that the method chosen had to ensure that there was a high response rate.

The researcher decided to distribute some questionnaires electronically. Distributing the questionnaires via electronic means helped to reach the respondents within a short space of time.

The rest of the questionnaires were personally distributed by the researcher to the chosen wards with the assistance of the Ward Councillors and traditional leadership. It is crucial to mention that the questionnaire was used in order to elicit reliable responses from the participants of the study. The benefit of a questionnaire over an interview is that the respondents can answer the questionnaires at times that are convenient to them.

3.10 RELIABILITY AND VALIDITY

The concepts of reliability and validity are discussed next.

3.10.1 Reliability

The concept of reliability has to do with how well the researcher has carried the research project Blaxter (2001: 221). In other words, reliability is the consistency of the results. Reliability is very important if another researcher were to look into the same questions in the same setting, they would come up with essentially the same results (though not necessarily an identical interpretation). If so, then the research work might be deemed reliable.

Welman (2005: 10) further states that qualitative researchers must focus more on reliability, that is, consistent and stable measurement of data. In an effort to ensure reliability, verbatim statement of participants will also be included. Reliability ensures that there is stability and consistency. It was also employed in order to evaluate the quality of responses. Validity is elucidated next.

3.10.2 Validity

Blaxter (2001: 221) indicates that validity has to do with whether the methods, approaches and techniques actually relate to or measure (aims and the objectives), the issues the researcher has been exploring. The validity is important if the research results or results of the study are not valid then they have no meaning to the research. The intention is to prevent unwanted generalisation. Welman (2005: 9) suggests that validity must be considered as more important, because the objective of the study must be representative of what the researcher is investigating. In an effort to ensure validity, each participant involved will be provided with a copy of the transcription of the interview for consistency purposes.

The piloting was done to help the researcher to note where the participants were not comfortable to make responses and where they did not fully understand the questions. That was also done to address the deficiencies in the instrument and its validity then improve the questions, format and scales to ensure validity of the instrument, this was done to improve the questions that the researcher was going to ask the chosen participants in order to avoid ambiguity.

For this study, a pilot study was conducted with 7 community members from another ward which was not part of the s study. The pilot study helped the researcher to note where the participants were not comfortable and where they did not fully understand the questions. This addressed the deficiencies in the design, so, the validity of the instruments was to improve questions, format, and the scales. As suggested by Cooper and Schindler (2006), the researcher ensured that the questionnaire covered all the investigative questions guiding the research. When the research instrument covers all the areas that the research questions entail, it is said to have content validity.

3.11 CONCLUSION

This chapter covered the research methodology and instruments used to obtain the quantitative and qualitative data. The procedures of the data collection were also briefly discussed. The number of participants involved was also mentioned. Statistics will be provided for the quantitative and thematic analysis will follow for the qualitative part next. These two approaches were used to obtain an in-depth analysis of the data and to be able to answer the research questions.

The next chapter will present the data analysis and the interpretation of results on the participants' views on the Ward Committees.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 INTRODUCTION

As indicated in the previous chapter, two types of data collection methods were used in this study. Firstly, a structured questionnaire was used to collect quantitative data and secondly, semi-structured interviews were used to collect the qualitative data, since semi-structured interviews allow elaboration. This chapter presents and analyses the data collected using the above-mentioned data collection techniques. The first data presentation is the quantitative data and followed by the presentation of the qualitative data.

4.2 PRESENTATION OF QUANTITATIVE DATA

It was important for the researcher to ensure that there was internal consistency in the answers given by the respondents. To this extent, the researcher used Cronbach's Alpha co-efficient as a statistical tool to measure this consistency. In statistical terms when the Cronbach's Alpha co-efficient is above 0.5 the results are deemed to have internal consistency, and when the co-efficient is below 0.5 then the results are deemed to lack internal consistency.

Table 4.1: Cronbach's Alpha

Reliability Statistics	
Cronbach's Alpha	No of Items
.567	25

Table 4.1 above indicates that the overall Cronbach's alpha for this study is 0.567. As indicated above since this co-efficient is above 0.5 then it can be concluded that the result of this study has internal consistency. The above table further, indicates the number of 25 items answered in the questionnaire. Table 4.2 indicates whether the participants have a Ward Committee in their wards.

Table 4.2: Views on existence of a Ward Committee

	Frequency	Percent	Valid Percent	Cumulative Percent
YES	179	86.9	86.9	86.9
NO	27	13.1	13.1	100.0
TOTAL	206	100.0	100.0	

In Question 1, the participants were asked to determine whether or not they have a Ward Committee in their wards. The above Frequency Table (Table 4.2) shows that all 206 respondents answered the question, and 179 (86.9%) indicated that they have a Ward Committee in their wards and 27 (13.1%) indicated that they do not have Ward Committee in their wards.

Table 4.3: The Frequency Table indicates whether the participants know the members of their Ward Committees.

Table 4.3: Being familiar with the members of the Ward Committees

	Frequency	Percent	Valid Percent	Cumulative Percent
YES	134	65.0	65.0	65.0
NO	72	35.0	35.0	100.0
TOTAL	206	100.0	100.0	

In Question 2, the participants were asked to determine whether or not they know the members of their Ward Committees. Table 4.3 above shows that all 206 respondents answered the question. Of the 206 respondents, 134 (65%) of the respondents indicated that they know the members of their Ward Committees while 72 (35%) indicated that they do not. Table 4.4: The Frequency Table indicates whether the respondents think the members of their Ward Committee were elected fairly.

Table 4.4: Fair election of the ward Committee

	Frequency	Percent	Valid Percent	Cumulative Percent
YES	150	72.8	72.8	72.8
NO	56	27.2	27.2	100.0
TOTAL	206	100.0	100.0	

In Question 3, the respondents were asked to determine whether or not they know the members of their Ward Committees. Tables 4.3 and 4.2 above show that all 206 respondents answered the question. Of the 206 respondents, 134 (65%) indicated that they know the members of their Ward Committees while 72 respondents (35%) indicated that they did not know the members of their Ward Committee. Table 4.5: The Frequency Table below indicates whether the statement “any person qualifies to be a member of a Ward Committee, provided” as indicated below is true.

Table 4.5: Ward members' voter status

	Frequency	Percent	Valid Percent	Cumulative Percent
He/she is a registered voter	76	36.9	37.1	37.1
He/she is a registered voter in that ward	105	51.0	51.2	88.3
He/she is a registered voter in another ward	2	1.0	1.0	89.3
He/she is a South African	22	10.7	10.7	100.0
Sub-Total	205	99.5	100.0	
No Response	1	.5		
Total	206	100.0		

In Question 4, the respondents were asked to indicate the type of person that qualifies to be a member of the Ward Committee. Table 4.5 above shows that all 206 respondents answered the question. Of the 206 participants, 22 indicated that a person that qualifies to be a member of a Ward Committee must be a South African citizen. While this is correct to a certain extent, the researcher expected the respondents to indicate that it is a person who is a registered voter in that particular ward that qualifies to become a member of the Ward Committee. It was just 105 (51%) of the respondents who provided the correct answer. Table 4.6 below indicates whether the statement “Any person qualifies to be a member of a Ward Committee, provided” is true.

Table 4.6: Nomination and voluntary participation

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
5A	5B	5C	5D	
He/she nominates himself/herself	He/she is nominated by his/her interest group or by any member of the community	He/she is forced by his community to be a member of the ward committee	He/she can write	
	Frequency	Percent	Valid Percent	Cumulative Percent
5A	16	7.8	8.0	8.0
5B	177	85.9	88.5	96.5
5D	7	3.4	3.5	100.0
SUB-TOTAL	200	97.1	100.0	
NO RESPONSE	6	2.9		
TOTAL	206	100.0		

In Question 5, the participants were asked to indicate the condition that must exist for anyone to be eligible to participate as to be a member of the Ward Committee. Of the possible answers provided, there was only one correct answer.

Table 4.6 above show that all 206 participants responded to the question. Of the 206 respondents, 22 indicated that a person that qualifies to be a member of a Ward Committee must be a South African citizen. While this is correct to a certain extent, the researcher expected the respondents to indicate that it is a person who is a registered voter in that ward that qualifies to be a member of the Ward Committee. Only (51%) responded correctly. Table 4.7 indicates the duration of service.

Table 4.7: Duration of service in the Municipality

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
6A	6B	6C	6D	
He/she is not indebted to the Municipality for a period longer than three months	He/she is not indebted to the Municipality for a period longer than three months unless arrangement have been made with the municipality how the account will be settled	He/she is not indebted to the Municipality for a period longer than two months	He/she is not indebted to the Municipality for a period longer than two months unless an arrangement has been made with the municipality how the account will be settled	
	Frequency	Percent	Valid Percent	Cumulative Percent
6A	64	31.1	31.2	31.2
6B	81	39.3	39.5	70.7
6C	47	22.8	22.9	93.7
6D	13	6.3	6.3	100.0
SUB-TOTAL	205	99.5	100.0	
NO RESPONSE	1	.5		
TOTAL	206	100.0		

Just like in Question 5, in question 6, the respondents were asked to indicate the condition that must exist for anyone to be eligible to participate as to be a member of the Ward Committee. Of the possible answers provided, there was only one correct answer. Table 4.7 above shows that all 206 respondents answered the question. Of the 206 participants only 81 (31.3%) provided the correct answer. The researcher expected the respondents to indicate that it is a person who is not indebted to the Municipality for more than three months unless an arrangement has been made on how the account will be settled. Table 4.8 below indicates membership of the Municipality.

Table 4.8: Membership as an employee of the Municipality

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
7A	7B		7C	7D
He/she is an employee of the Municipality that controls his/her ward (i.e. under which his/her ward falls)	He/she is not an employee of the Municipality that controls his/her ward (i.e. under which his/her ward falls)		He/she is not a member of any Municipality	He/she has never worked for any Municipality
	Frequency	Percent	Valid Percent	Cumulative Percent
7A	34	16.5	16.5	16.5
7B	87	42.2	42.2	58.7
7C	72	35.0	35.0	93.7
7D	13	6.3	6.3	100.0
TOTAL	206	100.0	100.0	

Just like in Question 5 and 6 above, in Question 7, the respondents were asked to indicate the condition that must exist for anyone to be eligible to participate to be elected as member of the Ward Committee. Of the possible answers provided, there was only one correct answer. Table 4.8 above shows that all 206 respondents answered the question. Of the 206 participants only 87 (42.2%) provided the correct answer.

The researcher expected the participants to indicate that it is a person who is not an employee of any Municipality that was eligible to participate as a member of the Ward Committee. Table 4.9 below indicates the frequency of whether the statement “any person qualifies to be a member of a Ward Committee, provided” is true.

Table 4.9: Membership of Community Development

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
8A	8B		8C	
He/she is not a Community Development Worker/foot soldier/community cadre appointed by the municipality/National Government/Provincial Government	He/she is a Community Development Worker /foot soldier/community cadre appointed by the municipality/National Government/Provincial Government		He/she is a Community cadre/foot soldier appointed by the municipality/National Government/Provincial Government	
	Frequency	Percent	Valid Percent	Cumulative Percent
8A	116	56.3	56.3	56.3
8B	62	30.1	30.1	86.4
8C	28	13.6	13.6	100.0
TOTAL	206	100.0	100.0	

Just like in the three previous questions, in Question 8, the respondents were asked to indicate the condition that must exist for anyone to be eligible to participate to be elected as member of the Ward Committee. Of the possible answers provided, there was only one correct answer. Table 4.9 above shows that all the 206 respondents answered the question. The table also indicates that of the 206 participants only 116 (56.3%) provided the correct answer.

The researcher expected the respondents to indicate that it is a person who is not a Community Development Worker/foot soldier/community cadre appointed by the municipality/National Government/Provincial Government that can qualify to participate to be elected as member of the Ward Committee. Table 4.10 The Frequency Table indicates whether members have a criminal record.

Table 4.10: Criminal record

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
9.A.	9B.		9C.	9D.
He/she has not been convicted after February 1997 of an offence for which he/she was sentenced to imprisonment without an option of a fine for a period of 1 year (12 months)	He/she has not been convicted after February 1997 of an offence for which he/she was sentenced to imprisonment without an option of a fine for a period of 2 years (24 months)		He/she has not been convicted after February 1997 of an offence for which he/she was sentenced to imprisonment without an option of a fine for a period of 3 years (36 months)	He/she has not been convicted after February 1997
	Frequency	Percent	Valid Percent	Cumulative Percent
9A	81	39.3	39.7	39.7
9B	38	18.4	18.6	58.3
9C	36	17.5	17.6	76.0
9D	49	23.8	24.0	100.0
Sub-Total	204	99.0	100.0	
No Response	2	1.0		
Total	206	100.0		

Just like in the four previous questions, in Question 9, the respondents were asked to indicate the condition that must exist for anyone to be eligible to participate to be elected as member of the Ward Committee. Of the possible answers provided, there was only one correct answer. Table 4.10 shows that all the 206 participants responded to the question. Of the 206 participants only 36 (17.5%) provided the correct answer.

The researcher expected the respondents to indicate that the person must have not been convicted after February 1997 of an offense for which he/she was sentenced to imprisonment without an option of a fine for a period of 3 years (36 months). It is alarming to note that some chose the option of previous offences. Table 4.11 indicates mental stability.

Table 4.11: Mental stability

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
10A.	10B.		10C.	
He/she is a person who sometimes is of unsound mind and has been declared so by a competent court	He/she is not a person of unsound mind who has been declared so by a competent court		He/she is a person of unsound mind and has not been declared so by a competent court	
	Frequency	Percent	Valid Percent	Cumulative Percent
10A	27	13.1	13.4	13.4
10B	99	48.1	49.0	62.4
10C	76	36.9	37.6	100.0
Sub-Total	202	98.1	100.0	
No Response	4	1.9		
Total	206	100.0		

Just like in the five previous questions, in Question 10, the participants were asked to indicate the condition that must exist for anyone to be eligible to participate to be elected as member of the Ward Committee. Of the possible answers provided, there was only one correct answer. Table 4.11 shows that all the 206 respondents responded to the question. Of the 206 respondents, only 99 (48.1%) provided the correct answer. The researcher expected the respondents to indicate that the person must not be of unsound mind that has been declared so by a competent court of law. Table 4.12 focuses the participants' understanding of the criteria used to elect Ward Committees

Table 4.12: Election and political involvement

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
11A	11B	11C	11D	
The person must be elected to represent all political parties	A person must be elected not to represent a political party	A person must be elected to represent the ruling political party in the ward	A person must be motivated by political party concerns	
	Frequency	Percent	Valid Percent	Cumulative Percent

11A	92	44.7	44.9	44.9
11B	66	32.0	32.2	77.1
11C	29	14.1	14.1	91.2
11D	18	8.7	8.8	100.0
Sub-Total	205	99.5	100.0	
No Response	1	.5		
Total	206	100.0		

Just like in the six previous questions, in Question 11, the participants were asked to indicate the condition that must exist for anyone to be eligible to participate to be elected as member of the Ward Committee. Of the possible answers provided, there was only one correct answer. Table 4.12 above shows that all the 206 respondents responded to the question. Of the 206 participants only 66 (32%) provided the correct answer.

The researcher expected the participants to indicate that the person must not be elected to represent a political party.

Table 4.13 indicates the participants' understanding of what must be the motivation for a person when canvasses to be elected as a Ward Committee member.

Table 4.13: Motivation and election

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
12A	12B		12C	12D
A person must be motivated by political party concerns	A person must be motivated by ward concerns irrespective of political membership of ward members		A person must be motivated by the objectives of the ruling party	A person must use financial incentives so that he/she can be elected to the ward committee
	Frequency	Percent	Valid Percent	Cumulative Percent
12A	15	7.3	7.3	7.3
12B	171	83.0	83.4	90.7
12C	15	7.3	7.3	98.0
12D	4	1.9	2.0	100.0
Sub-Total	205	99.5	100.0	
No Response	1	.5		
Total	206	100.0		

Just like in the seven previous questions, in Question 12, the participants were asked to indicate the condition that must exist for anyone to be eligible to participate to be elected as member of the Ward Committee. Of the possible answers provided, there was only one correct answer. Table 4.13 shows that all the 206 participants responded to the question. Of the 206 participants, only 171 (83%) provided the correct answer.

The researcher expected the participants to indicate that the person must be motivated by ward concerns irrespective of political membership of ward members.

Table 4.14 indicates the participants' knowledge on who calls a meeting in a ward, in accordance with rule number 9.2 of the Municipality, for the election of the Ward Committee.

Table 4.14: Knowledge on identity of the person calling for meetings

	Frequency	Percent	Valid Percent	Cumulative Percent
Ward Councillor	136	66.0	66.3	66.3
The Speaker of the Municipality	53	25.7	25.9	92.2
The Secretary of the Ruling Party in the Ward	7	3.4	3.4	95.6
The Municipal Manager	9	4.4	4.4	100.0
Sub-total	205	99.5	100.0	
No response	1	.5		
Total	206	100.0		

In Question 13, the participants were asked to indicate their knowledge on who calls a meeting in a ward, in accordance with rule number 9.2 of the Municipality, for the election of the Ward Committee. Of the possible answers provided, there was only one correct answer. Table 4.14 above shows that all the 206 participants responded to the question. Of the 206 participants, only 53 (25.7%) provided the correct answer.

The researcher expected the participant to indicate that the Speaker of the Municipality calls the meeting for election of a Ward Committee.

Table 4.15 indicates the frequency of respondents' knowledge on what is the maximum number of the Ward Committee nominees.

Table 4.15: Knowledge on the number of Ward Committee nominees

	Frequency	Percent	Valid Percent	Cumulative Percent
Ten	80	38.8	38.8	38.8
Twenty	99	48.1	48.1	86.9
Thirty	21	10.2	10.2	97.1
Thirty Five	6	2.9	2.9	100.0
Total	206	100.0	100.0	

In question 14, the participants were asked to indicate their knowledge on what is the maximum number of the Ward Committee nominees. Of the possible answers provided, there was only one correct answer. Table 4.15 shows that all the 206 respondents answered to the question.

Of the 206 participants, only 99 (48.1%) provided the correct answer. The researcher expected the participants to indicate that the maximum number of nominees is twenty.

Table 4.16: The Frequency Table indicates the respondents' knowledge on what is the minimum number of the Ward Committee nominees.

Table 4.16: Respondents' knowledge on the minimum number of the Ward Committee nominees

	Frequency	Percent	Valid Percent	Cumulative Percent
15% of those present at the meeting	25	12.1	12.4	12.4
10% of those present in the meeting	84	40.8	41.6	54.0
5% of those present in the meeting	27	13.1	13.4	67.3
20% of those present in the meeting	66	32.0	32.7	100.0
Sub-Total	202	98.1	100.0	
No Response	4	1.9		
Total	206	100.0		

In Question 15, the participants were asked to indicate their knowledge on what is the minimum number of the Ward Committee nominees. Of the possible answers provided, there was only one correct answer. Table 4.16 above shows that 202 of the 206 responded to the question. Of the 202 participants, only 66 (32.7%) provided the correct answer. The researcher expected the participants to indicate that the minimum number of the Ward Committee nominees.

Table 4.17 shows the frequency table indicating the participants' knowledge of the minimum number of nominations to the Ward Committee that qualifies voting to take place.

Table 4.17: Respondents' knowledge of voting quorum

	Frequency	Percent	Valid Percent	Cumulative Percent
Twenty	51	24.8	25.0	25.0
Fifteen	60	29.1	29.4	54.4
Ten	84	40.8	41.2	95.6
Five	9	4.4	4.4	100.0
Sub-Total	204	99.0	100.0	
No Response	2	1.0		
Total	206	100.0		

In Question 16, the participants were asked to indicate their knowledge on what is the minimum number of nominations to the Ward Committee that qualifies voting to take place. Of the possible answers provided, there was only one correct answer. Table 4.17 above shows that 204 of the 206 participants responded to the question. Of the 202 participants, only 60 (29.1%) provided the correct answer. The researcher expected the participants to indicate that the minimum number of nominees that qualifies voting to take place is 15.

Table 4.18 indicates the frequency table showing the participants' knowledge on the minimum number of a quorum for nomination of a ward committee.

Table 4.18: Respondents' knowledge on the minimum number of a quorum for nomination of a ward committee

	Frequency	Percent	Valid Percent	Cumulative Percent
150 people	57	27.7	27.7	27.7
50 people	71	34.5	34.5	62.1
100 people	77	37.4	37.4	99.5
145 people	1	.5	.5	100.0
Total	206	100.0	100.0	

In Question 17, the participants were asked to indicate their knowledge on what is the minimum number of a quorum for nomination of a ward committee. Of the possible answers provided, there was only one correct answer. Table 4.18 shows that all the 206 respondents answered the question. Of the 206 respondents, only 60 (29.1%) provided the correct answer. The researcher expected the respondents to indicate that the minimum number of a quorum is 50 Ward members.

Table 4.19 indicates the frequency of the participants' knowledge on the duration of service on the Ward Committee.

Table 4.19: Respondents' knowledge on the duration of service on the Ward Committee

	Frequency	Percent	Valid Percent	Cumulative Percent
For 1 Year	3	1.5	1.5	1.5
For 2 years	16	7.8	7.8	9.3
Until the day of the next local Government election	81	39.3	39.5	48.8
For 5 Years	105	51.0	51.2	100.0
Sub-Total	205	99.5	100.0	
No Response	1	.5		
Total	206	100.0		

In Question 18, the participants were asked to indicate their knowledge on the duration of ward members' service on the ward Committee. Of the possible answers provided, there was only one correct answer. Table 4.19 above shows that 205 of the 206 respondents answered the question.

Of the 205 participants, only 81 (39.5%) provided the correct answer. The researcher expected the respondents to indicate that the Ward Committee member serves until the day of the next local government election. Table 4.20 indicates the frequency of the respondents' knowledge on who is responsible to chair the meeting.

Table 4.20: Participants' knowledge on who must chair the meeting

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
19A	19B	19C	19D	
In every meeting the Ward Committee must elect a member that will chair the meeting when the ward Councillor is absent.	The Ward Councillor may send someone to chair the ward committee meeting.	The Ward Councillor may delegate in writing who must chair the Ward Committee meeting.	Ward Councillors may be absent for whatever number of days provided they inform the committee in writing.	
	Frequency	Percent	Valid Percent	Cumulative Percent
19A	44	21.4	22.0	22.0
19B	47	22.8	23.5	45.5
19C	102	49.5	51.0	96.5
19D	7	3.4	3.5	100.0
Total	200	97.1	100.0	
No Response	6	2.9		
Total	206	100.0		

In Question 19, the participants were asked to indicate which of the given statements was true. Of the possible answers provided, there was only one correct answer. Table 4.20 shows that 200 of the 206 respondents answered to the question. Of the 200 participants, only 102 (49.5%) provided the correct answer.

The researcher expected the participants to indicate that the Ward Councillor may delegate in writing who must chair the Ward Committee meeting.

Table 4.21 indicates the participants' knowledge on the maximum number of consecutive meetings a Ward Councillor may not be absent for.

Table 4.21: Respondents' knowledge on the maximum number of consecutive meetings a Ward Councillor may not be absent for

	Frequency	Percent	Valid Percent	Cumulative Percent
Four	2	1.0	1.0	1.0
Five	28	13.6	14.4	15.4
Three	138	67.0	70.8	86.2
Two	27	13.1	13.8	100.0
Sub-Total	195	94.7	100.0	
No Response	11	5.3		
Total	206	100.0		

In Question 19, the respondents were asked to indicate the maximum number of consecutive meetings a Ward Councillor may not be absent for. Of the possible answers provided, there was only one correct answer. Table 4.21 shows that 195 of the 206 respondents who responded to the question. Of the 195 respondents, only 138 (70.80%) provided the correct answer.

The researcher expected the participants to indicate that the Ward Councillor may not be absent for three consecutive meetings without reporting.

Table 4.22 indicates the respondents' knowledge on the minimum number of times a Ward Committee must meet.

Table 4.22: Respondents' knowledge on the minimum number of times a Ward Committee must meet

	Frequency	Percent	Valid Percent	Cumulative Percent
Once a Quarter	31	15.0	15.1	15.1
Once in Two Months	42	20.4	20.5	35.6
Once a Week	25	12.1	12.2	47.8
Once a Month	107	51.9	52.2	100.0
Sub-Total	205	99.5	100.0	
No Response	1	.5		
Total	206	100.0		

In Question 20, the respondents were asked to indicate the maximum number of consecutive meetings a Ward Councillor may not be absent for. Of the possible answers provided, there was only one correct answer.

Table 4.22 show that 205 of the 206 respondents answered the question. Of the 205 participants, only 31 (15%) provided the correct answer. The researcher expected the respondents to indicate that the Ward Committee must meet at least once a month. Table 4.23 indicates the respondents' knowledge on the quorum of a duly constituted Ward Committee

Table 4.23: Respondents' knowledge on the quorum of a duly constituted Ward Committee

	Frequency	Percent	Valid Percent	Cumulative Percent
22A	11	5.3	5.3	5.3
22B	34	16.5	16.5	21.8
22C	39	18.9	18.9	40.8
22D	122	59.2	59.2	100.0
Total	206	100.0	100.0	

In Question 21, the respondents were asked to indicate the maximum number of consecutive meetings a Ward Councillor may not be absent for. Of the possible answers provided, there was only one correct answer. Table 4.23 show that 205 of the 206 respondents answered the question. Of the 205 respondents, only 31 (15%) provided the correct answer. The researcher expected the respondents to indicate that the Ward Committee must meet at least once a quarter.

Table 4.24 indicates the respondents' knowledge on minimum time to form a quorum after appointed for the Ward Committee meeting for some time unless the Chairperson extends it by 10 more minutes.

Table 4.19: Respondents' knowledge on the minimum time to form a quorum after appointed for the Ward Committee meeting for a certain period

	Frequency	Percent	Valid Percent	Cumulative Percent
Ten	39	18.9	18.9	18.9
Fifteen	62	30.1	30.1	49.0
Twenty	56	27.2	27.2	76.2
Thirty	49	23.8	23.8	100.0
Total	206	100.0	100.0	

In Question 24, the respondents were asked to indicate the minimum time to form a quorum after being appointed for the Ward Committee meeting for a duration that has expired (unless the chairperson extends it by 10 more minutes).

Table 4.24 indicate that all the 206 respondents answered the question. Of the 206 respondents, 62 (30.1%) provided the correct answer. The researcher expected the participants to indicate that the minimum time is fifteen minutes.

Table 4.25 indicates the respondents' knowledge of the reason that is not applicable for a person to cease to be a Ward Committee member.

Table 4.25: Respondents' knowledge on the reason that is not applicable for a person to cease to be a Ward Committee member.

CODING USED (NB: SHADED CODING REPRESENTS THE CORRECT ANSWER)				
24A	24B	24C	24D	24E
Death of a ward committee member	Resignation of a ward committee member	Ward Committee member relocating from the ward	Ward committee member is suspected of witchcraft	Appointment to a position of a Municipal employee/ government cadre
	Frequency	Percent	Valid Percent	Cumulative Percent
24A	33	16.0	16.2	16.2
24B	4	1.9	2.0	18.1
24C	20	9.7	9.8	27.9
24D	124	60.2	60.8	88.7
24E	23	11.2	11.3	100.0
Sub-Total	204	99.0	100.0	
No Response	2	1.0		
Total	206	100.0		

In Question 24, the respondents were asked to indicate the reason that is not applicable for a person to cease to be a Ward Committee member. Table 4.25 above indicate that 204 of the 206 respondents answered the question. Of the 206 respondents, 124 (60.2%) provided the correct answer. The researcher expected the respondents to indicate that members cannot cease to be part of a Ward Committee simply because he is suspected of witchcraft.

Table 4.26 The Frequency Table indicates the respondents' knowledge on whether or not Ward Committee members are allowed to have sub-committees.

Table 4.26: Respondents' knowledge on Ward committee sub-committees

	Frequency	Percent	Valid Percent	Cumulative Percent
YES	141	68.4	68.4	68.4
NO	65	31.6	31.6	100.0
Total	206	100.0	100.0	

Table 4.26 indicates respondents' knowledge on whether or not Ward Committee members are allowed to have sub-committees. All 206 respondents answered the question.

One hundred and forty-one (141) (68.4%) of them indicated that Ward Committees are allowed to have sub-committees and the balance of 65 (31.6%) indicated that they were not. The researcher had hoped that all of them would know that Ward Committees are indeed allowed to have sub-committees.

CROSS TABULATIONS

Table 4.27 compared Question 1 versus Question 3. The question was: Do you have a Ward Committee in your ward? If the answer to question 1 is Yes, do you think the members of your Ward Committee were elected fairly?

Table 4.27: Existence of Ward Committees and fair election

Do you have a Ward Committee in your ward?	If the answer to question 1 is Yes, Do you think the members of your Ward Committee were elected fairly?		
	YES	NO	Total
YES	149	30	179
NO	1	26	27
Total	150	56	206
Chi-Square Tests			

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	74.979 ^a	1	.000
Likelihood Ratio	70.665	1	.000
N of Valid Cases	206		

Table 4.27 above depicts a cross-tabulation of two variables, which seek to see if the respondents know of the minimum and maximum number of Ward Committee nominees.

The idea behind this is that if the respondents know the minimum number then they ought to know the maximum number of nominees permissible. The table shows all the 206 respondents answered the two questions tabulated. The traditional cut off point of 0.05 is used and compared to likelihood ratio of 0.000. Since this ratio is less than 0.05 then it can be concluded that there is statistical significance between the two variables. This means that there is likely to be a relationship between the two variables, and that is exactly what the researcher also expected.

Table 4.28: Question 14 versus Question 15

The maximum number of the Ward Committee nominees is versus

The minimum number of the Ward Committee nominees is

Table 4.28: Question 14 versus Question 15

	The minimum number of the Ward Committee nominees				Total
	15% of those present at the meeting	10% of those present in the meeting	5% of those present in the meeting	20% of those present in the meeting	
Ten	9	27	16	26	78
Twenty	12	53	7	25	97
Thirty	2	3	3	13	21
Thirty Five	2	1	1	2	6
Total	25	84	27	66	202
Chi-Square Tests					
	Value	df	Asymptotic Significance (2-sided)		
Pearson Chi-Square	24.561 ^a	9	.003		
Likelihood Ratio	24.232	9	.004		
N of Valid Cases	202				

Table 4.28 above depicts a cross-tabulation of two variables, which seek to see if the respondents know of the minimum number and maximum number of Ward Committee nominees.

The idea behind this is that if the respondents know the minimum number then they ought to know the maximum number of nominees permissible. The table shows that 202 participants of a sample of 206 answered the two questions tabulated. The traditional cut off point of 0.05 is used and compared to a likelihood ratio of 0.004. Since this ratio is less than 0.05 it can be concluded that there is statistical significance between the two variables. This means that there is likely to be a relationship between the two variables, and that is exactly what the researcher also expected about the two variables.

Table 4.29: Question 14 versus Question 17

The maximum number of the Ward Committee nominees is versus

When nominating a Ward Committee there must be a quorum of at least...

The maximum number of the Ward Committee nominees is	When nominating a Ward Committee there must be a quorum of at least...				Total
	150 people	50 people	100 people	145 people	
Ten	16	23	41	0	
Twenty	35	41	23	0	80
Thirty	5	3	12	1	99
Thirty Five	1	4	1	0	21
Total	57	71	77	1	6
					206

Chi-Square Tests			
	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	31.731 ^a	9	.000
Likelihood Ratio	28.104	9	.001
N of Valid Cases	206		

Table 4.29 above depicts a cross-tabulation of two variables, which seek to see if the participants know what the maximum number of the Ward Committee nominees is and if they know the minimum number of community members that need to be present to form a quorum. The idea behind this is that if the respondents know the minimum number of community members that need to be present to form a quorum then they ought to know the maximum number of nominees permissible. The table shows that all the 206 participants answered the two questions being tabulated. The traditional cut off point of 0.05 is used and compared to likelihood ratio of 0.001. Since this ration is less than 0.05 then it can be concluded that there is statistical significance between the two variables. This means that there is likely to be a relationship between the two variables, and that is exactly what the researcher also expected about the two variables.

Table 4.30: Question 15 versus Question 16

The minimum number of the Ward Committee nominees

versus

Voting shall take place if nominations to the Ward Committee exceeds

The minimum number of the Ward Committee nominees is	Voting shall take place if nominations to the Ward Committee exceeds			
	Twenty	Fifteen	Ten	Total
15% of those present at the meeting	1	12	12	25
10% of those present in the meeting	4	25	55	84
5% of those present in the meeting	11	4	4	25
20% of those present in the meeting	35	19	9	66
Total	51	60	80	200

Chi-Square Tests			
	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	101.166 ^a	9	.000
Likelihood Ratio	102.442	9	.000
N of Valid Cases	200		

Table 4.30 above depicts a cross-tabulation of two variables, which seeks to see if the respondents know what the minimum number of the Ward Committee nominees is and if they know which number should Ward Committee nominations exceed for voting to take place. The idea behind this is that if the respondents know the minimum number of Ward Committee nominees then they ought to know the number that must be exceeded for voting to take place. The table show that 200 of all the 206 participants answered the two questions being tabulated.

The traditional cut off point of 0.05 is used and compared to the likelihood ratio of 0.000. Since this ration is less than 0.05 then it can be concluded that there is statistical significance between the two variables. This means that there is likely to be a relationship between the two variables, and that is exactly what the researcher also expected about the two variables.

Table 4.31: Question 16 versus Question 17

Voting shall take place if nominations to the Ward Committee exceeds

versus

When nominating a Ward Committee there must be a quorum of at least...

Voting shall take place if nominations to the Ward Committee exceeds	When nominating a Ward Committee there must be a quorum of at least...				
	150 people	50 people	100 people	145 people	Total
Twenty	14	24	13	0	51
Fifteen	10	38	12	0	60
Ten	29	5	49	1	84
Five	2	4	3	0	9
Total	55	71	77	1	204

Chi-Square Tests			
	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	58.726 ^a	9	.000
Likelihood Ratio	66.970	9	.000
N of Valid Cases	204		

Table 4.31 above depicts a cross-tabulation of two variables, which seeks to see if the respondents know which number of Ward Committee nominations must be exceeded for voting to take place and the minimum number of community members that must be present to form a quorum. The idea behind this is that if the participants know the number of Ward Committee nominees that must be exceeded then they ought to know when the quorum is formed. The table shows that 204 of all the 206 participants answered the two questions being tabulated.

The traditional cut off point of 0.05 is used and compared to the likelihood ratio of 0.000. Since this ration is less than 0.05 then it can be concluded that there is statistical significance between the two variables. This means that there is likely to be a relationship between the two variables, and that is exactly what the researcher also expected about the two variables.

Table 4.32: Question 17 versus Question 18

When nominating a Ward Committee there must be a quorum of at least... versus Ward Committee members serve...

When nominating a Ward Committee there must be a quorum of at least...	Ward Committee members serve...				
	For 1 Year	For 2 years	Until the day of the next local Government election	For 5 Years	Total
150 people	0	4	24	28	56
50 people	3	8	15	45	71
100 people	0	4	42	31	77
145 people	0	0	0	1	1
Total	3	16	81	105	205

Chi-Square Tests			
	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	22.903 ^a	9	.006
Likelihood Ratio	24.707	9	.003
N of Valid Cases	205		

Table 4.32 above depicts a cross-tabulation of two variables, which seek to see if the respondents know what number of community members form a quorum and the term of office of Ward Committee members. The idea behind this is that if they know what number of community members forms a quorum then they ought to know the term of office of the nominated Ward Committee members. The table show that 205 of all the 206 participants answered the two questions being tabulated.

The traditional cut off point of 0.05 is used and compared to the likelihood ratio of 0.006. Since this ratio is less than 0.05 then it can be concluded that there is statistical significance between the two variables. This means that there is likely to be a relationship between the two variables, and that is exactly what the researcher also expected about the two variables.

Table 4.33: Question 22 versus Question 23

A quorum of a duly constituted Ward Committee consists ofplus 1 member of the Ward Committee

versus

A quorum must be formed within..... minutes after the time appointed for the Ward Committee meeting unless the chairman extends it by 10 more minutes

A quorum of a duly constituted Ward Committee consists of ...plus 1 member of the ward Committee	A quorum must be formed withinminutes after the time appointed for the Ward Committee meeting unless the chairman extends it by 10 more minutes				
	Ten	Fifteen	Twenty	Thirty	Total
10%	2	2	4	3	11
25%	10	8	16	0	34
30%	2	7	19	11	39
50%	25	45	17	35	122
Total	39	62	56	49	206

Chi-Square Tests			
	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	40.353 ^a	9	.000
Likelihood Ratio	49.517	9	.000
N of Valid Cases	206		

Table 4.33 above depicts a cross-tabulation of two variables, which seeks to see if the respondents know the quorum of a duly appointed Ward Committee, and time within which a quorum must be formed in Ward Committee meetings. The idea behind this is that if they know what number of community members form a quorum then they ought to know the term of office of the nominated Ward Committee members. The table shows that all the 206 respondents answered the two questions being tabulated. The traditional cut-off point of 0.05 is used and compared to the likelihood ratio of 0.000.

Since this ration is less than 0.05 then it can be concluded that there is statistical significance between the two variables. This means that there is likely to be a relationship between the two variables, and that is exactly what the researcher also expected about the two variables.

4.3 PRESENTATION OF QUALITATIVE DATA

As indicated in the introduction, the study had nine important questions that the researcher needed the respondents of the study to answer. In this section, the answers to each of the nine questions are provided, and where necessary a brief analysis of the answer(s) will be provided. Furthermore, the Ward Councillors were able to express themselves freely about their involvement with the Ward Committees.

The interviews were conducted in both English and IsiZulu languages depending on the choice of the Ward Councillor interviewed. Aspects discussed ranged from functions of the Ward Committees to challenges encountered with the operations of the Ward Committee system.

4.3.1 The Ward Councillor's responses

Theme 1: The presence of the Ward Committee in the ward

Question 1: Participants were asked if there was a Ward Committee in their respective wards.

The Ward Councillors confirmed that Ward Committees (WC) existed in their respective wards and that they were fully functional. They further indicated that the current Ward Committees are those that were elected in the 2016 local government elections.

Question 2: (a) If the answer to the above answer was Yes, then what were the steps that were followed in forming the ward committee?

All the Ward Councillors that participated in the study indicated that the first step they take when Ward Committees are being elected is to call a meeting to inform the members of the community about the election of the Ward Committee. Furthermore, they indicated that in the meeting, members the community are informed of the importance of Ward Committees.

The community members are then urged to attend the meeting in which the Ward Committee is elected. The Ward Councillors seemed to understand the basic procedures, albeit not all, on how the members of the Ward Committee must be elected. The respondents did not seem to understand all the crucial steps that need to be followed when electing the ward committee. Almost all the Ward Councillors that participated in this study did not know the guidelines as contained in the Municipal Structures Act.

Some of the responses suggested they understood what the Municipal Structures Act stipulates, but do not understand the Act itself.

Participant 1 said:

I have an idea of what the structures involve but I am not so informed about the Act itself.

The Ward Councillors explained that the Ward Committees were established (and operated) according to guidelines as contained in the Municipal Structures Act. Interestingly all three Ward Councillors interviewed were aware that the Municipal Structures Act, was also clear in its requirement that local government must 'develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers' (Section 19(3)). To give effect to the above assertion, the Act provides for the establishment of Ward Committees to enhance participatory democracy at the local level. It must be borne in mind that the Municipal Systems Act similarly demands the involvement of citizens in matters affecting local government.

The Secretariat Department of the City Administration Unit in conjunction with the Office of the Speaker facilitated the establishment of the Ward Committees, not only in the wards where the study was conducted, but also in the entire eThekweni Metro.

The participants acknowledged that the Ward Committee composition, elections and guideline processes were in place and clearly articulated.

The Participant... said:

We understand the election processes and can follow what is happening.

Ward Committees are required by the Guidelines to meet at least quarterly. Public meetings should also be convened regularly. These meetings are supposed to enable the Ward Committee and ward councillor to register the concerns and inputs of the community with regard to service delivery and other issues in the ward, and report to the community on issues that affect the ward.

(b) If the answer was no, what were the reasons for not forming the ward committee?

This question was no longer relevant because the Ward Committees were in place in the chosen three wards.

Theme 2: The Ward Committee's size

Question 3: How many members does your Ward Committee have?

The Ward Committees, in all three wards, consisted of eleven (11) members. It was interesting to note that the 11 members of the Ward Committee included the Ward Councillor, which is in line with the rules of the Local Government Municipal Structures Act.

Question 4: Why does your Ward Committee have the number of members stated above?

It emerged from the interviews with the Ward Councillors that they were guided by Part 4 of Chapter 4 of the Municipal Structures Act which sets out the composition and election of Ward Committees, as well as the framework for the powers and functions of committees, the terms of office of committee members and procedures for dealing with vacancies and the dissolution of committees.

Participant 3 was of the opinion that:

I understand the functions of the Committee.

Theme 3: Procedures followed

Question 5: If, for whatever reason there is a need to replace a member of the Ward Committee, what procedures do you follow?

The Ward Councillors confirmed that if a vacancy occurs among members of the ward committee, it must be filled in accordance with a procedure in line with Municipal Structures Act. The interviewees however did not seem to have a complete grasp of the procedure that needs to be followed when filling a vacancy. That prompted the researcher to ask a follow-up question as to what possible reasons may cause a vacancy. The answer to this question again did not cover all the possibilities. This is discussed broadly in the next chapter.

In view of the fact that, the manner in which the vacancy is filled, largely depends on the number of vacancies, the researcher was tempted to ask yet another follow up question, which sort to found out how two or more vacancies, could be filled. The responses indicated that the Ward Councillors were not entirely informed as to how the process would unfold in such a case.

Participant 2 said:

We do not know exactly what needs to happen and what must come first. Procedures can be complicated.

A broader discussion in reference to this is made in the next chapter.

Below are the options available for filling a vacancy.

Option A:

- Where applicable, a member who received the second highest votes during elections.
- Same election procedure as indicated in Part 10 of the Municipal Structures Act, which says:

Option B:

- The Ward Councillor must fill a vacancy by declaring as elected the person who received the second highest number of votes in terms of the previous election.
- If nobody can be declared elected in the above manner, the election process must be repeated.

Where there are two or three vacancies, then in terms of the rules the vacancies must be filled by the candidates who received the highest votes after the 10th highest nomination, thereafter, the Speaker shall instruct for a by-election – and members of the community to be advised accordingly.

The Co-option process

- The vacancy item to form part of the Ward Committee agenda,
- Ward Committee members recommend community members to be co-opted – decision thereof to be recorded accordingly,
- Formal correspondence to be submitted to the Office of the Speaker with the recommendation from the Committee – minutes from the Ward Committee meeting where the vacancy item was discussed to be attached,
- The Speaker considers the recommendation, makes a determination, and informs the WC of the outcome.
- Approved members shall be subjected to the verification process.

Theme 4: The Ward Committee's functions and role

Question 6: What are the main functions of the Ward Committee?

The study revealed that the Ward Councillors could not clearly distinguish between their roles and those of the Ward Committee members. In other words, the researcher got the impression that the Ward Councillors feel that the buck only stops with them yet both parties i.e. Ward Committee and Ward Councillor have different roles, which will be discussed in detail in the next chapter.

The participants unanimously agreed that the Ward Committee was the interface between Council and the community of eThekweni through recommendations made on any matters affecting the ward – the Speaker’s Office to oversee the interface.

Participant 1 said:

The Ward Committee was the interface between Council and the community of eThekweni. They recommend steps to follow.

The Ward Committee should act in the best interest of the community by attending to matters that affect and benefit the community [service payment campaigns, municipal budget processes, decisions about by-laws, etc.]. It is important that the Ward Councillors convene public meetings in their respective wards.

The DPLG’s Handbook for Ward Committees explains the roles of Ward Committees and Ward Councillors as follows:

Role of Ward Committees

- Increase the participation of local residents in municipal decision-making, as they are a direct and unique link with the Council;
- Are representative of the local ward, and are not politically aligned;
- Should be involved in matters such as the IDP process, municipal performance management, the annual budget, Council projects and other key activities and programmes as all these things impact on local people;
- Can identify and initiate local projects to improve the lives of people in the ward;
- Can support the Ward Councillor in dispute resolutions, providing information about municipal operations;
- Can monitor the performance of the municipality and raise issues of concern to the local ward;
- Can help with community awareness campaigns e.g. waste, water and sewage, payment of fees and charges, as members know their local communities and their needs.

The role of the Ward Councillor

- Is the Chairperson of the Ward Committee;
- Is responsible for convening the constituency meeting to elect Ward Committee members;
- Is responsible for calling Ward Committee meetings;

- Is responsible for ensuring that a schedule of meetings is prepared, including: Ward Committee meetings, constituency meetings and special meetings;
- Works with the Ward Committee to ensure that there is an annual plan of activities;
- Is responsible for ensuring that the Ward Committee does what the municipality expects about reporting procedures;
- Is responsible for handling queries and complaints in the ward;
- Is responsible for resolving disputes and making referrals of unresolved disputes to the municipality;
- Should be fully involved in all community activities that the Ward Committee is engaged with;
- Is responsible for communicating the activities and meeting schedules to the PR Ward Councillor.

In terms of the composition of Ward Committees, the Guidelines echo the Structures Act's call for equitable representation of men and women. It suggests the diversity of interest groups that should be included, such as youth, religious groups, sports and culture, health and welfare, business, environment, education and older persons.

Nyalunga (2006: 2) argues that the functions of Ward Committees have been restricted mainly to making recommendations to the Ward Councillor instead of playing an active participative role in decision-making processes. He reckons a policy framework that institutionalises a broader and substantive participation at the local level would be ideal.

Theme 5: Challenges experienced by the Ward members

Question 7: What are the challenges that are often encountered by members of the ward committee?

The interviewees were at pains explaining the frustration of their respective communities due to lack of follow up on matters that are constantly raised during public meetings. The Ward Councillors also unanimously agreed that the functionality of Ward Committees posed a serious challenge.

Their main concern centered on how could Ward Committees be made more effective as prescribed by COGTA and these are discussed in detail in the next chapter.

Capacity building and training was also cited as one of challenges facing Ward Committee members in performing their duties effectively.

These include, but not limited to, insufficient skills in organising and running community based meetings; lack of information regarding municipal policies and processes; as well as inadequate support in the form of office facilities and equipment.

Some of the typical kinds of challenges that have beset many committees as explained by (Himlin 2005; Portfolio Committee on Provincial and Local Government 2003; Piper and Deacon 2008), include:

- Difficulties in sustaining Ward Committee members' participation and interest. In some cases, meetings are not held or there are insufficient members to constitute a quorum;
- A high turnover of members as they lose interest or relocate for work opportunities;
- The chairpersons (Ward Councillors) not being available to attend meetings or failing to call meetings;
- No clear terms of references for committees, resulting in ad hoc responses to any matters that arise in the wards;
- Poor working relationships between Ward Councillors and the committees, with Ward Councillors sometimes feeling threatened by the committees;
- Related perceptions that some Ward Committee members have aspirations to become Ward Councillors, to the extent that they may deliberately try to undermine incumbent Ward Councillors and derail Ward Committee processes.

Question 8: What challenges do you, as a Ward Councillor, face when dealing with Ward Committees?

The Guidelines prepared by Provincial Local Government (Notice No.2649 of 2003) require Ward Committees to prepare an annual capacity building and training needs assessment for members of the committee.

The interviewees indicated that the challenges they face when dealing with Ward Committee members relate to the following:

- Late payment of stipends. The stipend [R1000.00 per month] that members received, was also reported to be insufficient;
- Members of portfolio committees not willing to participate fully because they do not receive remuneration since their service is voluntary;
- Issues of transport when attending meetings, particularly in big wards such as Ward 105 – it is actually the biggest ward in the eThekweni Metro;
- Lack of resource provision - inadequate support in the form of office facilities and equipment;

- Limitations in members' levels of education, skills, and expertise;
- Some members of the Ward Committee were not clear about their roles or how to carry out their duties. This clearly shows that there was a need for capacity building for these Ward Committee members;
- Insufficient training for Ward Committees – the Ward Councillors reported that they had received some training on Ward Committees. They appreciated the intervention facilitated by the Office of the Speaker and the Secretariat Department but believed the committee required further training. The Chairpersons of Portfolio Committees also needed to learn more about what their roles actually entailed.

It must be noted that the above reasons may not necessarily be between the Ward Councillor and Ward Committee members but may indirectly affect the relations between the two structures. It is anticipated that once the Ward Committees had been capacitated they would be able to effectively discharge their responsibilities.

According to the Structures Act, the Municipality has an obligation to support Ward Committees by providing training for Ward Committee members, the necessary understanding of municipal processes and provide logistical support in the form of transport, meeting venue, re-imburement of out of pocket expenses for transport to allow Ward Committees to participate meaningfully.

The Act adds that “Ward Committees Support Ward Councillors in working with the community in two ways by”:

- Representing the community, and
- Building relationships with the community.

Based on the above challenges, the research deduces that the work of Ward Committees has proved to be a complex aspect to manage.

Theme 6: Relationships

Question 9: As a Ward Councillor is there anything, you can say about your work relationship with the Ward Committees and the community in general.

According to the Ward Councillors, there has never been serious conflict between themselves and their respective Ward Committees. Generally, the Ward Councillors and the committee members reported that the Ward Committee was functioning well.

This was evident when both the members of the Ward Committee and Ward Councillors confirmed that they had developed a ward-based plan, which helped in guiding interaction with their communities. The interaction with the Ward Councillors indicated that they (Ward Councillors) have a critical role to play in determining the effectiveness of Ward Committees.

It is assumed that where there are good relationships between Ward Committee members, the community and the Ward Councillors, the performance of the Ward Committees will reach greater heights in accelerating service delivery. It would appear that Ward Committees have cordial and smooth relationships with their Ward Councillors and the greater community. Members of the Ward Committees generally felt satisfied with the amount of support they received from their Ward Councillors.

The Ward Councillors made it clear that if good relationships existed between themselves and members of the Ward Committee and the wider community, the performance of the Ward Committees would be immensely improved resulting in prompt and efficient acceleration of service delivery.

4.4 CONCLUSION

This chapter focused on the presentation and analysis of results relating to effectiveness of Ward Committees and community participation in influencing service delivery in eThekweni Municipality. The next chapter will present the recommendations, summary, as well as findings of the study.

CHAPTER FIVE

RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

This chapter presents a summary of the key issues that arose out of the study. The focus of the study was on the effectiveness of Ward Committees and community participation in influencing service delivery in eThekweni Municipality in the province of KwaZulu-Natal. The recommendations are the outcomes of the analysis and findings of the study. Ward Councillors, Ward Committees and local community members were interviewed to assess the level of awareness in respect of the existence of Ward Committees as well as the rules regulating the establishment and operation of Ward Committees.

This concluding chapter outlines the extent to which the objectives of the study have been achieved. This chapter is concluded with a set of recommendations for the eThekweni Municipality to consider. As indicated in Chapter one, the objectives of the study were:

- To determine whether Ward Committees fulfil their role as key agents of local democratic participation.
- To examine how the role of Ward Committees in facilitating community participation is carried out.
- To establish whether Ward Committees serve as effective mechanisms to promote community participation in the eThekweni Municipality.
- To investigate the structure, formation, composition, and responsibilities of Ward Committees.
- To identify challenges faced by Ward Committees in fast-tracking service delivery.
- The results of the research study revealed that:
 - Ward Committees ensure the accountability of Ward Councillors to their local constituency;
 - Raise issues of concern regarding the local ward to the Ward Councillor.
 - The full participation of Ward Committees in the IDP Process, the IDP Representative Forum, and the Budget. This involvement improves the integrity of the municipal processes because they assist in sensitizing of communities for active participation;
 - The Ward Committees are recognised structures that facilitate and co-ordinate public participation; and
 - Ward Committees in general are an important means to enhance public participation in the local government sector.

5.2 DISCUSSION OF THE RESEARCH FINDINGS

Chapter one presented the background to the study on effectiveness of Ward Committees and community participation in influencing service delivery in eThekweni Municipality in the Province of KwaZulu-Natal. It gave a background to the study, stated the research problem, and discussed the significance of the study. The purpose, objectives, and the scope of the study were also clearly outlined. It is evident that community participation is an essential part of development for the modern day society. This study has clearly indicated that public participation in the eThekweni Municipality has a crucial role to play in the quest for development taking into account that the main objective is to enhance the participation of the public in the affairs of the eThekweni Municipality.

In light of the above assertion, the research has deduced that Ward Committees under the astute leadership of Ward Councillors facilitate meaningful involvement of the society in the affairs of Council. It is hoped that this (involvement by the society) will provide a vehicle that will swiftly and efficiently resolve the resident's problems related to service delivery thus preventing unnecessary protests by residents.

The above findings are similar to the findings by Ntlemeza (2007) whose study revealed that in order to improve the performance of Ward Committees, their effective involvement in the strategic planning process of their respective municipalities was a viable strategic approach. The researcher reckons this could be achieved through effective monitoring and evaluation of the activities at the Ward Committee level. The national government should also consider the remuneration of Ward Committee members as recognition of for their performance. This implies that a comprehensive empowerment programme for Ward Committees should be put in place. Furthermore, the research findings of this study revealed that members of the Ward Committees were committed to the cause of community development.

It can also be considered extremely important that all members of the Ward Committees be offered extensive training and empowerment so that they can fully understand what was required of them in terms of delivering on their mandates efficiently and effectively. In this regard, the understanding of roles, powers, and functions of Ward Committees is considered vital to be understood by all stakeholders including Ward Councillors as well as Proportional Representative (PR) Ward Councillors, and members of the community. One must mention that PR Ward Councillors appear to not have relations with Ward Committees. It would appear that they are mostly "*invisible*" though they play a very important role that of representing the Ward Councillors during their absence.

5.3 COMMON CHALLENGES FACING WARD COMMITTEES

Although there have been great strides in the re-establishment of Ward Committees in South Africa, most municipalities still face major challenges in making Ward Committees as effective as they should be. Since their inception, some Ward Committees had not been effective, (Reddy and Sikhakhane 2008: 680). Among the challenges that were discovered, the ineffectiveness of participation can be related to illiteracy, ignorance and the lack of interest of the local residents. As a result of illiteracy, an inferiority complex tends to prevail as people generally become afraid to participate in municipal affairs, arguing that they cannot make any worthwhile contribution (Fourie 2001: 222). The lack of participation by the residents, could lead to an ineffective participatory structure, which then has a great potential of deviating from the IDP's priorities.

The common challenges facing the Ward Committees pose a serious threat to development and have a potential to negatively impact on the progress of municipalities, as Ward Committees have proved that they serve as a communication mechanism of municipalities countrywide. This means that, through Ward Committees, the community have a platform to raise issues that concern and affect their daily lives. However, Ntlemeza (2007: 124) raised concerns that Ward Committees face major challenges, as their powers are limited to only advising the communities and the relevant Council.

Ntlemeza (2007: 125) added that Ward Councillors in many areas are not leading, directing or, in some areas, not even attending Ward Committees. The researcher suggested that it was important therefore that more powers be given to these structures in order to enhance their capacity and encourage accountability and responsibility. Below is the summary of the challenges faced by the ward Committees.

5.3.1 Capacity Building

In a bid to ensure that, the Ward Committees were able to respond to the needs of the community in a swift and efficient manner, the eThekweni Municipality, through the Office of the Speaker, conducts training sessions and empowerment programmes on a quarterly basis. The training sessions encouraged Ward Committee members to promote community-based planning in order to fast-track transformation and service delivery during the city-wide training on 24 and 25 November 2018.

These interventions were aimed at empowering Ward Committees on community-based planning as a tool to strengthen the collaboration between government and communities.

The members of the Ward Committees as well as Chairpersons of portfolio committees are capacitated on their roles, responsibilities, and means to have effective communication with the residents of their respective wards. This is in line with fulfilling their constitutional mandate. The training sessions are one of many interventions that are facilitated by the Office of the Speaker, the eThekweni Municipal Academy (EMA) and Community Participation and Action Support Unit to ensure that Ward Committees were functional. It is therefore, essential that Ward Committees undergo extensive training because they are the nucleus of community participation.

The need for Ward Committee members to receive capacity-building training is widely recognised and is encouraged by the Guidelines for the Establishment and Operation of Municipal Ward Committees. The Municipal Structures Act and the Municipal Systems Act also place a duty on municipalities to make provision for capacity building to enable active community participation. Capacity building is one of the most important tools in the restructuring process particularly in the local government sphere. If used effectively it is an all-embracing concept that describes the notion of developmental local government in a meaningful manner through training, education, and reorientation, support and monitoring, transfer of information, skills and knowledge (Subban 1996:93). However, capacity building with regard to Ward Committees and Ward Committee members still presents major challenges. Perhaps, the impression created around the issue is the level of literacy among Ward Councillors and Ward Committee members (Cameron 1999:252).

The White Paper on Local Government, 1998, Section F, refers to the establishment of support mechanisms for municipal transformation that will be created by national government. These include training and capacity building, which will be achieved through the reorganisation of the local government training system.

Working with provincial governments and SALGA to develop ongoing capacitating programmes could be another intervention. It is therefore recommended that the eThekweni Municipality sets aside a budget to provide capacity building in respect of the following:

- Ward Committee induction;
- Community-based Programmes;
- Public Participation in Local Governance
- Core Municipal processes and
- Ward Committee's role (IDP, Budgeting and Local Economic Development Service Delivery).

5.3.2 Administrative Support

It is recommended that administrative support be given to Ward Committees and must include, amongst other things:

- The promotion of the Ward Committees in the community by informing the communities of the roles and responsibilities of the Ward Committees. A practical example in this regard may be the provision of formal identification cards, and uniforms to the members of the Ward Committee so that they are recognised as legitimate Ward Committee members in their respective communities;
- To identify or arrange central meeting places in the ward where communities have access to information and where Ward Committees can meet;
- To assist with the translation of information and documentation for the community; and
- Develop and provide capacity building as well as training programmes on an ongoing basis during their term of office.

It is interesting to note that the National Conference on Ward Committees (2003: 2-3) resolves that:

- Department of Provincial and Local Government (DPLG), SALGA and LGWSETA (Local Government Water Sector Education and Training Authority) working with other role-players, should develop a targeted national support programme for Ward Committees, taking into account inputs from the conference;
- The programme of support must be part of the national capacity-building framework coordinated by DPLG through the national steering committee on capacity building.
- The DPLG must compile a booklet on lessons learnt from different pilot programmes and initiatives for distribution;
- SALGA, through the knowledge-sharing programme must develop learning material to be shared among municipalities; and
- Municipalities should conduct capacity building and training needs assessment for members of the committee on an annual basis, including Ward Committees in their skills development plans. They should set aside a budget for capacity building and training in accordance with the needs assessment.

5.3.3 Politicisation

There is unconfirmed evidence from the general public that party political influence on Ward Committees existed in terms of the nomination and election processes as well as

their daily functioning. It was alleged that these unfounded allegations had an impact on the establishment and functioning of the committees.

It must be borne in mind that Ward Committees were established with an intention to accelerate public participation as they are considered foot soldiers and are close to issues affecting communities. According to Draai and Taylor (2009:117), there are four important expectations attached to Ward Committees and are outlined as follows:

- The objective of the Ward Committees is to enhance public participation and consultation in matters of local government;
- Ward Committees are structured communication channels between local government and its communities;
- Ward Committee members, with the exception of the Ward Councillors, are community representatives who perform their duties on a voluntary basis; and
- Although the Act (Municipal Structures Act of 1998) empowers municipalities to dissolve a Ward Committee that fails to fulfil its objectives, it does not provide for a monitoring and evaluation system to measure performance indicators.

Ward Committees are, however generally perceived to have been ineffective in terms of advancing citizen participation at local government level. This ineffectiveness is caused by lack of capacity and incentives to pursue the betterment of their constituencies (Hicks 2004:7). The existing political power struggles also hampers effective community participation processes.

5.3.4 Functionality of Ward Committees

Meetings that do not quorate – there are instances whereby ward committee meetings that have been scheduled do not take place due to members not attending or arriving late. There are various reasons contributing to this ranging from transport problems to work commitments as well family responsibilities.

The vastness of some wards cannot be overlooked, for instance Ward 105 which is the biggest in the Municipality – in the case of large wards, there have been concerns that the size of ward committees (limited to ten community members plus the Ward Councillor) is inadequate to ensure full representation of all interests and geographical areas within the ward. Hence, there have been suggestions in some quarters that the government of the day should allow some flexibility in the size of ward committees.

This will, however, require amendments to section 73(2) b of the Municipal Structures Act (Portfolio Committee on Provincial and Local Government 2003).

Poor working relations – it is common that, occasionally, there will be differences in opinion amongst people who work together in a particular work environment. There have been instances whereby this practice led to a breakdown in working relations between Ward Committee members and the Ward Councillor or amongst the Ward Committee members themselves.

Minutes not taken and submitted to the Office of the Speaker – there are instances where the task of capturing minutes is not performed by the Ward Secretary due to inefficiency. Reports from portfolio committees also not submitted to the Municipality. This contributes to the non-functionality of ward committees.

Insufficient administrative logistics and other resources - allocated to ward committees to enable them to function effectively – for example, ward committee members having no money for transport to attend meetings.

5.3.5 Lack of Power of the Ward Committee Structure

The Municipal Structures Act (No 117 of 1998) makes provision for municipalities to delegate certain powers and duties to ward committees. Piper and Deacon (2006: 5) contend that, because ward committees are only advisory bodies and meetings are chaired by Ward Councillors, they do not necessarily effect decision-making. The pair argues further that ward committees only deliberate over issues, but never actually take decisions. That is the sole responsibility of the Council.

5.3.6 Education Level of Ward Committee Members

According to Buccus and Mathekga (2009: 14), the post-apartheid South African local government legislative framework introduced a new era, that is not only aimed at bringing about service delivery, but also to rebuild local communities whose livelihoods have been damaged by the horrendous apartheid system. The ward committee is one of the structures, established in order to enhance democracy within the local government sphere.

Smith (2008: 14) argues that the effectiveness of ward committees is constrained by limitations of the Ward Councillors' low levels of education, skills, and expertise. According to Smith (2008: 14), this result in Ward Councillors being unable to interpret legislation, follow council proceedings and even being unable to articulate the concerns of the communities they represent. Accordingly, the ability of the Ward Councillors to effect better service delivery for the communities they represent is compromised.

A skills audit of 373 ward committee members in the Nelson Mandela Bay Municipality carried out by the Project for Conflict Resolution and Development in 2008 (Bendle 2008) found that only 34 (9%) of the members had any post-matric training or qualification and 59 (30%) members did not have a matric qualification. It must be borne in mind that these are results from a Metropolitan Municipality. Based on the above, the assumption is that it is highly likely that the education profile of ward committee members in more rural and district municipalities will reflect even lower education and skills levels.

5.3.7 Relationship to other structures

A number of observers have expressed the fear that ward committees has competed with, undermined, or displaced other channels and spaces for community participation at local level (Schmidt 2008; Oldfield 2008; Piper and Deacon 2008). As Mathekga and Buccus (2006:12) note, "South Africa entered the new political era armed with a culture of participation."

However, it would appear that, instead of drawing on the richness of this participatory culture and the host of structures it has given rise to, most municipalities have come to rely solely on ward committees as the only legitimate conduit for engaging community members. Ward committees have thus been set up in competition with, or even to the detriment of, a range of other structures and processes through which citizens participate in local governance.

As Schmidt (2008:13) puts it:

The bigger problem with Ward Committees is not that they are dysfunctional or lack a compelling rationale, but that they have crowded out many more appropriate and effective forms of participation. They are typically the beginning and the end of the discussion about participation. The common presumption is that we have Ward Committees in place – therefore we have substantially fulfilled our participation compliance requirements.

These authors note that Ward Committees have sometimes duplicated or replaced, functions previously performed by other structures, such as the Ratepayers Associations and Landowners Associations.

5.3.8 Careerism

There seem to be a trend of following a political path for personal enrichment with regards to the nomination and election of Ward Committee members. This trend appears to have created a relationship between opportunism and careerism within the establishment of the Ward Committees. Ward Committees have become a window through which we see careerism occupying the centre stage, which has led to Ward Committees being compromised as agents of service delivery.

5.4 CONCLUSION AND RECOMMENDATIONS

Ward committees have a constitutional obligation to uphold the principles of good governance because good governance encourages active citizenry and participation. Where there is good governance, citizens dedicate their time, energy, and resources to local developmental issues that touch their lives.

It is common knowledge that the new political dispensation has provided for a legal framework that allowed the establishment and the formalisation of fully-fledged Ward Committees as a vehicle to enhance democracy, which involves high level of community participation. Therefore, one can boldly pronounce that community participation is informed by participatory democracy. Taking into account the socio-political environment within which local government sphere operates in this country, it is essential to *firstly* emphasise the extensive training of the residents of the eThekweni Metropolitan Council on when, how and why they should participate in municipal affairs.

Failure to adhere to the above suggestion will in all probability lead to the residents not knowing that their lack of participation can negatively influence the decision-making processes of the Municipality. Consequently, the ineffectiveness of such a participatory structure would have direct negative impact on the democratic character of the Republic of South Africa (Reddy and Sikhakhane 2008: 682-683).

Secondly, there is a dire need to review and overhaul the Ward Committee system. Some members of the Ward Committee do not take the programmes of the committees serious and this tendency has a negative impact on service delivery because Ward Committees serve as communication vehicles between Council and the residents, as alluded to in the previous chapters.

It is well and good that the Ward Committee members are remunerated for the work they are doing, but perhaps it would be a good idea to give them limited powers to make decisions for their respective wards. It could further be argued that the role of the CDWs be changed to that which will play an oversight and monitory role to the functioning of Ward Committees. However, this would require a lot of input from the political principals of the municipalities in the country. In summary, the Ward Committees remain relevant stakeholders in bridging the communication gap between the Municipal Councils and the communities they serve.

Additionally, Ward Committees are well placed to represent the legitimate views of their communities because they are the structures that operate closer to the people. Perhaps it is time that COGTA, as the custodian of the Ward Committee system, was made aware that certain aspects of the Ward Committees must be reviewed in line with the expectations of the communities. It could probably be concluded, (with a sense of wariness though) that, generally speaking, the communities feel that the Municipality does not come to the party in terms of addressing issues that affect their livelihood. Different studies conducted by different researchers in different areas reveal almost identical or similar findings.

In a bid to demonstrate good governance and commitment to accelerate service delivery, the City Manager of eThekweni Municipality, has repeatedly called the municipal officials to raise the bar in terms of service delivery through implementing high-impact interventions which will ensure far-reaching radical socio-economic transformation in the city (Workplace May 2018: 2).

The Accounting Officer added that government officials needed to go back to the basics of the Batho Pele principles of putting people's needs first. That required the local government to build an organisational culture that will drive a people-centred service delivery programme. The success of the City will then be measured by the level of prosperity in the communities.

To this end, the city embarked on customer service roadshows in various wards and shopping malls across the city to demonstrate commitment to the Batho Pele principles.

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ANNEXURE 1: QUESTIONNAIRE

1. Do you have a ward committee in your ward?

YES	NO

2. If the answer is “yes” to the above question, do you know the members of your ward committee?

YES	NO

3. If the answer to question 1 is Yes, Do you think the members of your ward committee were elected fairly?

YES	NO

4. Which of the following statements is true: Any person qualifies to be a member of a ward committee, provided?

He/she is a registered voter in South Africa	He/she is a registered voter in that ward	He/she is a registered voter in another ward	He /she is a South African

5. Any person qualifies to be a member of a ward committee provided?

He/She nominates himself/herself	He/She is nominated by his/her interest group or by any member of the community	He/She is forced by his community to be a member of the ward committee	He/She can write

6. Any person qualifies to be a member of a ward committee provided?

He/She is not indebted to the Municipality for a period longer than three months	He/She is not indebted to the Municipality for a period longer than three months unless arrangement have been made with the municipality how the account will be settled	He/She is not indebted to the Municipality for a period longer than two months	He/She is not indebted to the Municipality for a period longer than two months unless an arrangement has been made with the municipality how the account will be settled
--	--	--	--

7. Any person qualifies to be a member of a ward committee, provided...

He/She is an employee of the Municipality that controls his/her ward (i.e. under which his/her ward falls)	He/She is not an employee of the Municipality that controls his/her ward (i.e. under which his/her ward falls)	He/She is not a member of any Municipality	He/She has never worked for any Municipality

8. Any person qualifies to be a member of a ward committee, provided...

He/She is not a Community Development Worker/foot soldier/community cadre appointed by the municipality/National Government/Provincial Government	He/she is a Community Development Worker /foot soldier/community cadre appointed by the municipality/National Government/Provincial Government	He/She is a Community cadre/foot soldier appointed by the municipality/National Government/Provincial Government

9. Any person qualifies to be a member of a ward committee, provided...

He/She has not been convicted after February 1997 of an offence for which he/she was sentenced to imprisonment without an option of a fine for a period of 1 year (12 months)	He/She has not been convicted after February 1997 of an offence for which he/she was sentenced to imprisonment without an option of a fine for a period of 2 years (24 months)	He/She has not been convicted after February 1997 of an offence for which he/she was sentenced to imprisonment without an option of a fine for a period of 3 years (36 months)	He/She has not been convicted after February 1997

10. Any person qualifies to be a member of a ward committee, provided...

He/She is a person who sometimes is of unsound mind and has been declared so by a competent court	He/She is not a person of unsound mind who has been declared so by a competent court	He/She is a person of unsound mind and has not been declared so by a competent court

11. Ward committee members must be ...

elected to represent all political parties	elected not to represent a political party	elected to represent the ruling political party in the ward	motivated by political party concerns

12. When canvassing to be elected as a ward committee member, the person must:

be motivated by political party concerns	be motivated by ward concerns irrespective of political membership of ward members	be motivated by the objectives of the ruling party	use financial incentives so that he/she can be elected to the ward committee

13. Who calls a meeting in a ward, in accordance with rule number 9.2 of the Municipality, for the election of the Ward Committee?

Ward Councillor	The Speaker of the Municipality	The Secretary of the ruling party in the ward	The Municipal manager

14. The maximum number of a ward committee nominees is

10	20	30	35

15. The minimum number of the ward committee nominees is

15% of those present at the meeting	10% of those present in the meeting	5% of those present in the meeting	20% of those present in the meeting

16. Voting shall take place if nominations to the ward committee exceeds...

20	15	10	5

17. When nominating a ward committee there must be a quorum of at least...

150 people	50 people	100 people	145 people

18. Ward committee members serve...

For 1 year	For 2 years	Until the day of the next local Government election	For 5 years

19. Which of the following statements is true

In every meeting, the Ward Committee must elect a member that will chair the meeting. Ward Councillor is the chair of the Ward Committee	The Ward Councillor may send someone to chair the ward committee meeting	The Ward Councillor may delegate in writing who must chair the Ward Committee meeting	Ward Councillors may be absent for whatever number of days provided they inform the committee in writing

20. Ward Councillor may not be absent for.....consecutive ward meetings

4	5	3	2

21. A ward committee must meet at least.....

Once a quarter	Once in two months	Once a week	Once a Month

22. A quorum of a duly constituted Ward Committee consists ofplus 1 member of the ward Committee

10%	25%	30%	50%

23. A quorum must be formed withinminutes after the time appointed for the ward Committee meeting unless the chairman extends it by 10 more minutes

10	15	20	30

24. A person shall cease to be a Ward Committee member upon (Please tick which is NOT applicable)

Death of a ward committee member	Resignation of a ward committee member	Ward committee member relocating from the ward	Ward committee member is suspected of witchcraft	Appointment to a position of a Municipal employee/ government cadre

25. Are Ward Committees allowed to have sub-committees?

YES	NO

Thank you for completing the questionnaire

ANNEXURE 2: INTERVIEW SCHEDULE

1. Do you have a ward committee in your ward? Kungabe ninayo yini iWard Committee esigcemeni sakho?

2. (a) If the answer to the above question is **YES** then: What were the steps that were followed in forming that ward committee? Uma uphendule wathi **YEBO** kulombuzo wokuqala, kungabe iziphi izinyathelo enazithatha ekubumbeni ikomiti le wadi yenu?

(b) If the answer is **NO**: what are the reasons for not forming the ward committee, please elaborate? Uma uphendule wathi **CHA** kumbuzo wokuqala-iziphi izizathu ezenza ukuthi ningabi nalo iwadi komiti esigcemeni senu?

3. How many members does your ward committee have? Kungabe linamalunga amangaki iWard Committee lenu?

4. Why does your ward committee have the number of members stated above? Kungani iWard Committee lenu linallelinani lamalunga olusho ngenhla?

5. If, for whatever reason there is a need to replace a member of the Ward Committee, what procedure do you follow? Uma kwenzeka kuba nesidingo noma isizathu sokuqoka elinye ilunga leWard Committee, imiphi imigomo eniyilandelayo?

6. What are the main functions of the ward committee? Kungabe imiphi imisebenzi emqoka yeWard Committee?

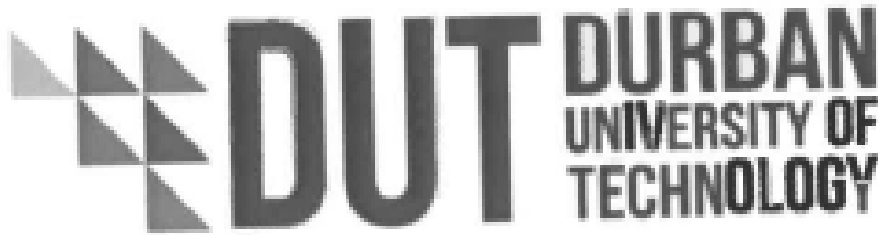
7. What challenges do ward committee members encounter? Kungabe iziphi izingqinamba amalunga eWard Committee ajwayele ukuhlangabezana nazo?

8. What challenges do you, as a Ward Councillor, face when dealing with Ward Committees? Kungabe iziphi izingqinamba wena njenge khansela lomphakathi ojwayele ukuhlangabezana nazo?

9. As a Ward Councillor, is there anything you can say about your work relationship with the Ward Committees and the community in general? Kungabe kukhona yini okunye ongakubeka mayelana nama Ward Committee kumbe ukusebenzisana kwamakhansela nomphakathi nawo amaWard Committee?

Thank you very much for participating in this research work/ Siyabonga kakhulu ngokuba ingxenye yalolucwaningo.

ANNEXURE 3: LETTER OF CONSENT



Masters in Management Sciences Research Project

Researcher: Sikhumbuzo Duma (031-311 2129/0825656387)

Supervisor: Dr Sewela Mabusela (035-9026220/0835909432)

Dear Participant,

I am Sikhumbuzo Sikhosiphi Duma, a Master's student at the Durban University of Technology. I am inviting you to participate in a research project to study the effectiveness of ward committees and community participation in influencing service delivery in your ward.

Attached is the questionnaire, which asks a number of questions regarding ward committees. I am requesting you to peruse the questionnaire and, if you decide to participate, complete it and return to me at your earliest convenience. It should take less than twenty minutes to complete the questionnaire. Through your participation in this study, I hope to understand the ward committees and their role better.

I trust you will take time to complete this questionnaire and return it to the researcher. If you have any concerns or questions about completing the questionnaire or participating, you may contact myself or my supervisor on the above-mentioned numbers. Please note that this project has been approved by the Ethics Committee at the Durban University of Technology.

Researcher's signature _____

Date _____

CONSENT

I (full names of participant) hereby confirm that I fully understand the contents of this questionnaire, and the nature of the research project. I also understand that I am free to withdraw from this study at any time, should I so desire, without any repercussions.

Participant's signature _____

Date _____

ANNEXURE 5: GATEKEEPER'S PERMISSION



OFFICE OF THE CITY MANAGER

1st Floor City Hall,
Dr Puley KaSeme Street, Durban, 4001
PO Box 1014, Durban, 4000
Tel: 031 311 2130, Fax: 031 311 2170
www.durban.gov.za

12 December 2017

Mr S. Duma
BB 246 King Senzangakhona Circle
uMazi
4031

Enquiries: S. Nzuzo
Tel: 031 311 2132

Dear Mr Duma

REQUEST FOR PERMISSION TO UNDERTAKE RESEARCH STUDY-WARD 95,96 AND 105

Your correspondence dated the 07th December 2017 refers.

Please note that your request is hereby approved. Note that the Municipality reserves the right to access the information/data that you will collect should it deem it necessary to use to improve service delivery.

The research is conducted at your own risk and the Municipality will not be liable for any damages that you may incur in this regard nor that of a 3rd party as a result of your research.

I hereby wish you all the best in your studies

Yours Faithfully

MR S. NZUZA
ETHEKWINI MUNICIPALITY CITY MANAGER

ANNEXURE 6: ETHICAL CLEARANCE



MANAGEMENT SCIENCES: FACULTY RESEARCH ETHICS COMMITTEE (FREC)

29 November 2017

Student No: 18800498

FREC REF: 144/17

Dear Mr SS Duma

MASTERS IN MANAGEMENT SCIENCES: PUBLIC MANAGEMENT

TITLE: The effectiveness of ward committees and community participation in influencing service delivery in the broader eThekweni Municipality

Please be advised that the FREC Committee has reviewed your proposal and the following decision was made: Ethical Level 2

Date of FRC Approval: 29 November 2017

Approval has been granted for a period of two years (from the above date), after which you are required to apply for safety monitoring and annual recertification. Please use the form located at the Faculty. This form must be submitted to the FREC at least 3 months before the ethics approval for the study expires.

Any adverse events [serious or minor] which occur in connection with this study and/or which may alter its ethical consideration must be reported to the FREC according to the FREC SOP's.

Please note that ANY amendments in the approved proposal require the approval of the FREC as outlined in the FREC SOP's.

Yours Sincerely

Prof JP Govender

Deputy Chairperson: FREC