CO-PRODUCTION OF TRUST FOR EFFECTIVE LOCAL GOVERNANCE: A CASE STUDY OF THE NELSON MANDELA BAY MUNICIPALITY

AMINA JAKOET-SALIE
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by

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SUBMITTED TO THE FACULTY OF ARTS AT THE NELSON MANDELA UNIVERSITY IN FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF DOCTOR PHILOSOPHIAE IN PUBLIC ADMINISTRATION

PROMOTER: PROFESSOR JD TAYLOR
CO-PROMOTER: PROFESSOR EE DRAAI

DECEMBER 2017
DECLARATION

I, Amina Jakoet-Salie, hereby declare that the thesis, “Co-Production of Trust for Effective Local Governance: A Case Study of the Nelson Mandela Bay Municipality,” is my own work and that in accordance with Rule G5.6.3 it has not previously been submitted for assessment or completion of any postgraduate qualification to another university or for another qualification.

SIGNATURE: ____________________________

DATE: 19/03/2018
ACKNOWLEDGEMENTS

All praise is due to the Almighty for granting me life and good health to achieve this academic ambition and for bestowing His richest blessings upon me, my family and His final Messenger, Muhammad who said: “He who does not thank people, does not thank Allah.”

To my promoters, Professor Derek Taylor and Professor Enaleen Draai, I express my sincere gratitude for believing in my abilities and always motivating me. I thank them for their professional and constructive guidance throughout the duration of this research. Their continued support and remarkable encouragement will forever remain an invaluable measure of this academic journey. Because of them, I will continue to strive to be “the best me.”

I also wish to express my gratitude to the management at the Nelson Mandela Bay Municipality for permitting me to conduct research within their institution. I also thank the respondents to the questionnaire and focus group interviews and to those who were instrumental in facilitating the distribution of my questionnaires.

I would like to thank the National Institute for the Humanities and Social Sciences (NIHSS) for awarding me with the Doctoral scholarship that afforded me the opportunity to present valuable research that will contribute to the body of knowledge. In addition, I would like to thank the team at the Nelson Mandela University Research Capacity Development Unit for their assistance.

I would like to express my appreciation to the statistician at the Nelson Mandela University, Dr Jacques Pietersen, for his significant contribution and assistance in analysing the research data.

Thank you to Mrs Renee van der Merwe, for your professional editing of my thesis. My gratitude is also extended to Redene Steenberg and Wynand for their technical editing and printing of my document on such short notice.

To Jessica Thornton, thank you for your valuable input and assistance and keeping me sane throughout the research period. Your contribution is immensely appreciated.
To my dear husband, Thaakib, my loving daughter, Layla, and my awesome son, Ahmad: I thank them for their continuous support and unconditional love as well as for having infinite patience especially when I was not able to devote time to them during my research. I am truly blessed to have such a strong support structure and I pray that we will share many such precious moments together, God willing. I will love you forever.

My gratitude goes to my parents for instilling values in me to be able to make a success of my life. I am who I am because of them. I am equally grateful to both of them for teaching life lessons as different as they may be but equally useful. To those people who were instrumental in my upbringing, thank you. I am forever grateful for your support, affection and encouragement.

Finally, I would like to thank family, friends and colleagues in general who have also given me tremendous support and guidance that enabled me to complete this thesis. I am thankful for their motivation and encouragement which aided me tremendously throughout this study, including the much needed coffee breaks!
ABSTRACT

The primary aim of this study was to establish whether co-production of public services will lead to trust in service delivery and ultimately to trust in government, with specific reference to the Nelson Mandela Bay Municipality (NMBM). Furthermore, this research investigated the fundamental reasons for the mistrust in government, in lieu of the ongoing service delivery protests and officials who are at times not held accountable for their actions. This study acknowledges that there is an underlying problem of lack of public participation and co-production at the sphere of local government.

This research is solely based on the assumption that if co-production is non-existent or problematic and if communities lose trust in the performance of municipalities, any attempts by government to address these challenges relating to effective governance would be ineffective. The study provides an in-depth theoretical review on co-production, public participation, citizen engagement and trust, with reference to both the national and international context.

The study employed both the quantitative and qualitative research approaches to validate the research questions and authenticate the problem statement. The triangulation approach allowed the researcher to effectively engage the strengths of both research methodologies. The research findings from the empirical survey were statistically analysed using statistical procedures. The data analysis, derived from the qualitative research approach, involved thematic content analysis. The sample populations for the study comprised councillors, selected senior officials and ward committee members. For the quantitative approach, questionnaires were employed for the councillors and the officials. Focus group interviews were conducted with ward committee members as the qualitative component of the study.
The findings of the study revealed that as a result of communities’ increasing lack of trust and confidence in local government, service delivery protests are increasing. The study further indicated that communities in the NMBM are generally not well informed about the development plans of the municipality and do not adequately participate in local government activities. The findings from the focus group interviews concluded that the working relationship between the ward councillors and ward committee members was somewhat strained and this could have a negative impact on service delivery and ultimately trust levels.

Recommendations emanating from the empirical survey and focus group interviews are presented to promote public participation and co-production which essentially could lead to an increase in trust in local government. Legislative prescriptions require that communities should actively participate in the decision-making processes at the local sphere of government. In this regard a normative model is proposed to further enhance this requirement.
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<td>ANC</td>
<td>African National Congress</td>
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<tr>
<td>DA</td>
<td>Democratic Alliance</td>
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<td>DPSA</td>
<td>Department of Public Service and Administration</td>
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<td>IDP</td>
<td>Integrated Development Planning</td>
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<td>MFMA</td>
<td>Municipal Finance Management Act 56 of 2003</td>
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<td>NDP</td>
<td>National Development Plan</td>
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<td>NMB</td>
<td>Nelson Mandela Bay</td>
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<td>NMBM</td>
<td>Nelson Mandela Bay Municipality</td>
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<td>SALGA</td>
<td>South African Local Government Association</td>
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<td>MTSF</td>
<td>Medium Term Strategic Framework</td>
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<td>NPG</td>
<td>New Public Governance</td>
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CHAPTER ONE
INTRODUCTION AND BACKGROUND TO THE RESEARCH

1.1 INTRODUCTION
Since the emergence of democracy following the first democratic elections in South Africa in 1994, the national government has strived to redress the imbalances that represent the legacy of decades of apartheid policies. The former policy of apartheid was designed to exclude certain communities from participating in local government policy-making and this caused towns and cities to become racially fragmented. It is evident that, in South Africa, the population is characterised by a plethora of diversity. Instead of creating community participation, local government in South Africa was used as a mechanism which separated cultural and racial groups. The previous policies of local government resulted in underdevelopment and non-delivery of basic services and infrastructure to the majority of South African citizens. According to Mchunu and Theron (2014:90), the delivery of municipal services is not simply an administrative or managerial problem, but a convoluted political process of deciding who gets what, when, how, where and from whom because of the many actors that operate on multiple levels, with different priorities.

Local authorities in South Africa are experiencing interesting and challenging times in their history. Poor service delivery has elicited protests all over the country, and these have placed local government under significant pressure to succeed in rendering effective and efficient services to local communities. The Constitution of the Republic of South Africa, 1996 Act 108 has elevated the status of local government significantly, affirming that a municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation.

Section 152 of the Constitution of the Republic of South Africa, 1996 prescribes the objectives of local government and these include the need for community participation and consultation in local government matters. In terms of section 152 of the Constitution, the objects of local government are:
a) to provide democratic and accountable government for local communities;
b) to ensure the provision of services to communities in a sustainable manner;
c) to promote social and economic development;
d) to promote a safe and healthy environment; and
e) to encourage the involvement of communities and community organisations in the matters of local government.

The Local Government: Municipal Systems Act 32 of 2000 stipulates that communities have the mandate to participate in any public consultation and decision-making processes at the local sphere, for example, ward committees, budget consultations, ward meetings and Integrated Development Planning (IDP) forums. According to the Local Government Structures Act 117 of 1998, in section 73(2), public participation is an essential factor for effecting and enhancing accountable governance driven by ward committees, as mandated, to facilitate communication channels between municipalities and communities.

Section 19 of the Local Government: Municipal Structures Act 117 of 1998 prescribes that municipalities should:

a) develop mechanisms to consult the communities and community organizations in performance of their functions and in exercising powers; and;

b) annually review the needs and of the community and municipal priorities and strategies for meeting those needs involving the community in municipal processes and decisions.

In most geographical areas, there is a strong belief that service-delivery protests are aggravated by a lack of accountability of officials and politicians as well as a lack of public participation in choosing the councillors that represent their voices (http://www.ldphs.org.za). Political campaign manifestos have also created disquiet, as politicians make temporary promises, most likely to satisfy voters during each new election campaign. In so doing, politicians raise the public’s expectations, creating false perceptions that, following the election, communities will receive the services
promised (Managa, 2012:2). According to Askvik and Bak (2005:80), for communities with low levels of trust to resist municipal rule and support rent and service boycotts, the transition has not been easy and the lack of trust at the local level manifests itself in low municipal polls. Failure to deliver on these promises has prompted numerous communities to engage in protest action in the hope that their voices will be heard and in turn, that trust in the system of local government will be restored. In South Africa, the introduction of public participation has manifested itself as a key concept that has been directed towards the shaping of a participatory, democratic and developmental state. As a result of this, ward committees have become a powerful instrument for providing a link between the community and the relevant municipalities.

Trust is an essential pre-condition for good governance. Good governance and trust are mutually inclusive: trust breeds good governance, and vice-versa (http://www.gcis.gov.za). In the public sector, good governance refers to effective arrangements to ensure that the intended outcomes for stakeholders are defined and achieved, such as political, economic, social, environmental and administrative arrangements (Fourie, 2015:106). A high level of trust in government benefits all citizens, especially people who have been historically disadvantaged. Political trust happens when citizens perceive the government and its institutions, policy-making in general and/or the individual political leaders as keeping their promises and being efficient, fair and honest. Political trust, in other words, is the “…judgment of the citizenry that the system and the political incumbents are responsive, and will do what is right even in the absence of constant scrutiny” (Miller & Listhaug, 1990:358). According to Levi and Stoker (2000:475-508), political trust in democratic institutions and their role-players positively influences political participation by citizens in that the more trust, the higher the civil participation in social and political life.

A research study conducted by the Institute for Justice and Reconciliation (IJR) (Lefko-Everett, 2013) shows that South Africans do not have a strong trust in government institutions: confidence in the national government, Parliament, and provincial government is at 65 %, 62.9 % and 61.2 % respectively. Confidence in local government is even lower, with only 49.8 % of South Africans having confidence in
local government institutions. This research study conducted by the IJR also indicated that the lack of confidence in local government is driven by low confidence levels (43.3%) in the ability of local government to deliver services. Askvik and Bak contend that a lack of trust, in turn, promotes non-compliance with the by-laws of the municipality and a breakdown of confidence in communication between the local polity and its constituency (2005:84). Citizens who are not involved in civic activities tend to view government and its institutions in a more negative light. However, co-production, the involvement of citizens in the delivery of public services, is believed to foster trust and this research study will explore this argument.

However, the issue of trust is a world-wide concern with a decline in the levels of trust observed both internationally and nationally and in order to know whether co-production leads to trust, it is necessary to know what the initial levels of trust are before co-production commences. Apart from the public trust in government, an important aspect is trust in decision-making processes and the way in which decisions are implemented – especially insofar as good governance is concerned. This places the onus on governments and governing bodies to meet the needs of communities.

1.2 RATIONALE FOR STUDY
Citizen trust in local governance is an essential pre-condition for good governance, therefore citizens must be able to experience the consistent effectiveness and efficiency with which service rendering is conducted.

In addition, the study attempted to establish whether co-production of public services lead to trust in service delivery as it is argued that involving citizens in the delivery of public services is regarded as an effective mechanism to improve service quality and trust of citizens in service delivery and ultimately in government. Citizens who are not involved in civic activities tend to view government and its institutions in a more negative light as they tend to isolate themselves and view the world only from a narrow perspective (http://www.gcis.gov.za). The aim of co-production is to empower citizens to take greater control over, and responsibility for, their lives (Bovaird & Loeffler, 2003:194).
Ostrom (1996:1073) defines co-production as “…the process through which inputs used to provide a good or service is contributed by individuals who are not in the same organisation.” However, the attitudes and behaviours towards co-production of different role players and stakeholders in local government are a key area of this research study and it is acknowledged that the needs of different stakeholders working in local government will be different. Bovaird (2007:847) refers to co-production as “…the provision of services through regular, long-term relationships between professionalised service providers (in any sector) and service users or other members of the community, where all parties make substantial resource contributions.” The Organisation for Economic Co-operation and Development (OECD) 2001 argues that engaging with citizens is a “…core element of good governance.” It claims that the benefits include:

1. improving the quality of policy-making by allowing government to tap wider sources of information, perspectives and potential solutions;
2. facilitating greater and faster interaction between citizens and governments and;
3. increased accountability and transparency which increases representativeness and public confidence.

Violent protests are endemic right across the country at local level. The following diagram depicts the major service delivery protests as at the end of September 2015.

Figure 1.1: Major service delivery protests by year (2004 – 30 September 2015)
(Source: Municipal IQ Municipal Hotspots Monitor: http://www.statsgov.co.za)
Based on these statistics and examining provincial breakdowns, it can be inferred that the Eastern Cape has registered more protests than any other province in 2015 (see Figures 1.1 and 1.2). The provision of quality services to communities is a key mandate of the Nelson Mandela Bay Municipality, as these services have a direct and immediate effect on the quality of lives of local residents.

It is against this background that the researcher proposed to embark on the analysis of the role of citizens in governance and service delivery, with specific reference to the Nelson Mandela Bay Municipality (NMBM) which is situated in the Eastern Cape Province of South Africa. The city of Port Elizabeth, the nearby towns of Uitenhage and Despatch and surrounding rural areas constitute Nelson Mandela Bay (http://www.socdev.ecprov.gov.za). Port Elizabeth was the first city in South Africa to establish a fully integrated, democratic local authority and has been a leader in the political transformation of the country (http://www.afesis.org.za). The Nelson Mandela Bay Municipality is the larger of two metropolitan municipalities located in the Eastern Cape Province. Nelson Mandela Bay has the lowest proportion of informal households among South African Metropolitan Municipalities, having significantly reduced the numbers since 2001 (SACN, 2016).
In terms of legislative prescriptions, municipalities are required to execute their service delivery mandate through the appointment of office bearers and public officials who should be effective, efficient, accountable and responsive.

Figure 1.3 below depicts the proportion of households with access to basic services in Nelson Mandela Bay, as reported in the Annual Report of the Nelson Mandela Bay 2013/2014.

**Figure 1.3: Proportion of households with access to basic services in Nelson Mandela Bay 2010-2014**
(Source: Annual Report of the Nelson Mandela Bay 2013/2014)

The challenges faced by the Nelson Mandela Bay Municipality were included in this study, as it provided a better insight into the reasons behind community dissatisfaction that manifests itself in the form of violent service delivery protests. Before a problem can be properly addressed, it is imperative that the root causes are identified.

### 1.3 SIGNIFICANCE OF THE STUDY

This research envisaged that, through transparent and accountable co-operation and co-production between the public officials and communities, sustainable development as well as efficient and effective service delivery will be promoted. The widely-used term ‘service-delivery protests’ is probably a contradiction by now. While it might be true that protests turn to violence only after formal channels have been exhausted, there is an underlying problem of lack of public participation and co-production at local
government level due to trust in and within public institutions in South Africa, namely that the perceived trust in public institutions and their role-bearers, and trust relationships amongst politicians and public employees tasked with social and economic development (Askvik & Bak, 2005: 4-5).

Municipalities can engage citizens and community groups in the affairs of the municipality in their capacities as citizens and voters affected by municipal resource mobilisation for the development of the municipal area (White Paper on Local Government, 1998:4-5). De Villiers (2001:32) contends that the promotion of public participation is hampered by a lack of capacity as well as a lack of resources amongst those whose participation is most desired, namely communities at the grassroots level.

The Local Government Municipal Systems Act 32 of 2000 makes provision for mechanisms, structures and systems to promote participatory governance. The Local Government: Municipal Structures Act 117 of 1998 introduced a key vehicle for public participation, namely through ward committees.

The ward committee system was first introduced in South Africa in 2001 when the former State President, Thabo Mbeki, aimed at strengthening community participation (Ward Committee Resource Book, 2005:27). Policies and legislation governing the ward committees stipulate that “…such processes reinforce two of the fundamental mechanisms of sustainable democracy, which are participation of the people and accountability of the local government” (Ward Committee Resource Book, 2005:39). In South Africa, ward committees have become an integral tool for providing a link between the community and the relevant municipalities as each ward councillor serves as chair of his or her ward committee and is expected to conduct regular public meetings within the wards. Ward committees are regarded as one of the main mechanisms available to municipalities and communities to enhance public participation in the local sphere of government. They are also designated to facilitate participation between stakeholders and the municipality (Draai & Taylor, 2009:112-122). The ward committee system can therefore be regarded as a crucial channel for public participation. However, the concern is that ward committees face major
challenges as their powers are limited to only advising the communities they represent and the relevant council (http://www.idasa.org.za). They often lack information about and understanding of their work.

Ward councillors in many areas are not leading, directing or, in some areas, not even attending ward committee meetings and, as a result, there is often no consultation with communities on matters that affect them (http://www.idasa.org.za). The role of ward councillors as elected community representatives is based on the principles of representative democracy which recognises the need for communities to have a voice in their government, but assigns that voice to selected persons through the voting process (SALGA, 2006:48). A normative model to improve the role of communities and functionaries within local government is proposed in this research study. It is envisaged that this model could also be used in other municipalities in South Africa. Furthermore, the proposed normative model will be used to complement existing public participation approaches within local government. The normative model attempts to develop a set of basic points of departure within a specific normative framework that could be employed for the purpose of co-production of trust in local government. The proposed model possesses intrinsic potential for further research.

This research study therefore proposed that public participation in the governing process, especially at the local sphere of government, is more complex than anticipated as this is apparent from the ongoing service delivery protest actions that have been crippling the country, and the NMBM in particular has seen a number of protest actions prior to the local government elections held in 2016.

Hence, this study proposed that this is an indication that current public participation programmes and strategies are inadequate and that communities are frustrated as a result of unfulfilled promises made by the elected politicians during their election campaigns. This research study focussed on communities and public officials as co-producers, recognising that each of these groups has a different relationship to public sector institutions. It also recognised that as the research progressed, there were other stakeholders that may also play co-production roles in relation to service delivery.
According to Napier (2007:369), the notion of accountability in a democratic political system involves on-going communication between the rulers and the ruled, followed by elections. Mattei (2007:369) states that the key accountability relationship is between citizens and the holders of public office, and between elected politicians and bureaucrats. Pestoff, Brandsen and Verscheure (2015:103) state that the principle element that assures good government is the accountability of public officials. It would be incumbent upon all stakeholders at the local sphere of government to make efforts to promote participation and co-production in local government affairs.

This study also analysed the ward committee system as a means of promoting community participation and service delivery in which the aim is to give residents a more direct voice in the governance processes of their communities and foster co-production.

Municipalities should promote the participation of citizens and community groups in planning and service delivery processes. Ideally, municipalities should support individual and community initiatives, and direct community energies into projects and programmes which benefit the area as a whole. A central principle of the Reconstruction and Development Programme (RDP) is the empowerment of poor and marginalised communities. Nkuna (2011:627) proposes that the RDP was a policy framework for integrated and coherent socio-economic progress and it sought to mobilise all the people of South Africa and the country’s resources toward the final eradication of the results of apartheid. Developmental local government, therefore, requires municipalities to be strategic, visionary and ultimately influential in the way they function.

In addition to co-production, the service delivery process plays a critical role in evaluating the service as a whole. Bovaird and Loeffler (2003:192-193) identify three activities within the public participation spectrum that are important components for engaging citizens in other stakeholders, namely communication, consultation and co-production. Effective and honest communication is an essential tool in providing communities with access services and engaging in an informed dialogue (Bovaird &

In terms of the White Paper on Local Government (1998), local government is grounded in the vision of the state with society co-operating at all levels to advance economic growth and sustainable development. This constitutional prescription is endorsed in terms of the White Paper on Local Government, 1998 (Republic of South Africa, 1998:37) which defines developmental government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve their lives. The White Paper on Local Government (2008:23) further argues that millions of South Africans still live in dire poverty, isolated from services and opportunities.

1.4 PROBLEM STATEMENT
Post-apartheid South Africa faces numerous challenges in ensuring that optimal and professional services are rendered by municipalities. Public participation in terms of legislative prescripts has manifested itself as a key strategy that has been directed towards the shaping of a participatory, democratic and developmental state. According to Goss (2001:48), today in modern society many people say that they belong to ‘no community’ and such statements may be true in most instances because the people do not participate in decision making; they do not feel part of a community. Therefore, two of the integral indicators in assessing the transformation of local government are the perceptions and experiences communities have of service delivery in their daily lives and, more specifically, whether there has been an improvement in the services delivered to them.

Martin (2004:191-194) acknowledges that public engagement values the rights of citizens to have a say in decisions that affect their lives and it takes on many forms, which include the following:
1. Communication: This refers to the one-way flow of information from policy-makers and managers to the public. Sincere and effective communication with the public is a legitimate and necessary function, and it provides people with the means to access services and engagement in an informed dialogue. The public (communities) need clear information about what services are on offer, and when and where so that they may access these services.

2. Consultation: This involves a two-way flow of information, views and perspectives between policy-makers/managers and users/public.

3. Co-production: This involves an active partnership between providers and the public to develop strategies to design and to deliver services, and to monitor standards.

However, despite these rights, in practice public participation in South Africa is characterised by several challenges in the areas of, *inter alia*, effective service delivery, diminishing lack of trust and confidence in local government, and communication gaps between ward councillors and communities. These challenges have had a negative impact on service delivery and the general development of local government. This research specifically sought to investigate why it is that when services are not rendered efficiently and effectively, when policies are not implemented and when officials in whom trust has been placed are not held accountable, a situation of mistrust in government is created. Since local government is regarded as the sphere closest to the people, it is crucial that basic service delivery is rendered directly to communities and that elected politicians and appointed officials are held responsible for their actions as public servants.

### 1.5 DEFINITION OF TERMS
Definitions of key concepts used in the research are outlined below:

**Community:** According to De Beer and Swanepoel (2000:211), a community refers to the relationships and interactions between individuals living and working in a geographically demarcated area.
Community participation: Theron (2008:127) describes participation as a strategy for achieving human development, social development, or people-centred development.

Co-production: Vanleene, Verschuere and Voets (2015:2) define co-production as the collaboration of citizens and public service agents in the provision of public service, whereby the collaboration should enhance the quality and/or quantity of the service. Likewise, Sharp (1980:110) defines co-production as the recognition that public services are the joint product of the activities of both citizens and government officials.

Developmental local government: The White Paper on Local Government (1998) defines developmental local government as government committed to working with the 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.

Governance: Botha, Brand, Engelbrect and Van Eijbergen (2015:1) define governance as the system of values, policies, and institutions by which a society manages its economic, political and societal affairs. According to Thornhill, Van Dijk and Ile (2014: 135), governance is the result of the interaction of a multiplicity of influencing actors, namely businesses, communities and individuals. Du Toit, Knipe, Van Niekerk, Van Der Waldt, and Doyle (2002:64) state that governance implies the actions undertaken to improve the welfare of a society by means of the services delivered.

Public participation: Atlee (2002:2) defines public participation as a process that seeks to ensure that members of the public have the opportunity to be notified, to express their opinions and ideally to influence decisions regarding projects, programmes, policies and regulations that could affect them.

Sustainable development: According to Fox and Van Rooyen (2004:102), sustainable development is the integration of social, economic and environmental factors into planning implementation and decision-making so as to ensure that
development serves present and future generations. Thornhill et al. (2014:128) define sustainable development as development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs.

Trust: Trust is a social relationship in which one person makes herself dependent and vulnerable to another (who can do her harm) in order to secure a specific good and it calls on a belief in the reliability of an institution or a functionary to act in an appropriate manner (Askvik & Bak, 2003:9). Trust is the belief that others, through their action or inaction, will contribute to the well-being of citizens and refrain from inflicting damage upon them (Offe, 1999:47).

Ward committee: Ward committees are an institutionalised channel of communication and interaction between communities and municipalities (www.idasa.org.za). Ward committees are the communication vehicles as established in terms of section 73 (1) of the Municipal Structures Act, 1998, Act 117 of 1998 between communities and local councils.

1.6 RESEARCH QUESTIONS
The following key research questions are proposed for purposes of the study:

1) What policies, strategies, legislative frameworks and structures have been implemented within the NMBM to promote and enhance public participation?
2) Are these policies and strategies reviewed, monitored and evaluated on a regular basis to ensure that service delivery is improved?
3) Are the service delivery protests an indication by communities of their fading lack of trust and confidence in local government as a result of unfulfilled empty election promises?
4) Do the ward committees of the NMBM provide the public with sufficient opportunities to participate in the issues relating to public service delivery?
5) What can the current leadership do to ensure that the trust between them and community members and ward committees is enhanced?
6) To what extent does co-production of public service delivery by citizens lead to trust in service delivery?

1.7 DELIMITATION OF THE STUDY
This study was undertaken at the Nelson Mandela Bay Municipality. The city of Port Elizabeth, the nearby towns of Uitenhage and Despatch and surrounding rural areas constitute Nelson Mandela Bay (http://www.socdev.ecprov.gov.za). Firstly, this study did not attempt to address any party politics of ward councillors, but rather investigated the accountability of those in power in ensuring that trust levels are not undermined. Secondly, this study did not investigate the causes of the municipality’s non-delivery of services to communities that often breeds mistrust, but rather evaluated the nature of citizens and officials in the co-production of trust for effective local governance.

1.8 ASSUMPTIONS
The study assumes that despite national government having injected significant financial resources to promote social and economic development and provide basic infrastructure and services, many municipalities have failed to meet the basic needs of their communities. In addition, they have not been able to resolve problems related to local governance, particularly the question of service delivery. Ward committees and public participation are regarded as tools that will promote co-production within municipalities and enhance the commitment to participatory governance. However, communities still feel alienated and disconnected from decision-making processes and feel disempowered in influencing the affairs of the municipality. Despite the fact that the new local government system is already in its second decade, there are still signs and trends to indicate that the majority of South African municipalities are failing in delivering on their local government mandate.

In this study, an assumption was made that if co-production is non-existent or problematic and if communities lose trust in the performance of municipalities, any
attempts by government to address these challenges relating to effective governance would be ineffective.

Good governance remains a challenge in South Africa and this study intends to develop and apply a governance model that will essentially improve efficiency, effectiveness and equity in service delivery. According to Botha et al. (2015:53), public services are subject to claims of rights by citizens to services that are publicly provided because they are authorised and funded following the outcome of a democratic process. Botha et al. (2015:67) state that governance thinking and action use ideas, concepts, theories, paradigms and even ideologies to design and deliver governance. If this governance thinking and action serve the public, it can be regarded as good governance. If it does not, it is bad governance.

The researcher, therefore, investigated the validity of these assumptions, based on the recent ongoing violent service delivery protests that have occurred in Nelson Mandela Bay.

1.9 HYPOTHESES

South African municipalities could succeed in rendering a more effective and efficient public service if basic service delivery challenges are adequately addressed and communities trust levels in government are enhanced. For purposes of this study, the following hypotheses are proposed:

1.9.1 Increasing public participation in local government affairs will lead to improved trust in governance;

1.9.2 Transforming the relationship between the citizen and local government officials will lead to an increase in public trust in local government as well as enabling local government to better understand the needs of communities; and

1.9.3 Violent service delivery protest action is caused by low levels of public participation, and a lack of transparency, accountability and effective platforms for public participation within the NMBM.
1.10 AIMS AND OBJECTIVES OF THE STUDY

The study aimed to examine how co-production of public service delivery will improve levels of trust and confidence within local government.

The preamble to the Municipal Systems Act 32 of 2000 requires municipalities to engage communities in the affairs of municipalities of which they are integral parts, particularly in planning, service delivery and performance management (Thornhill & Cloete, 2014:92). In the Eastern Cape’s leading newspaper, it was reported that the Nelson Mandela Bay Municipality has been shown to be a potential hotspot for violent service delivery protests after emerging as a city with one of the highest levels of dissatisfaction among residents, according to a national poll.

The general objective of this study was to establish whether co-production, public participation and increased levels of trust will enhance service delivery in local government, with specific reference to the Nelson Mandela Bay Municipality. The aims of this study are divided into the following themes and these are researched in order to determine their validity. The study has the following specific aims:

**Aim 1: To establish government challenges and analyse public participation and consultation**

**Sub-aims:**

a) To establish the main root causes behind the decline in trust levels within the NMBM;

b) To analyse the relationship between public participation, service delivery and governance and trust;

c) To explain the phenomenon of ‘co-production’ and public participation within the context of the new developmental mandate of local government in South Africa

**Aim 2: To examine applicable legislative environment and apply it to the theoretical context of the study**
Sub-aims:

a) To analyse the relevant legislations and other applicable sources relating to ward committees and how these relate to trust levels; and

b) To analyse existing structures and mechanisms that are in place at municipalities that promote co-production and public participation

Aim 3: To analyse the relationship between co-production in local government and trust levels

Sub-aims:

a) To provide recommendations to encourage co-production in local government decision-making so as to enhance citizen trust levels, particularly with regard to service delivery; and

b) To develop a governance model that can be used to enhance co-production and recommend practical and sustainable mechanisms that can be used by local municipalities to ensure effective governance

Many problems faced by municipalities can be overcome if municipalities listen to the concerns of communities, and if communities become actively involved in the affairs of their municipality. An apathetic public that does not take part in governance provides a fertile ground for widespread corruption, fraud and maladministration. In addition, according to Bovaird and Loeffler (2003:200), engaging citizens in policy making and the design and delivery of services is increasingly being seen as a key to good governance. Citizen participation therefore promotes self-sufficiency, directing attention to entrepreneurial activities of community citizens that facilitate the transformational process through development initiatives by communities that raise the developmental level of the municipality (Mafunisa & Xaba, 2008:463). Roodt (1997:6-7) concurs with this and adds that defining the relationship between civil society and local government in South Africa is a critical step towards a developmentally orientated and democratic local government. According to Davids and Maphunye (2005:129), participation before and after decision-making are fundamental to improve the quality of decisions as with participation prior to decision-making...
making, authorities have an opportunity to reflect on public opinion and to gain commitment for participation after decision-making.

1.11 LITERATURE REVIEW
A literature review is “…based on the assumption that knowledge accumulates and that we learn from and build on what others have done” (Neuman, 2000:445). The literature review will present, in detail, the literature that was consulted and reviewed in relation to the study. A wide range of sources have been cited that give a background to, and the purpose, significance and importance of, inter alia, public participation and co-production of trust in the municipal context. This study considered numerous pieces of legislation that will have an impact on the research findings as the literature review provided an opportunity for the researcher to analyse the theoretical context for this study.

Municipalities are governed through a robust legislative and regulatory framework and these are complemented by the number of programmes that have been implemented to produce a responsive, accountable, effective and efficient developmental local government system. In South Africa, these legislative frameworks give guidelines on how the country enables the public to participate in the governance process.

According to the Annual Report of the Nelson Mandela Bay Municipality 2013, the key focus area of the municipality is providing local communities with access to quality basic services, which is a vital prerequisite for improving their quality of life and restoring their dignity. The White Paper on Local Government (1998:23) states that municipalities require active participation by citizens at four levels, namely,

1. as voters, to ensure maximum democratic accountability of the elected leadership for the policies they are empowered to promote;
2. as citizens, who express, via different stakeholder associations, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible;
3. as consumers and end-users who expect value for money, affordable services and courteous and responsive service; and
4. as organised partners involved in the mobilisation of resources for development via for-profit businesses, non-governmental organisations and community-based institutions.

The Nelson Mandela Bay Municipality (NMBM) Public Participation Policy that was adopted on 7 August 2014 states that the NMBM acknowledges and values the contributions of the community in achieving its service delivery and developmental and strategic objectives. It is proposed that the contents of this policy serve to provide mechanisms, processes and procedures to facilitate the achievement of the objectives and goals related to effective public participation (http://www.nelsonmandelabay.gov.za).

One of the principal cornerstones of democracy is that each political representative and public official is subject to public accountability which demands transparency of government activities (Gildenhuys & Knipe, 2000:129). The legislative frameworks for this study are defined as follows:

1.11.1 Local Government: Municipal Systems Act 32 of 2000
The preamble of this Act expounds on the active participation of communities in the affairs of municipalities as a fundamental aspect of contemporary local government. It emphasises that local communities within a municipal area must work in partnership with the municipality’s political and administrative structures. The Local Government: Municipal Systems Act 32 of 2000 defines how a municipality should provide municipal services to its citizens. The Act states that a municipality should ensure that all members of the local community have access to at least the minimum level of basic municipal services (Section 73.1[c]). Furthermore, section 5 of the Act outlines citizens’ rights to contribute to the decision-making process of the municipality, and to submit recommendations and complaints to the municipality.
1.11.2 Local Government: Municipal Structures Act 117 of 1998
The Municipal Structures Act defines a municipality as the structures, political office bearers and administration of the municipality; a geographic area; and the community of the municipality. In other words, a municipality consists of a municipal institution (political and administrative structures), and the people who live in the local area. The term can also be used to refer to a local area which falls within a municipal boundary (http://www.pmg.org.za). According to the Municipal Structure Act 117 of 1998, three categories of municipalities were established, namely Category A (metropolitan municipalities), Category B (local municipalities) and Category C (district municipalities).

The review investigated, *inter alia*, whether municipalities adequately involve their communities in matters of local government. Therefore, the legislative prescriptions imply that public service delivery should be characterised by efficiency, accountability and equity.

1.11.3 Local Government: Municipal Finance Management Act 56 of 2003
According to the Constitution and the White Paper on Local Government (1998), it was apparent that since the status of local governments has changed dramatically, it is essential for the finances of a new local government system to be managed effectively and efficiently. To facilitate this transition, new legislation was passed, namely the Local Government: Municipal Finance Management Act 56 of 2003 (hereinafter referred to as MFMA). The MFMA is a key component of the broader legislative framework governing municipalities, and forms a major part of the reform package to bring about financial management reforms in municipalities.

1.11.4. White Paper On Transforming Public Service Delivery (*Batho Pele*)
The *Batho Pele* White Paper on Transforming Public Service Delivery published on 18 September 1997 states that a transformed South African Public Service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South Africans. Improving service delivery is the ultimate goal of the Public Service transformation programme (http://www.info.gov.za).
1.11.5. Medium-Term Strategic Framework (MTSF)

Local government has been criticised in a number of reports for poor performance, particularly in meeting basic services. The performance level of local government is also recognised in the Medium-Term Strategic Framework (MTSF) of 2014-2019.

The framework gives recognition to the advances made by local government in meeting service delivery challenges and stimulating local economies, particularly where infrastructure programmes and projects have been implemented. Key priorities aimed at improving the quality of service delivery include institutionalising long-term planning; forging a disciplined, people-centred and professional public service; empowering citizens to play a greater role in development; and building an ethical public service. The aim of the MTSF is to ensure policy coherence, alignment and coordination across government plans (http://www.poa.gov.za).

1.11.6. National Development Plan

The National Development Plan (NDP) envisages that by 2030 South Africa will be a state that is capable of playing a developmental and transformative role (http://www.dpme.gov.za). According to the NDP, citizens have the right to expect government to deliver certain basic services, and to hold leaders accountable for their actions. They also have responsibilities to other citizens, including mutual respect, tolerance and abiding by the laws of the land. Leaders throughout society have to balance the power they hold with responsibility, including listening to and tolerating different and diverse views, promoting social cohesion and working together to resolve problems (http://www.poa.gov.za). The NDP further states that in order to produce a more effective and responsive government, South Africa needs the active support of all citizens and leadership in all sectors that puts the country’s collective interests ahead of narrow, short-term goals, and radically improved government performance.

The NDP is not just a plan for government, but for the whole country. Effective implementation of both the MTSF and the NDP requires the involvement of all sectors of society and an active citizenry. It also requires increased levels of communication and trust between different sectors of society, and government will play a facilitating
role in this regard (http://www.poa.gov.za). This will facilitate in improving trust levels and enhancing co-production in rendering effective and efficient service delivery. By implication, this would mean that local government involves citizens in matters regarding governance and is responsive to citizens’ priorities and where high levels of trust amongst the public are prevalent. The inability of this sphere of government to meet its mandate has a negative effect on how it is perceived by its beneficiaries, resulting in a decline in public trust as evidenced by service delivery protest (DeVisser, 2010:89).

1.11.7. Outcome 9 Implementation Framework
The fourth democratic government of South Africa under the leadership of President Jacob Zuma agreed on 12 outcomes as a key focus of work between 2010 and 2014. This Delivery Agreement is a sum total of commitments made by key government departments in all spheres to ensure that government is working together to improve on service delivery and thus the lives of the people (http://www.info.gov.za). The Cabinet adopted the following 12 Outcomes:

1. Improved quality of basic education;
2. A long and healthy life for all South Africans;
3. All people in South Africa are and feel safe;
4. Decent employment through inclusive economic growth;
5. A skilled and capable workforce to support an inclusive growth path;
6. An efficient, competitive and responsive economic infrastructure network;
7. Vibrant, equitable and sustainable rural communities with food security for all;
8. Sustainable human settlements and improved quality of household life;
9. A responsive, accountable, effective and efficient local government system;
10. Environmental assets and natural resources that are well protected and continually enhanced;
11. Creation of a better South Africa and contribution to a better and safer Africa and world; and
12. An efficient, effective and development-oriented public service and an empowered, fair and inclusive citizenship

The Outcome 9 Implementation Framework focuses on local government and is implemented, monitored and reviewed annually. Outcome 9 emanated as a result of poor government-wide performance in the following areas, among others:

1. Shortcomings in government delivery;
2. Collapse of institutional governance; and
3. Lack of accountability and public involvement in government

In analysing trust from the perspective of institutional structure, the work of Piotr Sztompka (1997, 1999) is of particular interest in the South African context (Askvik & Bak, 2005:75). For Sztompka (1999), the absence of a culture of trust hampers the functioning of a society (Askvik & Bak, 2005:76). Internationally, a wide body of literature highlights the advantages of involving members of the public in the development process and one of these advantages is the belief that if the public participate in development plans, then these plans will be seen as legitimate (Theron, 2005:11).

1.11.8. Public Participation Policy: International and local context

To promote and entrench democracy and public participation, the Nelson Mandela Bay Metropolitan Municipality introduced the concept of ward-based planning in the 2006/07 financial year, which encourages a bottom-up approach to planning, as opposed to the customary top-down approach (Nelson Mandela Bay Metropolitan Municipality’s Integrated Development Plan, 2008).

The Nelson Mandela Bay Municipality developed an institutional Policy and Procedures Manual to facilitate and coordinate public participation priorities through the Constituency Coordinator’s Office.
The reviewed Public Participation Policy was adopted by Council on 25 February 2014 and the Constituency Coordinator’s Office facilitates and coordinates community participation and advocacy on strengthening community voices by cooperating with other spheres of government matters of public participation and service delivery interventions in local wards through collaborative platforms (http://www.nelsonmandelabay.gov.za).

The International Association of Public Participation (IAP) identifies the following seven core values that should guide participation:

1. Public beneficiaries should be included in the decision-making, as decisions impact on them;
2. The option to participate should include an understanding that the participant’s contribution will influence the decisions to be taken;
3. Participation should promote sustainable decisions by recognising and communicating the needs and interests of all participants, including those of the decision-makers;
4. The participation process should seek out and facilitate the engagement of those potentially affected by or interested in a decision;
5. The participation process should seek input from participants in designing how they participate;
6. The participation process should provide participants with the information they need to ensure meaningful participation; and
7. The participation process should communicate to participants the benefit of their input in directing the decision-making process

Local governments are centrally responsible for the implementation of nationally constructed strategies, but fundamentally municipalities play a vitally important role in ensuring that strategic challenges are implemented in association with the vision of the legislative framework and programmes. According to the SA Reconciliation Barometer survey, in 2014, 55 % of South Africans around the country indicated that they had little or no confidence in local government.
This percentage has grown from 48% in 2006, the year in which South Africa’s last municipal elections were held (http://www.sabc.co.za). On average in 2010, confidence levels in local government were higher in metro areas than in other municipalities. The local government system is there to serve citizens and if that service is failing, even though there are good systems in place, then trust levels amongst citizens and all stakeholders in the decision-making process will decline.

1.12. RESEARCH DESIGN AND METHODOLOGY

1.12.1. Research design

The research design specifies the most adequate activities to be undertaken in order to test a specific hypothesis under given conditions and is different to research management (Bless, Higson-Smith & Kagee, 2006:71). Leedy and Ormrod (2001:3) refer to research as a systematic approach of gathering and analysing data to improve the understanding of the phenomenon of interest. According to Bailey (1994:13), research design is the stage where the researcher must decide how to measure the two main variables in his/her hypothesis and on what group of people to test the hypothesis. This involves deciding not only on how many people will be used as subjects (sample), but also what their particular characteristics should be and under what circumstances the data will be gathered. Although sometimes confused with each other, the research design and the research methodology are not synonymous.

1.12.2. Research methodology

Research methodology is seen as a system through which a researcher is able to collect, analyse and interpret data in order that the research aims, and objectives may be achieved. The collected and analysed data may also be used in subsequent research (Babbie & Mouton, 2001:29). Methodology includes the following concepts as they relate to a particular discipline or field of study: a collection of theories, concepts or ideas; a comparative study of different approaches, and critique of the individual methods (Creswell, 2005:37).

This study adopted different research approaches, methods and techniques in the data collection process to investigate the phenomenon of co-production of public
services. This is known as triangulation and this approach could lead to greater validity and reliability than a single methodological approach (Collis & Hussey, 2003:78). Validity is the extent to which the research represents what is happening in a situation and whether the collected data represents a true picture of the subject matter. Reliability deals with the findings of the research and whether the same results would be obtained if the same research is repeated by someone else (Collis & Hussey, 2003: 186).

The following types of triangulation will be used in this research:

- **Data triangulation.** Data will be collected at different times and from different sources in the study of a phenomenon.

- **Methodological triangulation.** Both qualitative and quantitative methods of data collection will be used in this research.

Collis and Hussey (2003: 78) state that triangulation has important strengths. It encourages productive research, enhances qualitative methods and allows the complementary use of quantitative methods. According to Bless, Higson-Smith and Sithole (2013:238), triangulation is the method most frequently used to verify and increase the trustworthiness of qualitative research.

Leedy and Ormrod (2001:101) state that quantitative research is used to answer questions about relationships among measured variables with the purpose of explaining, predicting and controlling phenomena. In contrast, qualitative research is typically used to answer questions about the complex nature of phenomena, often with the purpose of describing and understanding the phenomena from the participants’ point of view.

Quantitative research is perceived to be objective in nature and involves examining, and concentrating on, measuring the phenomena being studied. It involves the collection and analysis of numerical data and the application of statistical tests (Tonono, 2008:40). Quantitative data is of the kind that may lead to the measurement of other kinds of analysis involving applied mathematics, while qualitative data cannot
always be put into a context that can be graphed or displayed as a mathematical term (Babbie & Mouton, 2001:50-56).

1.12.3. Population and sampling

1.12.3.1. Population

According to De Vos, Strydom, Fouche and Delport (2012:223), a population refers to a group in the universe which possesses specific characteristics and the universe refers to all subjects who possess the attributes in which the researcher is interested.

The sample of respondents used in the study consisted of the following:

<table>
<thead>
<tr>
<th>Respondent Group</th>
<th>Sampling Frame</th>
<th>Sample Size</th>
<th>Data-gathering Instrument</th>
<th>Sampling Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>Group A – Quantitative Method</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mayoral Committee</td>
<td>10</td>
<td>10</td>
<td>Questionnaire</td>
<td>Universum</td>
</tr>
<tr>
<td>Ward councillors</td>
<td>60</td>
<td>60</td>
<td>Questionnaire</td>
<td>Universum</td>
</tr>
<tr>
<td>Group B – Qualitative Method</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ward committee Members</td>
<td>60</td>
<td>60</td>
<td>Focus group sessions</td>
<td>Purposive random sampling</td>
</tr>
<tr>
<td>Group C – Quantitative Method</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Senior Management</td>
<td>50</td>
<td>50</td>
<td>Questionnaire</td>
<td>Universum</td>
</tr>
</tbody>
</table>

This research study therefore proposed that the quantitative research approach will best suit the 60 local government ward councillors and members of the Mayoral Committee, which is comprised of 10 members. A self-administered questionnaire was
distributed to all ward councillors and members of the Mayoral Committee of the Nelson Mandela Bay Municipality and these will be classified as **Group A**.

Bloomberg and Volpe (2008: 10) define qualitative research as a broad approach to the study of social phenomena and is based essentially on a constructivist and/or critical perspective. Kumar (2005:12) states that the qualitative approach is classified as unstructured because it allows flexibility in all aspects of the research process. The ability to analyse subject matter in a flexible environment eliminates the limitations formerly placed on the researcher (Bloomberg & Volpe, 2008:14).

According to Babbie and Mouton (2001:270), qualitative research distinguishes itself from quantitative research in terms of the following key features:

1. Research is conducted in the natural setting of social actors;
2. The focus is on process rather than outcome;
3. The actor's perspective (the “insider” or “emic” view) is emphasised;
4. The primary aim is in-depth descriptions and understanding of actions and events;
5. The main concern is to understand social action in terms of its specific context (idiographic motive) rather than attempting to generalise to some theoretical population;
6. The research process is often inductive in its approach, resulting in the generation of new hypotheses and theories; and
7. The qualitative researcher is seen as the “main instrument” in the research process.

This study therefore proposed that the qualitative approach was the most appropriate method to collect data from 60 ward committee members. Ward committees are structures which are aimed at bringing the government closer to the people. Policies and legislation governing the ward committees stipulate that “…such process thus reinforces two of the fundamental mechanisms of sustainable
democracy, which is participation of the people and accountability of the local government” (Ward Committee Resource Book, 2005:39).

The researcher collected data from this sample group by conducting focus group interviews with the respondents identified in the sample groups and these respondents formed **Group B** of the empirical survey.

Senior officials within the Nelson Mandela Bay Municipality whose positions are directly related to the provision of basic services will form **Group C** of the empirical survey. This research study implemented the quantitative approach used for Group A, directly administering the same questionnaire by the researcher to members of this group.

The sample for the proposed study was drawn from the following:

1. Members of the Mayoral Committee (10);
2. Ward councillors (60);
3. Ward committee members (60); and
4. Senior officials (50) who are actively involved in the provision of basic services within Nelson Mandela Bay

As part of the quantitative research, questionnaires was administered to fifty (50) senior management (officials) in the administration of the Nelson Mandela Bay Municipality. These public officials were selected as indicated below:

<table>
<thead>
<tr>
<th>OFFICE/DIRECTORATE</th>
<th>INFORMANT</th>
<th>NO.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office of the Municipal Manager</td>
<td>Municipal Manager</td>
<td>2</td>
</tr>
<tr>
<td>Office of Chief Operating Officer</td>
<td>Chief Operating Officer</td>
<td>6</td>
</tr>
<tr>
<td></td>
<td>IDP Director</td>
<td></td>
</tr>
<tr>
<td>Directorate</td>
<td>Position</td>
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<tr>
<td>-----------------------------------</td>
<td>--------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Communications</td>
<td>Director: Communications</td>
<td></td>
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<tr>
<td></td>
<td>Director: Internal Audit &amp; Risk Management</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Policy &amp; Strategy</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Legal Services</td>
<td></td>
</tr>
<tr>
<td>Special Programmes Directorate</td>
<td>Manager: Expanded Public Works Programme</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Coordinator: Helenvale Urban Renewal Programme</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Manager: Integrated Poverty Alleviation</td>
<td></td>
</tr>
<tr>
<td>Budget &amp; Treasury Directorate</td>
<td>Chief Financial Officer</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Expenditure Management</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Revenue Management &amp; Customer Care</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Supply Chain Management</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Budget &amp; Financial Accounting</td>
<td></td>
</tr>
<tr>
<td>Corporate Services Directorate</td>
<td>Executive Director: Corporate Services</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Councillor Support and Public Participation</td>
<td></td>
</tr>
<tr>
<td>Infrastructure &amp; Development</td>
<td>Executive Director: Infrastructure &amp; Engineering</td>
<td></td>
</tr>
<tr>
<td>Development Directorate</td>
<td>Director: Water &amp; Sanitation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3</td>
<td></td>
</tr>
<tr>
<td></td>
<td>5</td>
<td></td>
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<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>5</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Directorate</th>
<th>Executive Director: Electricity &amp; Energy</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Director: Electricity &amp; Energy Projects</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Retail &amp; Commercial Management</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Directorate</th>
<th>Executive Director: Public Health</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Director: Environmental Health &amp; Public Health</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Primary Health Care</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Waste Management</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Parks &amp; Environmental Management</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Directorate</th>
<th>Executive Director: Economic Development</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Director: Libraries, Arts, and Culture</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director: Sports &amp; Recreation</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Directorate</th>
<th>Executive Director: Housing &amp; Land</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Director: Housing delivery</td>
<td></td>
</tr>
<tr>
<td>Directorate/Programme</td>
<td>Position</td>
<td>Informants</td>
</tr>
<tr>
<td>-----------------------</td>
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<td>------------</td>
</tr>
<tr>
<td>Safety &amp; Security</td>
<td>Director: Social Development, Education &amp; Development</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Director: Development &amp; Support</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Executive Director: Safety &amp; Security</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Director: Security Services</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Director: Disaster Management</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Director: Fire &amp; Emergency</td>
<td>1</td>
</tr>
<tr>
<td>Motherwell Urban Renewal Programme (MURP)</td>
<td>MURP Director</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>Physical Cluster Coordinator</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Local Economic Development Coordinator</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Social &amp; Institutional Cluster Coordinator</td>
<td>1</td>
</tr>
<tr>
<td>Chief of Staff</td>
<td>Chief of Staff</td>
<td>1</td>
</tr>
<tr>
<td>Mandela Bay Development Agency (MBDA)</td>
<td>Chief Executive Officer</td>
<td>1</td>
</tr>
<tr>
<td>Uitenhage, Despatch Development Initiative (UDDI)</td>
<td>Chief Executive Officer</td>
<td>1</td>
</tr>
<tr>
<td>Nelson Mandela Bay Tourism</td>
<td>Chief Executive Officer</td>
<td>1</td>
</tr>
<tr>
<td><strong>TOTAL INFORMANTS</strong></td>
<td></td>
<td><strong>50</strong></td>
</tr>
</tbody>
</table>
1.12.3.2. Purposive sampling

According to Bryan and Bell (2014:178), the goal of purposive sampling is to sample participants in a strategic way so that those sampled are relevant to the research questions. To achieve this objective, only those participants who will be most likely to have the required information will be consulted as well as those who can provide the best information to achieve the objectives of the study. Welman, Kruger and Mitchell (2009:69) state that during purposive sampling researchers rely on their experience, ingenuity and/or previous research findings to deliberately obtain units of analysis in such a manner that the sample they obtain may be regarded as being representative of the relevant population. Since the research study aimed to conduct focus group interviews with 60 ward committee members, it is crucial that the researcher consulted with previous research findings relating to the topic in order to evaluate the extent to which such samples will be representative of the relevant population. However, this research study anticipated that not all the 60 ward committee members will avail themselves to be interviewed and therefore as a result this research study engaged in the snowball method of sampling.

1.12.3.3. Snowball sampling

With snowball sampling, the researcher makes initial contact with a small group of people who are relevant to the research topic and then uses these people to establish contacts with others (Bryman & Bell, 2014:179). Ward committee members who were willing to be interviewed provided the researcher with names of other ward committee members who availed themselves to participate in the focus group interviews. This process is continued until the required number or a saturation point is reached in terms of the information being sought (Babbie & Mouton, 2001:198).

1.12.4. Data collection instruments

The empirical survey and findings from the literature review ultimately formed part of the recommendations emanated from the study. Cresswell (2005:125) identifies the following separate processes that comprise empirical research:

1. Identification of a research problem;
2. Review of the existing literature;
4. Collection of data;
5. Analysis and interpretation of data and reporting on evaluated data

The quantitative research method is justified in terms of the relatively large number of participants, and also on the basis that the participants may not feel free to express themselves freely (in terms of personal interviews or focus group interviews) as they function within a political environment. The quantitative survey method gathers information by using a questionnaire that encourages participants to participate in an anonymous capacity. All respondents will receive the same questionnaire and the possible contaminatory influence of a researcher will be eliminated (De Vos et al., 2012:47). Participants were informed of their right to anonymity, the right to withdraw from the study at any time without any adverse consequences and of the fact that their participation is voluntary. Data was presented in such a way that the identity of the respondents was not divulged.

1.12.4.1. The Questionnaire

Data was gathered by means of a structured questionnaire on the co-production of trust for effective local governance within the Nelson Mandela Bay Municipality. Sixty (60) ward councillors of the Nelson Mandela Bay Municipality were administered with questionnaires, including ten (10) members of the Mayoral Committee and fifty (50) selected senior officials. The 60 ward councillors represent the 60 wards in the area of jurisdiction of the Nelson Mandela Bay Municipality.

One of the keys to obtaining quality research information is a well-designed questionnaire. Since the primary aim of this research is to assess co-production of trust in addressing service delivery challenges from a governance perspective, those being questioned were more likely to co-operate if they felt that the questionnaire is interesting, important, relevant and easy to complete. A questionnaire was compiled to ensure that it met the aims and objectives of the study. For the purpose of this study the questionnaire was designed to have fully structured statements using the Likert rating scale where respondents were required to tick off boxes marked in numbers from 1 to 5.
The questionnaire comprised three sections, divided as follows: Section A required biographical information; Section B consisted of brief statements using the Likert rating scale and a number of open-ended questions were also be employed. Section C comprised a list of open-ended questions.

The researcher worked closely under the guidance of a qualified statistician and the promoter in the construction and refinement of the questionnaire. Statistical procedures were utilised to interpret and analyse the quantitative data received from the responses of the questionnaires to determine the results using the Statistica package for data analysis, including percentage and frequency of occurrence. The chi square test was employed to test for relationships between categorical variables and the T-test for comparisons between the mean scores for different groups. The qualitative data analysis involved thematic content analysis.

1.12.4.2. Focus group interviews
Focus group research is a qualitative method that is concerned with studying how participants express their views and perspectives on an issue as members of a group (Bryman & Bell, 2014:232). Since this research study conducted focus group interviews with ward committee members where effective service delivery is a major challenge, this technique allowed the researcher to develop an understanding about why people feel the way they do. According to Bryman and Bell (2014:233), unlike an individual interview, where the interviewee is asked to provide reasons for holding a particular view, in the focus group interviews people can probe each other’s reasons for holding a certain view: individuals will often argue with each other, challenge each other’s views and be forced to think about and possibly rethink their views. Welman et al. (2009:201) further state that focus group interviews are not to replace individual interviewing but to gather information that can perhaps not be collected easily by means of individual interviews.
1.13. NORMATIVE MODEL CONSTRUCTION
This research study aimed to produce a conceptual framework or model that will provide all stakeholders with a more detailed description of the relationships between each other and where all parties make substantial contributions in ensuring effective local governance. Based on the literature study and empirical research, a model for enhancing trust levels and co-production for effective local governance was developed based on David Easton’s systems theory that provides a basic understanding of the political system and public policy-making.

1.14. ETHICAL CONSIDERATIONS
The researcher strictly adhered to the code of ethics relating to research at the Nelson Mandela Metropolitan University (NMMU) and presented the study in an honest and professional manner. All participants were informed of the aims of the study and that they were free to withdraw at any time without any adverse consequences. Confidentiality was ensured as no names were provided by the participants nor were any names or designations be mentioned in the thesis.

All participants who formed part of the sample for the empirical component of the research were informed of their rights. All participants were requested to sign an informed consent form prior to completing the questionnaire. The findings and the results of the research will be made available on request to the respondents at the Nelson Mandela Bay Municipality.

1.15 SEQUENCE OF PROPOSED CHAPTERS
The thesis comprised the following chapters:

Chapter One: Introduction and Chapter Review. An overview of the research as well as identifying the factors that have culminated into the motivation for the research study is provided in this chapter. It will provide an indication of the direction the research study has followed. The research questions, aims, motivation and methodologies will be discussed.
Chapter Two: Theoretical Investigation of Co-Production in Local Government. The theoretical investigation relating to co-production in local government will be elaborated on in this chapter.

Chapter Three: Review of related literature and legislative frameworks that govern co-production, trust and public participation in local government. This chapter will provide an overview of literature pertinent to co-production, trust and public participation. Furthermore, it will describe the regulatory, legislative and policy framework for co-production and public participation.

Chapter Four: Research Methodology. In this chapter a clear indication of the research methods, research design and research instruments that were implemented in the study will be provided.

Chapter Five: Analysis and interpretation of quantitative results. This chapter will elaborate on the results of the research findings of the empirical survey and ascertain whether the research objectives have been achieved.

Chapter Six: Thematic analysis and interpretation of qualitative results. The purpose of this chapter is to present the results of the focus group interviews and determine if there is a correlation between the hypothesis of the research study and the qualitative results emanating from the interviews.

Chapter 7: Summary, Conclusions and Recommendations. In this chapter the development of a normative model for effective increase in trust levels and co-production for effective local governments will be presented. Based on the empirical study conducted and qualitative data analysis, a summary, conclusions and recommendations will be presented.

1.16 SUMMARY

Taking into consideration the discussion in this chapter, the subsequent chapter will address the theoretical overview on co-production in local government.
CHAPTER TWO
THEORETICAL OVERVIEW OF CO-PRODUCTION IN LOCAL GOVERNMENT

2.1. INTRODUCTION
In South Africa, local government has the authority to render services of a local nature within defined geographical areas, to improve the quality of life of the community it serves, in conjunction with promoting the principles of democracy (Davids, Theron & Maphunye, 2005:59). The Constitution of the Republic of South Africa, 1996 is unique in the South African context because it acknowledges the local sphere of government as a distinctive, interdependent and interrelated partner in the system of government. In terms of Section 151 (1), the local sphere of government is made up of municipalities, which must be established for the Republic (Thornhill, 2002:41). Furthermore, a municipality is mandated by the Constitution and a plethora of legislative and regulatory frameworks to encourage involvement of communities and to strive within its financial and administrative capacities to achieve its constitutional mandate.

According to the White Paper on Local Government, 1998, the new democratic government envisaged 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. However, citizens will not participate in political processes if they feel that they are unable to influence effective decision-making in local government. Yilmaz, Beris and Serrano-Berthet (2008:15) contend that citizens can hold political leaders accountable through legislation which empowers them to demand explanations and justifications from local government, specific bodies and processes for citizen oversight mechanisms.

According to Gildenhuys and Knipe (2000:129), one of the cornerstones of democracy is that each political representative and public official is subject to public accountability which in turn demands transparency of government activities. However, Tippett and Kluvers (2010:23) argue that accountability in the public sector is complicated by relationships between elected representatives and managers, those between elected
representatives and citizens, and those between citizens and managers. Lindquist, Vincent and Wanna (2013:76) define a citizen as always being part of the collective “we” who contribute to determining what government should do through all the processes of democracy, who benefit from the public value that governments create and who have various rights and responsibilities associated with both of those roles.

Ostrom (1996:1073) defines co-production as the process through which inputs used to provide a good or service are contributed by individuals who are not in the same organisation. In post-apartheid South Africa, access to public services is no longer regarded as an advantage that is accessed by a privileged few community members, but as a right of all residents, particularly those who were previously disadvantaged. Therefore, among the integral indicators in assessing the transformation of local government are the perceptions and experiences communities have of service delivery in their daily lives and, more specifically, whether there has been an improvement in services delivered to them. The legacy of apartheid impacted on the transition from a racial to a non-racial dispensation, heralding the start of a transformation era within local government. As a result of the former apartheid government, certain communities were denied the opportunity to participate in government matters and denied the right to vote.

The concept of democracy is not easy defined, but etymologically, the term ‘democracy’ is a combination of two Greek words, demos, meaning ‘people’ and kratein meaning ‘the rule’ and therefore the original meaning of ‘democracy’ was the ‘rule of people by the people’. Koenane and Mangena (2017:61) argue that democracy is about holding the government accountable for their actions and this is possible if citizens exercise their right as well as impose principles that promote and strengthen democracy.

This chapter explored conceptual definitions that underpin co-production within the Nelson Mandela Bay Municipality (NMBM) by making reference to the vehicles of co-production, namely public participation and ward committees. The discussion aims to elaborate upon a number of concepts closely related to the core concepts of
government and governance such as the relationship between accountability, participatory democracy and trust as pillars of good governance.

2.2. CONTEXTUALISING CO-PRODUCTION WITHIN A DEMOCRATIC LOCAL GOVERNMENT

In order to provide justifications for the role of local government as a sphere of governance, it is important to provide a brief discussion on the theories of local government.

2.2.1. Theoretical framework to the study of local government affairs

According to Babbie (2010:34), a theory can be regarded as a set of interrelated concepts, definitions and propositions that present a systematic view of a phenomenon by specifying the relationship among variables with the purpose of explaining and predicting the phenomenon. The following paragraphs will provide a brief overview of the participatory democratic theory that directs scientific enquiry into local government as identified by Landsberg and Graham (2016:162). The participatory-democratic theory is identified as most applicable to this research study, as co-production manifests itself in elements of this framework.

2.2.1.1. Participatory-democratic theory

Participatory-democratic theorists are often concerned with the idea that the existence of local government is basically for the purpose of promoting democracy and participation at grassroots level, thereby ensuring that government is brought nearer to the people (Landsberg & Graham, 2016:162).

In South Africa, the most common forms of participatory democracy are elections and referenda. According to Ababio (2007), South Africa is poised to endorse participatory democracy as a vehicle for service delivery, and local government has degrees of devolution of powers to engage communities in the rendering of services.

Lindquist et al. (2013:75) contend that co-production concerns joint deliberation or consultation, namely citizens being involved in deciding what to do or how to do something as well as producing it. South Africans were classified according to their race. The Population Registration Act of 1950 required all South Africans to be racially
classified into one of three categories, namely white, black (African), or coloured (of mixed decent). The coloured category included subgroups of Indians and Asians. During the former apartheid era, only the white citizens of South Africa were allowed to vote and participate in government. Black South Africans were prohibited from voting. Steyn-Kotze and Taylor (2010:205) state that political participation through protest action is a basic political and civil liberty that all South African citizens possess, and this is a form of engagement that was central to the liberation struggle against apartheid. Furthermore, Steyn-Kotze and Taylor (2010:205) contend that much of the pattern of social exclusion that characterised the apartheid era still continues in the post-apartheid era in that many poor black communities still remain on the political and socio-economic periphery.

According to Reddy (1996:3) “…local government is the third tier of government deliberately created to bring government to the grass roots, as well as to give its members a sense of involvement in the political processes that control their daily lives”. Similarly, Cloete (1995:1) states that local government comprises local community management and administration and encompasses the political and bureaucratic structures and processes that regulate and promote community activities.

In South Africa, local government has the authority to render services of a local nature within defined geographical areas to improve the quality of life of the community it serves in conjunction with promoting the principles of democracy (Davids et al., 2005:59). It is within this context that co-production is an important element of democracy as Brudney (1985) perceives co-production as a form of service delivery where citizens act in conjunction with public entities to provide a service. Bovaird (2007:836) states that policy making is no longer seen as a purely top-down approach, but rather as negotiation among many interacting systems and similarly, services are no longer simply delivered by professional and managerial staff in government, but they are co-produced by users and communities.

However, Managa (2012:3) contends that among the major challenges facing local government are acute problems of institutional capacity, mismanagement of funds, high levels of corruption and a lack of public participation. Furthermore, Managa
(2012:6) argues that many South Africans have little confidence in the efficiency, effectiveness and responsiveness of local government, and it is therefore imperative that government hold officials accountable for any abuse of power and ensure efficiency, effectiveness, responsiveness and transparency in the local sphere. Consistent poor service delivery by local government will diminish the trust held by citizens and it is vital that trust and confidence in local government are restored, thereby enhancing co-production. Co-production therefore affects the nature of public service delivery. Brandsen, Verschuere and Pestoff (2016:384) state that co-production can contribute to greater satisfaction of users to servers and this has been claimed by proponents of New Public Governance (NPG). According to Osborne (2006:384), NPG posits both a plural state where multiple interdependent actors contribute to the delivery of public services and a pluralist state, where multiple processes inform the public policy-making system.

Within the NPG paradigm, Osborne (2010:12) states that citizens now have more active roles as co-producers of some or many of the services they expect, demand or even depend on to fulfil a variety of their most important needs. Calabro (2010:31) contends that the NPG perspective includes many modes of governance, such as network governance and co-production. NPG advocates co-production because it relies on citizens actively participating in the governance of the services that they depend on in their daily lives and it is characterised by a combination of public service agents and citizens who contribute to the provision of public services (Calabro, 2010:31).

Democracy plays an important developmental role by ensuring that the citizens are at the centre of local development initiatives. The Ward Committee Resource Book (2005) stipulates that there are two main forms of democracy:

1. Representative democracy where people elect representative to make decision on their behalf. Local government councillors are elected directly by residents to represent their interest in local council. Councillors receive a mandate from the voters based on their election manifesto. This is a form of representative democracy, and

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2. Participatory democracy is when people make all decision themselves. All the people affected participate in the decision making and there are no representatives who can decide on their behalf. This can work in small communities or organisations where everyone can meet to discuss and decide an issue.

Mfene (2014:45) states that in participatory democracy, citizens have the right not only to elect their representatives, but also to participate actively in government decision-making on a continuous basis between elections. Lindquist et al. (2013:75) state that when there is a service to be provided, there are three possible scenarios: it could be provided by government acting alone, by an external party acting alone, or, it could be achieved jointly between them. Whatever the geographical area, there is still a strong belief that service-delivery protests are aggravated by a lack of accountability of officials as well as a lack of public participation in choosing the councillors who will represent their needs and concerns.

In terms of participatory local government, South African legislation frameworks firmly entrench the principles of participatory democracy. Democracy and public participation are closely connected. This progressive intent is further enhanced by the importance of public participation, as outlined in the 1998 White Paper on Local Government; the White Paper on Transforming Public Service Delivery, 1997 (Batho Pele Principles); the Local Government: Municipal Structures Act 117 of 1998; the Local Government: Municipal Systems Act 32 of 2000 and the Local Government: Municipal Finance Management Act 56 of 2003. The Local Government: Municipal Systems, Act 32 of 2000 states that communities have the mandate to participate in any public consultation and decision-making processes in the local sphere, for example, ward committees, budget consultations, ward meetings and Integrated Development Planning (IDP) forums. Pestoff et al. (2015:24) argue that citizen involvement in service delivery is highly dependent on the importance or salience of the service provided: whether is it an important service for them, their family, loved ones, a relative, a friend; whether it makes a direct impact on their life or life chances; or whether it only has an indirect effect. Bekker (1996:20-21) is of the opinion that if
participatory democracy is instituted at local government level, it does not necessarily and automatically mean that there will be a responsible government that responds to the needs of the people.

Askvik and Bak (2005:73) state that despite the fact that South Africa has a laudable democratic infrastructure, it is widely recognised that a culture of democratic governance has yet to take full root in the country. Stoker (in Lindquist et al., 2013:37) reasserts the necessity for taking democracy seriously by stating that those who are powerful need to take responsibility, as well as putting responsibility onto those who are less powerful.

2.2.2. Shift from government to governance

Local government, consisting of municipalities, is regarded as the sphere of government that is closest to the people and is therefore more effective in rendering services directly to the communities. Section 152 of the Constitution of the Republic of South Africa, 1996 prescribes the objectives of local government and includes the need for community participation and consultation in local government matters.

In terms of Section 152 of the Constitution, the objects of local government are:

a) to provide democratic and accountable government for local communities;

b) to ensure the provision of services to communities in a sustainable manner;

c) to promote social and economic development;

d) to promote a safe and healthy environment; and

e) to encourage the involvement of communities and community organisations in the matters of local government.

The Constitution of the Republic of South Africa, 1996 is unique in the South African context because it acknowledges the local sphere of government as a distinctive, interdependent and interrelated partner in the system of government. In terms of section 2 of the Local Government: Municipal Systems Act, 32 of 2000, a municipality
is defined as an organ of state within the local sphere of government exercising legislative and executive authority within its area.

According to Ismail, Bayat and Meyer (1997:3), government institutions require a new citizen-orientated management approach, and relationships and partnerships have become much more important for local government than in the past. It is, however important to distinguish between the two terms, namely ‘government’ and ‘governance.’ Van der Waldt, Khalo, Nealer. Phutiagae, Van der Walt, Van Niekerk and Venter (2014:89) state that government refers to regulating society and administering services on a mass scale, whereas governance refers to working with and listening to citizens in order manage the public’s resources and respond to the needs and expectations of citizens as individuals, interest groups and society as a whole. Keohane and Nye (2000:37) define governance as the processes and institutions, both formal and informal, that guide and restrain the collective actions of a group. Holtzhausen and Naidoo (2011:741) refer to governance as constitutional, legal and administrative arrangements by which local government exercises power, as well as the related mechanisms for public accountability, rule of law, transparency and citizen participation. This definition resonates with the view of Cheema (2004) who states that governance is more than government, and that three actors are involved in governance, namely (i) the state (which creates a conducive political and legal environment), (ii) the private sector (which generates jobs and income) and (iii) civil society (which facilitates social and political interaction).

According to Schwella (2015:24), co-production is inclusively defined on the basis of the public nature of the services and goods delivered for the public good and adding public value to the lives of people, and therefore relates logically to a conceptualisation of governance as a facilitative and cooperative partnership, rather than to a government as a controlling hierarchy. Sorensen and Torfling (2016:339) summarise the definitions of government and governance by defining government as the machinery of the state exercising co-ordination and steering through hierarchy, bureaucracy, laws, rules and regulation; while governance marks the movement of the state toward governing of society through networks based on interdependence, negotiation and trust of public, private and third sector actors.
Brandsen and Pestoff (2006:494) state that the third sector is identified by various names, *inter alia*, voluntary sector, the (private) non-profit sector, the social economy and civil society. Bovaird (2007:846) suggests that governance provides a set of balancing mechanisms in a network society and defines public governance as the ways in which stakeholders interact with each other in order to influence the outcomes of public policies.

An assumption is made in this research study that if co-production is non-existent or problematic and if communities lose trust in the performance of municipalities, any attempts by government to address these challenges relating to effective governance would be ineffective. In light of this assumption, Brandsen and Pestoff (2006) state that policymakers are not primarily interested in the third sector per se, but rather in what it can contribute to the quality of public services.

Section 152(1)(e) of the Constitution of the Republic of South Africa, 1996 stipulates that local government should encourage the involvement of communities and community organisations in matters of local government, thereby further enhancing the local governance component. Steyn-Kotze and Taylor (2010:207) contend that the shift in emphasis from “government” (the power to govern) to “governance” (the act of governing) is linked to the global acknowledgement that organs of civil society need to be empowered to share the responsibility for governance. Government institutions therefore require a new citizen-orientated management approach whereby relationships and partnerships have become more important for local government than in the past.

This rise of new relations between citizens and government as been labelled as the new public governance (NPG) (Osborne, 2006:201). Osborne (2006:394) states that NPG is about more horizontally networked and collaborative relations between government and citizens whereby citizens actively engage in public policies and are conceptualised as co-producers that work with government and trust is regarded as
the core governance mechanism. Furthermore, Osborne (2010:9) states that the NPG is explicitly connected to network theory. Botha et al. (2015:50) acknowledge that within network governance, the government stops trying to do everything itself, and instead funds other organisations to do the actual work that the government wants done. According to Kamarck (2002), the two major attractions of network governance are that:

1. it is not bureaucratic and
2. it has the potential to be flexible and to innovate.

Osborne (2006), states that the emphasis of NPG was on networks, partnerships and voluntary co-operation and the core claim of this model was to make government more effective and legitimate by including a wider range of social actors in both policy-making and implementation.

Against the bigger picture of a new South African state that is constructed on principles of democracy and participation by all, local government was transformed to reflect these principles and encourage the involvement of communities and community organizations in the matters of local government. Furthermore, Van der Waldt et al. (2014:88) state that given this interaction with their environment, municipalities can be regarded as open systems and can best be explained by systems theory.

### 2.2.3. Good governance vs bad governance


Schwella (2015:26) refers to a further UNDP document that elaborates on these characteristics of good governance, which are presented as a set of ideals, as there is no society where all of these characteristics are in place:

1. Participation: This refers to the ideal situation in which all people have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interest;
2. Rule of law: This aspires to legal frameworks that are fair and enforced impartially;
3. Transparency: This is based on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them;
4. Responsiveness: This requires that all institutions and processes attempt to serve all stakeholders;
5. A consensus orientation: This aspires to the ideal situation where good governance mediates differing interests to reach a broad consensus on what is in the best interests of the group, and, where possible, on policies and procedures;
6. Equity: This aims at providing all people with opportunities to improve or maintain their well-being;
7. Effectiveness and efficiency: These strive towards processes and institutions that produce results that meet needs while making the best use of resources;
8. Accountability: This requires and institutionalises conditions in which decision-makers in government, the private sector, and civil-society organisations are accountable to the public, as well as to institutional stakeholders. This accountability differs depending on the organisation and on where the decision is internal or external to an organisation; and
9. Strategic vision: This requires of leaders and the public a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development.

Similarly, according to the Good Governance Guide (2014), there are seven conditions of good governance, namely accountability, transparency, rule of law, responsiveness, equitable and inclusive, efficient and effective and lastly, participation. The latter condition is most relevant to this study as it identifies that participation can happen in several ways – community members may be provided with information, asked for their opinion, given the opportunity to make recommendations or, in some cases, be part of the actual decision-making process (Schwella, 2015:136). According to the Communications Strategy of the Nelson Mandela Bay Municipality (2008-2012), public
participation and communication can never be viewed as a matter of legislative compliance only; they lie at the heart of good governance. Good governance requires civil society to participate in the decision-making processes in all spheres of government, most notably at the local sphere of government (Bratton & Van Walle, 1997:13).

When government does not comply with these conditions, it is regarded as bad governance. Tambulasi (2010:334) provides a comprehensive description of bad governance by stating that bad governance occurs when systems of governance are incapable, unaccountable to ordinary citizens, and irresponsible to them and to their voice. Additionally, it is largely about inequality in provision, lack of participation, and an absence of transparency and accountability in decision-making, resulting in undesirable political, economic and social outcomes.

2.3. THEORETICAL FRAMEWORKS OF GOVERNANCE AND TRUST

The ongoing service delivery protests within the NMBM are indicative of the decline of public trust in the government and it is crucial that this loss of trust and faith in civil society is improved. The South African local government system is there to serve citizens and if that service is failing, even though there are good systems in place, trust levels amongst citizens will decline. This is apparent from the ongoing service delivery protest actions that have been crippling the country. Therefore, clear channels of communication between government and citizens are becoming fundamental.

According to Draai and Raga (2011:86), a minimum level of trust is important for the maintenance and aspiration to levels of good governance, which are directly determined by levels of trust held by citizens in both the political as well as the public service in terms of accountability by officials and citizen interaction with government. The public, through their ward committees and via a collaborative process, should be in a position to interact in programmes that will lead to improving their socio-economic status.

According to Askvik and Bak (2005:80), for communities with low levels of trust to resist municipal rule and support rent and service boycotts, the transition has not been easy and the lack of trust at the local level manifests itself in low municipal polls. Nye
(1997) argues that if people believe that government is incompetent and cannot be trusted, they are less likely to pay tax and comply with the law.

The South African Social Attitudes Survey (SASAS) 2nd Report 2012 states that people may even be willing to participate in protest actions if they do not trust government or if they believe government officials are corrupt and only interested in their own well-being. SASAS is a nationally representative survey, conducted annually by the Human Sciences Research Council (HSRC) to chart and explain the interaction between the country’s changing institutions, its political and economic structures, and the attitudes, beliefs and behaviour patterns of its diverse populations (http://www.hsrc.ac.za).

2.3.1. Different forms of trust
According to Nooteboom and Six (2003:63), the theoretical literature on trust makes an important distinction between two fundamental forms of trust: personal trust and impersonal trust. However, these authors acknowledge that at least three forms of trust are worth discerning, namely, personal trust, system trust and institutional trust. Kroukamp (2008:647) contend that trust is the nexus of the compact between government and its citizens. Personal trust is based on experiences individuals have with each other in the course of frequent interaction over a long period of time; system trust is the trust an individual has in the functioning and in the reliability of impersonal social structures and lastly, institutional trust refers to the trust between individuals vis-à-vis existing personal rules (Nooteboom & Six, 2003:63). Ackerman (2015:103) states that the only way to guarantee good government is by institutionalising powerful accountability mechanisms that hold every public official responsible for his or her actions as a public servant.

Van der Walt, Khalo, Nealer, Phutiage, Van der Walt, Van Niekerk and Venter (2014:4) state that good governance implies the inclusion and representation of all groups in urban society and the accountability, integrity and transparency of local government actions, in defining and pursuing goals. Poor or bad governance has often been shown to undermine the legitimacy of government. The issue of trust, or rather, mistrust
permeates nearly every sector of society and trust is an integral component required for the effective functioning of all spheres of government.

Fukuyama (1995) defines trust an interpersonal concept that defines how citizens view one another, informed by what they know of one another. Fukuyama (1995:29) reiterates that trust is what arises within a community of regular, honest and co-operative behaviour and when trust is lacking, people have to resort to formal rules, contracts and regulations to control each other. Trust is the belief that others will act responsibly for the common good. Draai (2016:158) states that trust in the political sphere and public service is conditional – it ebbs and flows according to experience and perception and is behavioural in that citizens assess the actions of political leaders and the performance of public officials. Draai (2016:158) further contends that trust within a democratic governance system is therefore complex and multidimensional. It has the following social, political and organisational ramifications:

- Social trust is the confidence that citizens in a community have in each other. This type of trust permeates all segments of society, and
- Political trust is generally partisan. It is the assessment by citizens of levels of credibility and perceived integrity of political leaders, especially the ruling party. This assessment of credibility is based on aspects that include a party’s commitment to its political manifesto by demonstrating performance in political leadership and oversight responsibilities.

Political trust, in other words, is the “…judgment of the citizenry that the system and the political incumbents are responsive, and will do what is right, even in the absence of constant scrutiny” (Miller & Listhaug, 1990: 358). According to Levi and Stoker (2000:475-508), political trust in democratic institutions and their role-players positively influences political participation by citizens, namely the more trust, the higher the civil participation in social and political life.

Nooteboom and Six (2003:63) state that trust facilitates the co-ordinations of expectations and allows for meaningful complex interaction between individuals who
might otherwise have little chance to engage in any kind of social relationship. Furthermore, Oketch (2005:10) acknowledges that building trust is both an individual and an organisational task. According to Kroukamp (2008:652), the performance of a municipality is not satisfactory to increase trust in local government; and mechanisms such as leadership with emphasis on the characteristics and actions of leaders is of paramount importance. Trust is therefore an essential pre-condition for good governance. Good governance and trust are mutually inclusive: trust breeds good governance, and vice-versa (http://www.gcis.gov.za). In the public sector, good governance refers to effective arrangements to ensure that the intended outcomes for stakeholders are defined and achieved, such as political, economic, social, environmental and administrative arrangements (Fourie, 2015:106). According to Munshi (2004:51), good governance signifies a participative manner of governing that functions in a responsible, accountable and transparent manner. Askvik and Bak (2005:8) contend that trust is linked to the concept of accountability and, in institutional settings, to the establishment of structures or mechanisms that are aimed at sanctioning and/or monitoring the actions of its members.

### 2.3.2. Trust levels in government

One of the key research questions that this study will address is “What can the current leadership do to ensure that the trust between them and community members and ward committees is enhanced?”

As argued by Askvik and Bak (2005:8), the effectiveness of institutionalised accountability lies in its ability to hold members accountable and the less government is able to deliver, the more public perceived legitimacy of the government declines and most authors conclude that the trustworthiness of public institutions in local government is declining. This view is supported by a survey conducted by Afrobarometer in South Africa. Afrobarometer is a pan-African, non-partisan research network that conducts public attitude surveys on democracy, governance, economic conditions, and related issues across more than 30 countries in Africa (Afrobarometer Dispatch No. 90, 2016). The Afrobarometer team in South Africa, led by the Institute for Justice and Reconciliation (IJR) and Plus 94 Research, interviewed 2,400 adult
South Africans in August and September 2015. The key findings of this survey were the following:

- Citizens’ trust in the country’s political leaders – the president, Parliament, premier, local government councils, ruling party, and opposition parties – has plunged dramatically since 2011. Political leaders are the least-trusted public officials in the country;
- The proportion of South Africans who say they trust the president “somewhat” or “a lot” dropped by almost half between 2011 and 2015, from 62 % to 34 %, reaching its second-lowest level since the first Afrobarometer survey in 2000;
- Among 11 countries surveyed in Southern Africa, Zuma has the second-lowest level of public trust, higher only than Malawi’s ex-President Joyce Banda;
- Trust in elected political leaders (as an average across president, Parliament, local government councils, and provincial premiers) is particularly low among urban residents, youth, Indian citizens, and supporters of opposition political parties;
- Trust levels are also lower than in 2011 for two institutions mandated to protect security, namely the police and the courts. The independent broadcasting service is the only institution to realize a major gain in trust, from 69 % in 2011 to 79 % in 2015, and;
- Trust is inversely correlated with perceptions of corruption and positively associated with perceived performance of leaders and institutions. Among citizens who think that most or all government officials are corrupt, trust levels are low; among those who think that officials are performing well, trust levels are higher (Afrobarometer Dispatch No. 90, 2016).

Globally, the South African government is least trusted by its people, with only 15 % of citizens affirming their trust in government, according to the 2017 Edelman Trust Barometer (http://www.edelman.com). Shaidi (2013:279) states that it is clear that communities have lost trust in the engagement process with their government and that public participation, as legislated, works below anticipated optimal levels. In this regard, Shaidi (2013:279) contends that the citizens have now chosen their own way
of talking to the government, namely via violent service delivery protests to show their dissatisfaction. This lack of faith in the system, combined with deep societal fears, explains the rise of populist movements such as #FeesMustFall, service delivery protests and populist candidates such as the leader of the Economic Freedom Fighters, Julius Malema (http://www.edelman.com).

Trust in various political institutions in South Africa generally follows a common trajectory, starting from low levels in 2002, climbing in 2004 and 2006, dipping in 2008, and recovering in 2011 before dropping again in 2015. These statistics are depicted in Figure 2.1 below and it is interesting to note that trust in the ruling party shows an 18-percentage-point decline in 2015 and provides a probable answer to one of the research questions, namely “Are the service delivery protests an indication by communities of their fading lack of trust and confidence in local government as a result of unfulfilled empty election promises?”

The Edelman Trust Barometer survey found that trust in the South African government declined from an already low 16% in 2016 to 15% in 2017. This was the lowest score out of 28 countries surveyed, with the global average coming in at 41% (http://www.edelman.com). To effect change and build trust, especially amongst communities where there is scepticism about the system, a fundamental shift is needed from the previous model of government for the people to a new model of
government, namely, *with* the people.

![Figure 2.1. Trust in political leaders and institutions in South Africa 2000-2015](Source: Afrobarometer Dispatch No. 90, 2016)

Hardin (2003:11) is of the opinion that distrust, and not trust, motivates citizen participation in government whereby citizens are motivated to act because they believe that government may be oppressive, or because of a lack of information by government and open communication channels. Furthermore, Hardin (2013:10) considers that the general relationship between citizens and government is solely reliant on the citizens’ expectation of a reliable government perceived as being trustworthy. According to Hardin (2003:11), this leads to dissatisfaction, disgruntlement and distrust; however, complete trust in government may dampen citizen participation if it leads to apathy and indifference. Hardin (2013: 12) suggests that the decline in trust observed over recent years should in fact be understood as the reduction in the perceived trustworthiness of government; more specifically, an inability to gauge the government’s trustworthiness because of a lack of information at
the citizens’ disposal. Furthermore, the Presidential Local Government Summit acknowledges that one of the problems faced by local government is slow or inadequate responses to service delivery challenges, which are in turn, linked to the breakdown of trust in the institutions and councillors by communities. Similarly, Draai and Raga (2011:85) contend that citizens who are content with the quality of services received will interact willingly with the governance system and the corollary is that distrust will manifest itself if citizens do not receive the required service. According to Draai and Raga (2011:85), critique is important as it provides government with the opportunity to assess service delivery and to act expeditiously in order to gain the trust of citizens to ensure that a relationship of good governance between citizens, officials and the political elite is maintained. Alford (2014:304) states that central to the co-production relationship is the question of what prompts citizens and others to co-produce.

2.4. DRIVERS OF CO-PRODUCTION: WARD COMMITTEES AND PUBLIC PARTICIPATION

Citizens who are not involved in civic activities tend to view government and its institutions in a negative light and therefore co-production, the involvement of citizens in the delivery of public services, is believed to foster trust.

Co-production has therefore become an important reality in the delivery of public services in South Africa as through transparent and accountable co-operation and co-production between the various public officials and the communities, sustainable development as well as efficient and effective service delivery will be promoted (Pestoff et al., 2015:24). Increased co-production will positively affect the public’s level of trust and confidence in local government by ensuring that councillors play a role in mobilizing co-production in the community. According to Draai and Raga (2012), levels of trust in the public service are defined by perceptions of the willingness and expediency with which government responds to issues that citizens deem as critical, such as crime, poverty or poor client services. Furthermore, high levels of trust are therefore attained by overt positive performance whereby citizens experience change,
and low levels of trust, or even distrust, are experienced when citizens receive poor service delivery.

2.4.1. Ward committees and ward councillors

2.4.1.1. Ward committees

The Local Government: Municipal Structures Act 117 of 1998 introduced a key vehicle for public participation, namely ward committees. The ward committee system was first introduced in South Africa in 2001 when the former State President, Thabo Mbeki, aimed at strengthening community participation (Ward Committee Resource Book, 2005: 32). Policies and legislation governing the ward committees stipulate that “…such process thus reinforces two of the fundamental mechanisms of sustainable democracy, which is participation of the people and accountability of the local government” (Ward Committee Resource Book, 2005: 39).

According to the Ward Committee Resource Book (2005), the central role of the ward committee system is the facilitation of local community participation in decisions which affect the local community, the articulation of local community’s interests and the representation of these interests within the municipal system.

The role of ward committees is defined as facilitating participatory democracy, disseminating information, helping to rebuild partnerships for improved service delivery and solving problems at ward level (Mafunisa & Xaba, 2008: 452:460). Ward committees have become an integral tool for providing a link between the community and the relevant municipalities. Ward committees are regarded as one of the main mechanisms available to municipalities and communities to enhance public participation in the local sphere of government. A ward committee consists of:

- the councillor representing that ward in council, who must also be the chairperson of the committee; and
- not more than ten (10) other persons (Thornhill and Cloete, 2014:75).

In each municipality there are number of officials, structures and mechanisms that can play a role in public participation. Below is a summary of the main role-players:
**The Mayor:** The mayor is the public face of the municipality and should be present in big public meetings, municipal stakeholders’ forums and media.

**Ward councillors:** Ward councillors are the representatives of specific communities and are ideally placed to be the link between the people and the municipality. They should bring peoples’ needs and problems to the municipality and consult and inform the community around municipal services and programmes (http://www.cogta.gov.za).

**Ward committees:** Ward committees are from different sectors in communities. They advise the ward councillors and increase community participation. They can be very useful for spreading information, assessing needs, building partnerships, consulting the community and picking up local problems with services.

Ward committees serve as structures that make it possible to narrow the gap between local municipality and the communities as they have knowledge and understanding of the citizens and communities they represent (Craythorne, 2006:116). The Public Participation Policy Framework (2005:2) states that a community is defined as a ward in the context of public participation. Ward committees are community elected area-based committees and is chaired by the relevant ward councillor and consists of up to ten (10) people representing the interests of that particular community (ward). Figure 2.2 that follows presents the sixty (60) approved ward boundaries for the NMBM.
What is clear from the above is that the roles of ward committees need to be understood as being an instrument of public participation within a broader context of municipal governance. Ward committees should participate, communicate and mobilise (http://www.cogta.gov.za).

Draai and Taylor (2009:117) contend that ward committees are structured communication channels between local government and its communities and the object of ward committees is to enhance public participation and consultation in matters of local government. Ward committees and public participation are regarded as tools that will promote co-production within municipalities and enhance the commitment to participatory governance. However, communities still feel alienated and disconnected from decision-making processes and feel disempowered in influencing the affairs of the municipality. Masiwa (2009:3) states that ward councillors often view ward committee members as “ward councillor hopefuls” and where there is a lack of recognition and appreciation, a situation of mistrust ensues.
This study therefore proposes that if municipalities are committed to bridging this gap between local government and the community, and facilitate participatory democracy, then it is important that ward committees are empowered with the necessary skills.

Ward councillors in many areas are not leading or directing or ward committees or, in some areas, not even attending ward committee meetings and, as a result, there is often not no consultation with communities on matters that affect them (http://www.ldphs.org.za). It is the responsibility of ward councillors to ensure that voters are consulted and kept informed about council decisions, development and budget plans, and any council programmes that will affect them (Joseph, 2002:20).

### 2.4.1.2. Accountability of ward councillors

As previously stated, ward councillors are ideally the link between the people and the municipality and it is therefore a requirement that the ward councillors work together to co-produce as this will result in a deeper understanding of service delivery protests.

In addition to co-production, the service delivery process plays a critical role in evaluating the service as a whole. Mfene (2014:51) argues that municipal officials should be encouraged to answer communities’ questions such as the following: Which services are not rendered yet as promised by the ward councillors? Which services were delivered? Are they satisfied with the services? If not, why not? By asking these questions, trust between these parties will increase and this could result in a decrease of service delivery protests (Mfene, 2014:51).

However, despite councillors not having authority to act individually unless authority has been delegated to a specific councillor by the council, councillors must:

- participate actively in council meetings;
- be actively involved in their wards and determine the needs of the residents;
- ensure that residents are informed of the mechanisms through which they may participate in the activities of council;
- act as chairperson of a ward committee; and
- contribute actively to assist council in performing its functions, rights and duties in order to achieve its goals (Van der Waldt et al., 2014:80).
Schedule 1 of the Municipal Systems Act 32 of 2000 stipulates the Code of Conduct for councillors to ensure that councillors fulfil their obligations to their communities and be accountable to them. According to the Presidential Local Government Summit, social distance by public representatives is a major concern for local government as this reflects inadequate public participation and poorly functioning ward councillors and committees (http://www.cogta). The following paragraphs will discuss accountability as a core concept in promoting and establishing good governance in local municipalities.

According to Boven (2006:4), a taxonomy highlighting different types of accountability has been adapted to illustrate a local government perspective through examples of different types of accountability that are prevalent in South Africa, namely, (i) political accountability which refers to accountability by councillors to their constituencies; (ii) administrative accountability which refers to accountability to auditors and accountability to the Department of Local Government and Traditional Affairs; (iii) professional accountability which makes Municipal Managers accountable to the South African Local Government Association (SALGA) and accountable to the Institute of Local Government Managers (ILGM) and lastly, (iv) social accountability which makes reference to interest groups and all other stakeholders including the local community.

Furthermore, Benit-Gbaffou (2008:16) states that the accountability of ward councillors is limited by the current political system which emphasises the importance of the party in the choice of ward candidates, and ward councillors have little incentive to feel accountable to their local constituency because residents vote for a party more than a candidate. Mfene (2014:54) points out that for ward councillors, the accountability challenge is threefold. Firstly, ward councillors must lead their constituencies to build trust, thereby increasing the level of confidence in each other. Secondly, ward councillors should ensure efficient and economic use of municipal resources to support the “value for money” principle and thirdly, ward councillors must provide leadership that supports service delivery in a positive way, yet supports the norms and values of the community.
The World Development Report’s 2004 developed a framework that identified three different accountability relationships among citizens, politicians/policymakers, and service providers. These relationships form two routes to accountability, a long one and a short one as illustrated in Figure 2.3:

1. The political process citizens try to use to influence politicians is called “citizen voice”, the long route’s first “leg.” This is regarded as political accountability.

2. The relationship between politicians/policymakers and service providers is the second leg of the long route, “the compact.” Many of the government’s current initiatives to improve accountability focus on this leg.

3. The short route — the third leg — considers how much the citizens, now acting as clients of public services, can directly pressure the service providers to ensure efficient service delivery, namely, “client power.”

![Figure 2.3: Triangle of accountability relationships: Conceptual framework](Source: World Development Report 2004)

According to this report, citizens need direct, short-route accountability mechanisms. Accountability must be rooted locally, on the ground, and at the interfaces between citizens, service providers, and elected representatives as local government is
designed to allow public participation, which will benefit development and enhance democracy. The triangle of accountability as formulated by the World Bank Report (2004) reiterates the theoretical frameworks that have been discussed in this chapter as this Report states that citizens should have recourse through the regulator, but primary engagement and response must be local, where problems are felt and where immediate intervention is usually required.

One of the key questions proposed in this study is, “Do the ward committees of the NMBM provide the public with sufficient opportunities to participate in the issues relating to public service delivery?” The following paragraphs discuss in detail the concepts of public participation, citizen participation and co-production with explicit reference to the theory that underpins these concepts.

2.4.2. Defining public participation
The South African Constitution (1996) states that it is the primary duty of the state to create an environment in which people can gain access to social and economic rights and to mitigate any barriers or challenges these environments face. In South Africa, the introduction of public participation has manifested itself as a key concept that has been directed towards the shaping of a participatory democratic and developmental state. Nzimakwe (2010:501) states that public participation and engagement should be prioritised by government and the citizens as an opportunity to strengthen the democratic nature of government and promote accountability. Mogale (2003:220) identifies that participation is mandated by the following four groups:

1. By voters to ensure democratic accountability;
2. By citizens, who through a variety of stakeholder institutions, can contribute to policy processes;
3. By consumers and end-users, who can expect “value for money” and affordable services; and
4. By organised partners engaged in resource mobilisation for developmental objectives
Pring and Noe (2002) define public participation as an all-encompassing label used to describe various mechanisms that individuals or groups may use to communicate their views on a public issue. These authors argue that public participation is used to build and facilitate capacity and self-reliance among the people and is an involvement of the citizens in initiatives that affect their lives.

A central hypothesis of this study is that increasing public participation can increase citizen’s trust in public institutions, but one has to remain cognisant of the fact that increasing public participation can engender distrust when participants feel disrespected or ignored. The common theme amongst these various definitions of public participation places citizens as a focal point and the emphasis is on the active participation in their own development-related matters to ensure sustainable communities. Nzimakwe (2010:516) states that public participation provides information to the public and citizens develop a sense of patriotism, irrespective how insignificant their inputs may seem. Similarly, Herian, Hamm, Tomkins and Zillig (2012) state that participation gives citizens more information about the service delivery process and it provides them with voice, which increases perceptions of inclusiveness, fairness and honesty. Comparably, Fledderus (2015:644) argues that co-production enhances citizens’ impressions that public officials have respect for their capabilities; specifically, co-production will give citizens the feeling that their actions will have an impact on decision-making processes.

According to the Local Government Structures Act 117 of 1998, in Section 73(2), public participation is an essential factor for effecting and enhancing accountable governance driven by ward committees, as mandated, to facilitate communication channels between municipalities and communities. Section 19 of the Local Government: Municipal Structures, Act 117 of 1998, provides that municipalities should:

a) develop mechanisms to consult the communities and community organizations in performance of their functions and in exercising powers; and
b) annually review the needs and of the community and municipal priorities and strategies for meeting those needs involving the community in municipal processes.

It is within this context that one of the research hypotheses of this study is that violent service delivery protest action is caused by low levels of public participation, and a lack of transparency, accountability and effective platforms for public participation within the NMBM. With reference to Figure 2.1, it is evident that there were declining levels of trust in in political leaders and institutions in South Africa between 2000 and 2015. These statistics are supported by the results of the recent local government elections that were held in August 2016, when there was a change in political leadership in the NMBM, when the ruling party, the African National Congress (ANC) was defeated by the opposition party, the Democratic Alliance (DA). It was reported that the residents of Nelson Mandela Bay voted for change and this change in leadership gave them a mandate to form a government and work together to stop corruption, create jobs and deliver better services to all (http://www.news24.com). Draai (2016:159) states that trust in the public service is defined by the image that public officials project to citizens and this image is derived from the display of competence and willingness of public officials to meet service delivery requirements, as stipulated by legislation. According to the Presidential Local Government Summit, the so-called service delivery protests are a reflection of community frustration, especially in economically marginalized communities who experience real or perceived indifference from government officials and politicians (http://www.cogta.gov.za).

Emanating from theories and frameworks discussed in previous paragraphs, engaging communities in decision-making processes will enable good governance, and as stated by Landsberg and Graham (2016:171), engagement between the community and local government could hold various advantages, including the following:

1. Improving the quality of policy interventions by allowing local government to tap wider information and knowledge systems, perspectives, and potential solutions in order to meet community challenges;
2. Meeting the challenges of the emerging information society, to prepare for greater and faster interactions with citizens;
3. Integrating community input into the policy-making process, in order to respond to community’s expectations that their voices be heard, and their views be considered, in decision making;
4. Becoming more transparent and accountable in the face of increasing public and media scrutiny of municipal actions (and inactions); and
5. Strengthening community trust in government and reversing the low voter turnout trends in local elections and declining confidence in municipalities.

2.4.3. Citizen participation

Citizen participation is regarded as the cornerstone of local democracy as in South Africa, citizens have the right to vote and actively engage in governance and politics. A citizen is someone who is seen as a member of the state and has particular rights and duties, including the right to participate in policy-making processes of the state (Van der Waldt, 2014:27). Section 19 of the Constitution of the Republic of South Africa, 1996 stipulates that every citizen is free to make political choices and to participate in political processes, and their rights are counterbalanced with the responsibilities of citizenship. Brynard (2009:1) defines citizen participation as purposeful activities in which people participate in relation to a local authority area of which they are legal residents. According to Stiefel and Wolfe (1994:71), citizen participation is defined as the organised effort to increase control over resources and regulative institutions by groups and movements, especially those excluded from such control.

Once a political party is voted into power, according to their election manifestos, government is expected to deliver the services that it has promised, and citizen participation is critical to this process. Van der Waldt et al. (2014:27) state that when citizens, as recipients of the services, think that these services are not effective and efficient, they have the right to protest. While it might be true that protests turn to violence only after formal channels have been exhausted, there is an underlying problem of lack of public participation and co-production at local government level.
Some of the aims of providing people with an opportunity to participate in local government decision making, as acknowledged by Van der Waldt et al. (2014-29) include the following:

- Ensuring that decisions are more readily accepted, because people have been involved, thereby creating a more representative, responsive and thus democratic policy-making process;
- Educating citizens to effectively participate in government affairs;
- Promoting public leadership; and
- Accommodating different stakeholder groups in the policy formulation process and thereby gaining support for new ventures that are unknown to the public.

Citizen participation and engagement could be described as the involvement of citizens in a wide range of administrative policy-making activities, including the determination of levels of service, budget priorities, and the acceptability of physical construction projects in order to support and encourage a sense of cohesiveness within society (Fox & Meyer, 1996:2).

Citizens’ involvement in identifying problems and setting priorities will motivate a greater sense of community involvement and the co-production between local government officials and councillors in setting common goals will be an integral trust-enhancing device (Askvik & Bak, 2005:98). However, Van der Waldt et al. (2014:30) proposes that in some areas, citizen participation could interfere with the administrative process of a municipality and could slow down decision making, with the result that service delivery is also delayed. Levi and Stoker (2000) also contend that trust in democratic institutions and their role-bearers positively influence political participation by citizens, i.e. the more trust, the higher the participation in political life.

Van der Waldt et al. (2014:26) state that citizens furthermore progressively demand more interaction with their local government, accuracy of information, reduced processing times, less duplication of work, access to municipal structures, increased transparency and greater access to public goods.
2.4.3.1. Arnstein theory of citizen participation

According to the literature consulted, there are many theories of citizen participation. However, Sherry Arnstein’s (1969) writing in 1969 concerning citizen involvement in planning processes in the United States, describes a “ladder of citizen participation” (Figure 2.4) showing participation ranging from high to low, which best describes the assumption of this research study, namely that communities still feel alienated and disconnected from decision-making processes and feel disempowered in influencing the affairs of the municipality.

![Arnstein's Ladder of Citizen Participation](image)

**Figure 2.4: Arnstein’s Ladder of Citizen Participation**
Source: Arnstein (1969)

Arnstein’s (1969) ladder of citizen participation is discussed in greater detail in Figure 2.5 below, whereby each rung corresponds to the extent of citizens’ power as indicated in Figure 2.4.
1. **Manipulation**: Participation is simply a pretence, for example, with “people’s” representatives on official boards, but who are not elected and have no power, or where the community is selectively told about a project according to an existing agenda. There is a level of non-participation.

2. **Therapy**: People participate by being told what has been decided or has already happened. It involves unilateral announcements by an administration or project management, without any attention being paid to people’s responses.

3. **Informing**: The community is told about the project, for example, through meetings of leaflets; the community may be asked for their opinions, but these may not be taken into account.

4. **Consultation**: According to Pestoff et al. (2015:366), consultation reaches the level of “tokenism” that allows citizens to hear and have a voice; however, they lack the power to ensure that their voices will be heeded. This remains “window dressing,” according to Arnstein (1969).

5. **Placation**: This is a higher level of tokenism, because the ground rules allow for citizens to provide advice, but the public sector retains the power to decide. The community are asked for advice, and token changes are made. The community is given information about the projects or issues; their advice may be sought but those comments may not be reflected in the final decision.

6. **Partnership**: In terms of this approach, power is shared in planning and decision making through structures such as planning communities and policy boards. The community has considerable influence on decision-making processes, but the government still takes responsibility for the decisions. According to Arnstein (1969), citizens work best when there is an independent organised power base in the community to which the citizens’ leaders are held accountable. Participation may also be motivated by material incentives, where people participate by contributing resources, for example, labour, in return for food, cash or other incentives.

7. **Delegated power**: Government ultimately runs the decision-making process and funds it, but communities are given some delegated powers to make decisions. People participate in joint analysis, the development of action plans and the formation or strengthening of local institutions. The process involves interdisciplinary methodologies that seek multiple perspectives and make use of systemic and structured learning processes.

8. **Citizen control**: This is a situation where citizens obtain the majority of decision-making seats, of full managerial power. An example of citizen control is self-government – the community makes the decisions.

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**Figure 2.5: Arnstein (1969) Ladder of citizen participation discussion**

Source: Adapted from Pestoff et al. (2015:366)
The interaction between citizens and local government is a crucial factor of trust in government. Draai and Raga (2011:85) state that trust in the public service is determined by the outcome of the interaction between citizens and public officials. Kroukamp (2008:647) reaffirms this viewpoint by contending that trust is the nexus of the compact between government and its citizens and trust emanates from a people-centred government that is responsive and capable of articulating public needs through pro-poor policies and delivering necessary services in a transparent and accountable manner.

2.5. CONCEPTUALISATION OF CO-PRODUCTION
Arnstein’s (1969) ladder of participation is a good starting point for discussing the model of co-production in the context of a local municipality, to consider how and to what extent citizens can effectively exert an influence on decision-making processes.

2.5.1. The evolution of co-production
The concept of co-production was originally developed by Elinor Ostrom and the Workshop in Political Theory and Policy Analysis at Indiana University during the 1970s to describe and delimit the involvement of ordinary citizens in the production of public services (Pestoff et al., 2015:15). Ostrom (1996) and her research group emphasised the active role of citizens in the production of services and the idea was that citizens contribute to public service delivery in different ways, for instance, by calling the police after noticing something unusual.

In this way, as Ostrom et al. (1978:383) put it, citizens “become co-producers with the police”. The concept was developed further by Edgar Cahn, a civil rights law professor, who created time banks, a system which relies on the participation of volunteers who are also service users (Boyle, Clark & Burns, 2006b). In the United Kingdom, during the 1980s, Anna Coote, director of health policy at the King’s Fund, introduced the concept of co-production as a way to understand the relationship between clinicians and patients in health services (Realpe & Wallace, 2009: 7). Similarly, in the European context, for example, co-production has been used to describe the relationship between government, private, voluntary and non-profit organisations in the delivery of
public services (Pestoff, Osborne & Brandsen, 2006:593). Later, in the 1990s, Ostrom (1996:1079) explained the 'birth' of the co-production concept as follows:

“We developed the term ‘co-production’ to describe the potential relationships that could exist between the ‘regular’ producer (street-level police officers, school teachers, or health workers) and ‘clients’ who want to be transformed into safer, better educated or healthier persons.”

According to Radnor, Osborne, Kinder and Mutton (2014:403), co-production is an important debate within public management as it goes to the heart both of effective public service delivery and the role of public services in achieving societal ends – such as social inclusion or citizen engagement. From this viewpoint it can be concluded that co-production is a core element of the public service delivery process. Brandsen and Pestoff (2006) contend that in public services, co-production could have three different roles: co-governance, co-management and co-production. Co-governance refers to organisations that help in the planning and design of public services while co-management refers to the production of the service by the third sector organisation in conjunction with the state (Brandsen & Pestoff, 2006).

According to Pestoff et al. (2015:17), co-production can refer both to direct citizen participation in the delivery of a publicly financed service at the site of service delivery, as well as to a group provision of such services. Brudney and England (1983:59) emphasise that co-production offers an alternative to answer the pressures that many local authorities face, and it allows them to offer better services for citizens.

Bovaird (2007:847) defines co-production as user and community co-production in the provision of services through regular, long-term relationships between professional service providers and service users and other members of the community and this includes volunteers and community groups. In response to this definition, Alford (2009) identifies a distinction between volunteering and co-production. Citizens contribute resources when they volunteer, but do not personally consume the services provided, whereas co-producers both contribute resources and consume the services provided (Pestoff et al., 2015:16). Osborne and Strokosch (2013) classify different modes of co-production along a continuum as illustrated in Figure 2.6.
<table>
<thead>
<tr>
<th>Consumer co-production:</th>
<th>Participative co-production:</th>
<th>Enhanced co-production:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Based on the ideas of service management literature, which views the production and consumption of services as simultaneous processes. The purpose of consumer co-production is user empowerment. Improving the quality and impact of existing public services.</td>
<td>The purpose of which is to improve the quality and planning of existing services and to increase user or citizen participation at the strategic level of service design.</td>
<td>It connects the previous modes of co-production by bringing consumer experience together with participative planning to generate new approaches to public services - innovation.</td>
</tr>
</tbody>
</table>

**Figure 2.6: Modes of co-production continuum**
(Source: Osborne and Strokosch (2013))

Bovaird and Loeffler (2012) state that the move towards co-production can be conceptualised as a shift from “public services FOR the public” towards “public services BY the public.” Boyle and Harris (2014:9) reiterate this move towards co-production by stating that co-production means delivering services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. Where activities are co-produced in this way, both services and neighbourhoods become far more effective agents of change. Since one of the hypotheses of this research study states that transforming the relationship between the citizen and local government officials will lead to an increase in public trust in local government as well as enabling local government to better understand the needs of communities, it is important that co-production contributes to the efficient service
According to Bovaird (2007: 844), the idea of co-production strengthens the central task of all public services, by doing the following:

- Recognizing people as assets, because people themselves are the real wealth of society.
- Valuing work differently, to recognize everything as work that people do to raise families, look after people, and maintain healthy communities, social justice and good governance.
- Promoting reciprocity, giving and receiving because it builds trust between people and fosters mutual respect.
- Building social networks, because people’s physical and mental well-being depends on strong, enduring relationships.

Co-production has also recently been introduced to the continental European discussion, where it refers to the growing direct and organized involvement of citizens in the production of their own social services (Pestoff, 1998). For example, parents can participate in the co-production of child care through parent associations in France, Germany and Sweden (Pestoff et al., 2015:17). In the United States, collaboration between users and collaboration within communities to improve outcomes became quite prominent, whereby self-help groups and social support groups were formed. However, Bovaird and Loeffler (2012) have acknowledged that systemic barriers exist, which prevent co-production from being used in public services.

### 2.5.1.1. Barriers and critique to co-production

The following table identifies the barriers and the initiatives that have been implemented in the current South African government. As previously indicated, despite these measures that have been implemented, service delivery still remains problematic.
Table 2.1: Barriers to co-production

<table>
<thead>
<tr>
<th>Barriers to co-production</th>
<th>South African government initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political and professional reluctance to lose status and “control”</td>
<td>White Paper on Local Government</td>
</tr>
<tr>
<td></td>
<td>White Paper on Transforming Public Service Delivery</td>
</tr>
<tr>
<td></td>
<td>Local Government Turnaround Strategies</td>
</tr>
<tr>
<td>Lack of mechanisms that local communities can use</td>
<td>National Policy Framework on Public Participation</td>
</tr>
<tr>
<td></td>
<td>Integrated Development Planning</td>
</tr>
<tr>
<td></td>
<td>User ratings of services (especially online or at the point of service), M-Government, E-Government</td>
</tr>
<tr>
<td></td>
<td>Local Government Structures Act</td>
</tr>
<tr>
<td>Lack of motivation or self-confidence on part of local communities</td>
<td>The Ward Committee Resource Book</td>
</tr>
</tbody>
</table>

Source: Adapted from Pestoff et al. (2015:48)

Kettl, in Lindquist et al. (2013:43), points out that citizens do not understand the necessities of reform, and one of the problems is that the current political atmosphere focuses on government mistakes: there are rarely compliments for good government performance.

John, Cotterill, Moseley, Richardson, Smith, Stoker and Wales (2011) state that the reasons for citizens engaging in co-production are complex and their co-productive behaviour is determined by two factors, namely their willingness to co-produce (“motivators”), and the other is their ability to do so (“facilitators”): these are in turn prompted, at least partly, by things the organisation does to, or for, or with them. King and Horrocks (2010:161) suggest that improved citizen participation could stem the deterioration of trust evidenced by widespread hostility toward government entities as
informed and involved citizens become citizen-experts, understanding technically difficult situations and seeing holistic, communitywide solutions.

Fourie (2001:222) argues that literacy levels of citizens play an important role in citizen participation as illiterate citizens will not understand the political process, policy and decision-making issues. Similar to the barriers of co-production, as identified by Bovaird and Loeffler (2012), Fourie (2001:221) argues that there are various problems and pitfalls of citizen participation in government. By offering citizens more information about government activities, can government strengthen its perceived trustworthiness, and accordingly, citizens’ trust, or does the clamour for transparency testify to a trust deficit? One of the critical questions this research study aims to address is what the current leadership can do to ensure that the trust between them and community members and ward committees is enhanced. Boyle and Harris (2014:11) state that when people are never asked to give anything back, and when their assets they represent are ignored or deliberately side-lined, they atrophy. Alford (2009) postulates that different motives beyond self-interest exist for co-production and in order to prompt clients to co-produce, an organisation must offer them something of social or material value.

Co-production has emerged as a critique of the way that professionals and users have been divided and it provides an alternative way for people to share in the design and delivery of services, and contribute their own wisdom and experience in ways that can broaden and strengthen services and make them more effective (Boyle & Harris, 2014:8). However, Pestoff (2015:376-377) contends that there is a substantial risk in promoting citizen participation and co-production in the provision of public services. These authors state that it can initially result in broad citizen support and enthusiasm, but if the promise of greater citizen influence remains hollow, if it appears merely to be “window dressing,” then this may result in frustration and withdrawal from public pursuits. One of the aims of this research study is to explain the phenomenon of ‘co-production’ and public participation within the context of the new developmental mandate of local government in South Africa. Pestoff (2015:377) reaffirms that citizens are not like a jack-in-the-box, just waiting for someone to push a button or latch to release their potential engagement in co-production; they will pick and choose when
and where to participate according to their own preferences. Furthermore, Pestoff (2012:24) states that citizens’ motivation to become involved as co-producers will, in turn, depend on the importance or salience of the service provided, namely, is it a very important service for them, their family and does it make a direct impact on their life and life chances or does it only have an indirect effect? According to Bovaird and Loeffler (2003:200), engaging citizens in policy making and the design and delivery of services is not new: public participation offers a range of potential benefits but also entails formidable challenges.

Within the notion of co-production, it is a known fact that nobody knows better which public services are most important for their own welfare than the service users (citizens) themselves and the communities they live in. Boyle and Harris (2014:11) acknowledge that a key insight from the idea of co-production is the fact that social needs continue to rise, not as a result of failure to consult, but rather due to a failure to ask people for their help and to use their skills they have. Bovaird (2007:858) suggests that this is the forgotten engine of change that makes the difference between systems working and failing. John et al. (2011) argue that citizens will only co-produce when it is in their self-interest to do so. According to Lindquist et al. (2013:81), citizen co-producers are not Pavlovian respondents to carrots and sticks. If they are willing to contribute time and effort to organisational purposes, they do so for their own good reasons, which are partially influenced by the motivators and facilitators that are offered by government. Boyle and Harris (2014:11) suggest that co-production shifts the balance of power, responsibility and resources from professionals more to individuals by involving people in the delivery of their own services. This viewpoint is recognised by Pestoff (2012:28) who states that citizens’ involvement will depend on the salience of the service and the more important the service, the more likely they will get involved in co-production.

According to Brudney and England (2003: 62), “negative” co-production consists of citizen activities that have a detrimental impact on community conditions, such as vandalism, littering and youth gangs as these activities have a negative effect on the quality of services. Brudney and England (2003:62) refer to “positive” co-production as the steps that policy-makers take to alleviate the effects of detrimental citizen
behaviour through co-production programmes, for example, to prevent vandalism or maintain surveillance in certain areas.

From the above discussion, it can be inferred that increased co-production will affect the public’s perception of the quality of local government services. As stated by Brudney and England (2003:62), co-production is the mix of public administrators and citizens and consists of citizen involvement or participation in the delivery of services and these outcomes are intended to have a positive (rather than negative) impact on service delivery.

Municipalities can engage citizens and community groups in the affairs of the municipality in their capacities as citizens and voters affected by municipal resource mobilisation for the development of the municipal area.

2.6. APPROACHES TO THE THEORY OF CO-PRODUCTION AND PUBLIC PARTICIPATION
The information obtained from the data collection of this research study was used to generate a systems model for local government, as this provides input to develop a governance model. Systems theory forms the basis of the theoretical framework of this thesis to study the interaction amongst and relationships of the various role-players in government and interaction with their external environment.

2.6.1. Systems approach
Draai (2016:21-32) describes a system as a set of interrelated components whereby the system uses inputs (stimuli from the environment), which it converts into outputs and obtains feedback concerning the impact of its responses (Figure 2.7). Ferdig (2000:5) states that feedback can either be negative or positive, that systems require positive feedback in order to change and negative feedback keeps a system within pre-specified boundaries. Furthermore, Ferdig (2000:6) states that positive feedback can create tension, instability and unpredictability, but the co-existence of negative and positive feedback cycles is necessary for an organisation's self-regulation.
Similarly, Pestoff (2015:368) distinguishes between the input and output sides of the political system by stating that citizens make demands and give support on the input side of the political system, while they are subject to public decisions and receive goods and services on the output side.

**Figure 2.7: Systems Approach**
Source: Draai (2016:20)

According to Bovaird and Loeffler (2003:198), it is important to make clear at the outset what the parameters of engagement are as one of the major reasons for citizens’ unwillingness to engage is widespread scepticism about whether governments and public services are willing to respond to public opinion. The Department of Performance Monitoring and Evaluation (DPME, 2013) explicitly states that citizens’ experiences and opinions must be included in government’s monitoring system and furthermore, the need to be responsive to citizens’ opinions is well established in law and policy.

Van der Waldt et al. (2014:89) state that systems theories are characterised by the concepts of linearity (closed) and non-linearity (open) and in non-linear systems such as municipalities, interaction is multidirectional, outcomes are unpredictable and conditions that are not in equilibrium can undergo structural transformation. Since this study proposes the hypothesis that transforming the relationship between the citizen and local government officials will lead to an increase in trust in local government as well as enabling local government to better understand the needs of communities, an open systems approach is recommended as local government is a turbulent and complex environment.
2.6.2. Clear framework

Lowndes, Pratchett and Stoker (2006:1-11) have developed a CLEAR framework (Table 2.2) that is being used extensively in Europe and some parts of Australia as this system is useful for testing who is engaged, who is not engaged and what the factors are that drive disengagement or engagement in certain communities. Lindquist et al. (2013:33), define the “can do” feature as relating strongly to socioeconomic features; “like to” signifies that people have to feel they are part of a community that is entitled to be asked; “enable to” and “ask to” reflect the sense in which people are mobilised and the way that they are approached; and finally and crucially, if participation is going to work, people have to be responded to (the “r” in CLEAR).

Table 2.2: CLEAR framework

<table>
<thead>
<tr>
<th>Factor</th>
<th>Audit check</th>
<th>Policy response</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Can do</strong></td>
<td>The resources that people have as well as confidence to use them</td>
<td>Capacity building aimed at individuals or communities</td>
</tr>
<tr>
<td><strong>Like to</strong></td>
<td>A sense of involvement with the public entity that is the focus of engagement</td>
<td>Sense of community, civic engagement, social capital and citizenship</td>
</tr>
<tr>
<td><strong>Enabled to</strong></td>
<td>The civic infrastructure of organisations that organise participation</td>
<td>To support the civic infrastructure: a set of viable civic institutions</td>
</tr>
<tr>
<td><strong>Asked to</strong></td>
<td>Mobilising people into participation by asking for their input can make a big difference</td>
<td>Public participation schemes that are diverse and reflexive</td>
</tr>
<tr>
<td><strong>Responded to</strong></td>
<td>Participate if they are listened to and able to see a response</td>
<td>A public policy system that can show a capacity to respond</td>
</tr>
</tbody>
</table>

(Source: Lowndes, Pratchett and Stoker (2006:1-11))

Hence, this research aimed to provide local government with a similar model, whereby policy makers can question what the possible effects on outcomes will be and how this ...
has impacted on the levels of trust, based on the inputs received via public participation and co-production of services. This will enable policy-makers to forecast the effects of input resources (attitudes and behaviours of citizens) on output results (spending and quality service delivery). The concept of this framework is similar to the mobility or m-government and e-government initiatives that have been introduced in South Africa.

2.7. GOVERNMENT INITIATIVES TO ENHANCE PUBLIC PARTICIPATION AND CO-PRODUCTION

2.7.1. Mobile Government (m-government)

Unfortunately, violent protests have become the dominant channel of communicating with government or getting government to pay attention to grievance of the citizenry, and increasingly at the level of basic service delivery. As an alternative, M-government enables citizens to report incidents impacting municipal services to the relevant municipality, using an iPad or iPhone (Van der Waldt et al., 2014:92) or, as defined by Kushchu and Kuscu (2004:2), M-government refers to a strategy and its implementation involving the utilization of all kinds of wireless and mobile technologies, services, applications and devices for improving service delivery.

Weidemann (2012:53) contends that this initiative not only enables municipalities to be more effective in meeting the needs of the people they serve, but also allows citizens to play an active role in improving their own communities. Managa (2012:5) states that a telephone hotline and social networking page was set up in 2010 in order to engage with communities, to assess their service delivery issues and to enforce accountability and afforded members of the public an opportunity to report all forms of dissatisfaction. M-government can therefore be regarded as a system that has been put in place by government for enhancing active citizenship engagement. Even though M-government can be measured as a new focused area, it should be seen as corresponding to E-government activities (Kushchu & Kuscu, 2004:2).
2.7.2. Electronic Government (e-government)

Electronic government (e-government) is defined as consisting of actions to produce and deliver government services to citizens, not in the traditional face-to-face manner, but instead by the use of communications technology (McNabb, 2009:176).

Farelo and Morris (2006:2) define electronic government as the use of information and communication technology (ICT) to promote efficient and effective government, facilitate more accessible government services, allow greater access to information and make government more accountable to citizens. The main objectives of e-government are to serve and to build long-term relationships with citizens, and, as so aptly stated by Siau and Long (2005:452), besides enhancing customer service, in e-government, improvement in the functioning of government administration becomes important, since internal efficiency and effectiveness are monitored. Van der Waldt et al. (2014:92) acknowledge that in an effort to improve service delivery and enhance participatory governance, in 2001 the Department of Public Service and Administration (DPSA) drafted South Africa’s first document on e-government entitled *Electronic Government, The Digital Future: A Public Service IT Policy Framework*.

Van der Waldt et al. (2014:92) further contend that a unique feature of the South African local government model is the space it offers to citizens to become actively involved in governance. The idea of e-governance has changed the way in which governments communicate with one another and with their citizens (Kroukamp, 2005). In the past communication used to be via public meetings, printed media, radio and television. Today communication is also done via the modern information and communication technologies, for example, the Internet and satellite (Kroukamp, 2005). Governments in developed and developing countries are making increasing use of electronics to interact and communicate with another and with their citizens to deliver more effective services (Kroukamp, 2005; Mnjama & Wamukoya, 2007).

The Internet is changing the way people live today. This implies that more and more people will rely on the Internet for information. However, as Kroukamp (2005) argues, the disparity in access to information and communication technologies (ICTS) which
may result from differences in class, race, age, culture, geography or other factors can affectively deprive certain citizens from participating in the global economy.

This disparity is referred to as the digital divide. Cullen (2003:247) defines the digital divide as the metaphor used to describe the perceived disadvantage of those who either are unable or do not choose to make use of ICT in their daily lives. The Digital Divide Network (2004) defines the concept as the gap between those who have access to communication tools, such as the internet and those who do not have access to communication tools. According to Saxena (2005), South Africa has to deal with a number of challenges before they can begin with any initiatives for bridging the digital divide. The challenges, as identified by Saxena (2005) are as follows:

- A high level of inequality;
- A weak ICT infrastructure, particularly in rural areas; and
- A lack of ICT readiness in government. More pressing demands in the public service that makes ICT development a lower priority in budget terms.

Kroukamp (2005) acknowledges that almost all government departments and agencies in South Africa have their own website as they provide services ranging from e-filing to facilitating the electronic submission of tax returns; the National Automated Archival Information Retrieval System (NAAIRS), providing extensive information and documentation about the national archive services to the public and to governments bodies; and the Department of Home Affairs National Identification System (HANIS) project, which has initiated an automated identification of database of fingerprints to combat crime and supply information for the purposes of policing.

According to Tlagadi (2007), the goals of e-governance as endorsed by the Department of Public Service are listed as follows:

- To improve the internal organisational processes of governments;
- To provide better information and service delivery;
- To increase government transparency in order to reduce corruption;
- To reinforce political credibility and accountability; and
• To promote democratic practices through public participation and consultation.

The concept behind e-government is that it enables participatory democracy and allows citizens to actively engage and debate with the government on issues that directly affect them. It is therefore important that government encourages public participation and consultation through governance models such as the one proposed in Figure 2.7., and initiatives such as e-government. In conjunction with the CLEAR framework discussed in Table 2.2, the normative model proposed by this research study will provide local government with the necessary tools to measure the impact of intervention programmes as well as ensure that national, provincial and local government work together to strengthen public participation.

2.8. SUMMARY

It is apparent from the theory and literature consulted that citizens need to become involved in the future of their municipalities. A declining lack of trust in municipalities will possibly promote limited compliance with the by-laws of the municipality and a breakdown in confidence in and communication between the loyal polity and its constituency (Askvik & Bak, 2005:84). Transformation requires an understanding of the impact of the previous policy of apartheid on society, so that appropriate responsive systems and structures may be established to deal with its legacy. As an ongoing call to urgently address needs, municipalities should find sustainable ways to meet the needs of their communities and improve the quality of their lives.

It is therefore imperative that municipalities involve citizens in service delivery and development to compensate for municipal failure. Through their legislative framework, government initiatives and co-production of services, municipalities will have the opportunity to indicate what their needs are and to endeavour to take the necessary action to address these needs and improve the levels of trust in the municipality. The legislative frameworks and policy documents as discussed in the previous paragraphs will be discussed in more detail in Chapter 3.
In conclusion, South Africa has a progressive, innovative government that has already learned substantial lessons about what works and what does not. Van der Waldt et al. (2014:92) state that it is clear that the South African government has made the shift from government to governance and this shift sets as its overarching objective the meeting of community needs as defined by the community within the context of the demands of a complex governance. Emanating from the various source of literature consulted in this chapter, the themes of co-production and e-government are consonant with the NPG model.

The following chapter will provide an overview of the regulatory, legislative and policy documents that enhance co-production within the theoretical framework as discussed in Chapter 2.
CHAPTER THREE
OVERVIEW OF THE REGULATORY, LEGISLATIVE AND POLICY
FRAMEWORKS FOR CO-PRODUCTION AND PUBLIC PARTICIPATION

3.1. INTRODUCTION
In Chapter 2 attention was focused on the theoretical frameworks of local government democracy, public participation, citizen participation, governance, trust and co-production. Ward committee structures and public participation are an essential part of co-production that should encourage effective participation of communities regarding matters that affect their respective municipalities. While there is adequate literature concerning public and citizen participation and its associated outcomes and constraints, there is very little comparative empirical research into how different forms of co-production perform in a variety of political contexts. This shortcoming appears clearly in a systematisation of literature conducted by Pillay, Tomlinson and Du Toit (2006:192) who have identified potential layers of political involvement by citizens, each of which is expected to deal with specific challenges and to be capable of making a range of contributions to the political process.

The previous chapter has indicated that citizen and community participation is an essential part of effective and accountable local governance. A number of statutes were promulgated after the 1994 democratic elections in South Africa to make provision for public participation. Most of these statutes emanate from the Freedom Charter, from which emanates the most famous statement, namely, “the people shall govern.” In terms of the Freedom Charter, South Africa belongs to all who live in it, Black and White, and no government can justly claim authority unless it is based on the will of all the people. The Freedom Charter pledges that the people shall govern, have equal rights and be equal before the law. It also contains a list of demands for rights that the majority of South Africans did not have, as a result of the apartheid regime.

However, the principles of the Freedom Charter could not take effect until they were promulgated into law through the Constitution of the Republic of South Africa, 1996
(Act 108 of 1996). It is the Freedom Charter of 1955 that envisaged a new era of participatory democracy in which the people shall govern through public consultation and participation. In addition to the multiplicity of benefits of public participation as discussed in Chapter 2, Hanyane (2005:267) states that through public participation, the general public is informed, involved and educated and through community institutions that are created, the public will be able to bridge the gap between themselves and public authorities.

This chapter will firstly provide a brief overview of the Nelson Mandela Bay Municipality and thereafter discuss in detail public participation processes that are encapsulated within various legislative mandates including, inter alia, the Constitution of the Republic of South Africa, 1996, the Local Government: Municipal Systems Act 32 of 2000, the Local Government: Municipal Structures Act 117 of 1998, the Local Government: Municipal Finance Management Act 56 of 2003, the White Paper on Local Government, 1998, the White Paper on Transforming Public Service Delivery, 1997, the Medium-Term Strategic Framework (MTSF) and the National Development Plan. This will be followed by a brief overview of the theories of participation and how it indicates that there is a shift from government for the people to government by the people. Furthermore, these theories indicate that citizens, represented by ward committees, should have recognised powers with delegated responsibilities and should aim to move beyond the rhetoric of participation to practical means of empowering citizens to take charge of their own development in partnership with government. By doing so, co-production will be enhanced and as previously mentioned, the aim of co-production is to empower citizens to take greater control over, and responsibility for, their lives (Bovaird & Loeffler, 2003:194).

3.2. SITUATIONAL ANALYSIS OF THE NELSON MANDELA BAY (NMB)

The Nelson Mandela Bay Municipality (NMBM) is one of eight metropolitan (Category A) municipalities in South Africa. It is located on the shores of Algoa Bay in the Eastern Cape Province, and comprises the erstwhile city of Port Elizabeth and the erstwhile towns of Uitenhage and Despatch, as well as the Colchester, Blue Horizon Bay and Seaview areas. The Nelson Mandela Bay Municipality covers a total area of 1 959 sq.
km and has a population of 1,152 115 million (Census 2011). It shares boundaries with the Cassie Mountain View in the north, Cape Recife in the south, Van Staden’s River Mouth in the west and Sunday’s River Mouth in the east. Figure 3.1 illustrates the location of the Nelson Mandela Bay Municipality within the context of the Eastern Cape Province.

![Map of Nelson Mandela Bay Municipality](image_url)

**Figure 3.1: Location of the Eastern Cape in the South African context**
(Source: NMBM Executive Summary 15th Edition (2016/2017-2020/2021))

The Nelson Mandela Bay Municipality (NMBM) is regarded as a Category A municipality in terms of Section 155(1) (a) of the Constitution of the Republic of South Africa, 1996, namely a municipality that has exclusive municipal executive and legislative authority in its area. Similarly, in terms of the Local Government: Municipal Structures Act 117 of 1998, it is one of eight metropolitan (Category A) municipalities. A category A municipality is defined as “large urban complexes with populations over 1 million and accounting for 56% of all municipal expenditure in the country” (http://www.cogta.gov.za). According to the Municipal Structure Act (Act 117 of 1998), three categories of municipalities were established, namely Category A (metropolitan municipalities), Category B (local municipalities) and Category C (district municipalities). These categories are described in Table 3.1 below.
Table 3.1: Categories of municipalities in South Africa

<table>
<thead>
<tr>
<th>Municipal categories</th>
<th>Description of categories</th>
</tr>
</thead>
<tbody>
<tr>
<td>Category A: Metropolitan municipalities</td>
<td>A municipality that has exclusive municipal executive and legislative authority in its area. A total of eight metropolitan universities.</td>
</tr>
<tr>
<td>Category B: Local municipalities</td>
<td>A municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls. A total of 228 local municipalities.</td>
</tr>
<tr>
<td>Category C: District municipalities</td>
<td>A municipality that has municipal executive and legislative authority in an area that includes more than one municipality. A total of 42 district municipalities.</td>
</tr>
</tbody>
</table>

Source: (Craythorne, 2006:51)

As previously stated in Chapter 1, in terms of legislative prescriptions, municipalities are required to execute their service delivery mandate through the appointment of office bearers and public officials who should be effective, efficient, accountable and responsive. However, according to the Government Communication and Information System (2014), it is impossible to ignore the concept of citizen trust in public institutions. Trust is a cornerstone of democratic legitimacy, triggering citizens’ willingness to contribute to a strong and robust democracy. Citizens who trust their government are more willing to listen and render support to government policies aimed at improving the country. Imperative to this study is the concept of trust which was discussed in detail in Chapter 2, as one cannot ignore the fact there has been a dramatic decline in trust in government. The Government Communication and Information System (2014) states that survey findings show that citizens’ trust in the president has dropped by almost half since 2011, from 62 % to 34 %, its second-lowest level since the first survey in 2000, and trust in local government councils has also declined dramatically, making political leaders the least-trusted public officials in the country. Ferreira, Erasmus and Groenewald (2003:107) contend that openness and
trust build good relationships and that ward councillors have the obligation of ensuring that there is trust between them and their constituencies.

3.2.1. Organisational structure of the Nelson Mandela Bay Municipality

According to Part B of Schedules 4 and 5 of the Constitution, South African municipalities are responsible for the regulation, management and provisioning of key municipal services within their respective demarcated geographical areas of jurisdiction (Landsberg & Graham, 2016:166). The NMBM consists of 120 councillors (60 proportional representation [PR] councillors, and 60 ward councillors). The Municipal Manager is the head of the administration and Accounting Officer, supported by the Chief Operating Officer, the Chief Financial Officer, the Chief of Staff and the Executive Directors. Figure 3.3 below reflects the organisational structure of this institution.

**Figure 3.2: Organisational structure of the Nelson Mandela Bay Municipality**
Section 74 of the Municipal Structures Act, 1998 states that ward committees may make recommendations on any matter affecting their wards to the relevant ward councillor or municipalities, or both.

However, the concern is that ward committees face major challenges as their powers are limited to only advising the communities and the relevant council often lacks information and understanding of their work. In a leading Eastern Cape Newspaper, The Herald, it was reported that some ward councillors were still battling to serve their communities as they have yet to receive proper office equipment and functional offices. Fukuyama (2004:40) argues that holding government agencies accountable to the public is to some extent a matter of institutional design and internal checks and balances, but ultimately, it is the people whom government supposedly serves who are responsible for monitoring its performances and demanding responsive behaviour.

3.3. REGULATORY AND LEGISLATIVE FRAMEWORKS GOVERNING PUBLIC PARTICIPATION AND CO-PRODUCTION WITHIN DEVELOPMENTAL LOCAL GOVERNMENT CONTEXT

Since the transformation of local government in 1998, numerous changes have taken place within local government. The new South African Local Government system, the constitutional and legal framework, established municipalities to contribute towards building a developmental state.

According to the White Paper on Local Government (1998:23), developmental local government is primarily “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.” Landsberg and Graham (2016:173) contend that international experience shows that the most effective city governments are the ones that engage with civil society, are open, accessible and active, with civic voluntarism thoroughly intertwined with their governance activities. This viewpoint supports one of the hypotheses of this research study which states that
transforming the relationship between the citizen and local government officials will lead to an increase in public trust in local government as well as enabling local government to better understand the needs of communities.

Developmental local government has the following four inter-related characteristics as identified in the White Paper on Local Government (1998:38-42):

1. Maximising social development and economic growth;
2. Providing services that meet basic needs of the poor communities in the most affordable manner so as to ensure the maximum social development of an area;
3. Integrating; and

Developmental local government must provide a vision and leadership for all those who have a role to play in achieving local prosperity. Poor co-ordination between service providers could severely undermine the development effort. Municipalities should actively develop ways to leverage resources and investment from both the public and private sectors to meet development targets. In ensuring that this happens, co-production of services by citizens and trust in government will increase as public officials will take into account that citizens’ needs have changed and, in line with the principles of Batho Pele, these needs should be redressed and addressed accordingly.

Municipalities should promote the participation of citizens and community groups in planning and service delivery processes. Ideally municipalities should support individual and community initiatives, and direct community energies into projects and programmes which benefit the area as a whole. (Ijeoma, 2013:404). According to the White Paper on Local Government (1998), developmental local government is uniquely placed to combine empowerment and redistribution in a number of concrete programmes.

The following paragraphs present a discussion of various local government statutes that have a direct impact on public participation and co-production within a national and international context.
3.3.1. Local Government: Municipal Systems Act 32 of 2000

Local government is regarded as the engine room of basic service delivery and municipal services are of vital importance to the development of municipalities. Section 16 of the Local Government: Municipal Systems Act 32 of 2000 recognises that by electing political representatives into government, the public is indirectly participating in matters of governance; however, this is inadequate.

The preamble to the Local Government: Municipal Systems Act 32 of 2000 confirms the importance of local government in ensuring universal access to essential services by citizens, specifically the poor and disadvantaged who were neglected or largely ignored under the apartheid regime. Whereas national government’s foremost role is one of policy-making, provincial and local governments perform a key role in the provision of social and basic services.

With the promulgation of the Municipal Systems Act, 32 of 2000, the attention of municipalities was focused on the need to encourage the involvement of communities in their own affairs. This Act requires municipalities to give priority to the basic needs of the local community, promote its development, and ensure that all residents have access to at least the minimum level of basic services. The Municipal Systems Act, 2000 states in section 16 (1) that a municipality must develop a culture of municipal governance that complements representative government with a system of participatory governance, and for this purpose must encourage and create conditions for the local community to participate in the affairs of the municipality.

Despite the fact that local government in South Africa has improved its service delivery substantively over the past years, most of the municipal councils face a widening gap between the demand and supply of services. This results in citizens losing their confidence in local government as an institution that is able to respond effectively to the challenges citizens face (http://www.polity.org.za). However, the Municipal Systems Act of 32 of 2000 prescribes that local communities should be encouraged to participate in matters that pertain to the preparation of their municipality’s performance implementation and review of the Integrated Development Plan. This Act requires municipalities to promote public participation and to build the capacity of residents, councillors and municipal officials to engage in participatory processes.
In addition, section 5 of the Municipal Systems Act 32 of 2000 outlines citizens’ rights to contribute to the decision-making process of the municipality, to submit recommendations and complaints to the municipality, and to receive prompt responses to their written or oral communications. This is clearly indicative that this Act promotes the principles within co-production theories as discussed in chapter 2.

According to Craythorne (2006: 158-159), the Local Government: Municipal Systems Act as amended provides two relevant definitions of municipal services which may be summarised as follows:

The first refers to basic municipal service which means a municipal service that is necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety or the environment. The second one which is wider in its scope means a service that a municipality in terms of its powers and functions provides or may provide to or for the benefit of the local community irrespective of whether:

1. such a service is provided, or to be provided by the municipality through an internal mechanism or by engaging an external mechanism, and

2. fees, charges or tariffs are levied in respect of such a service or not.

Chapter 5 of the Municipal Systems Act 32 of 2000 provides for the nature of and the process to be followed in the compilation and adoption of a municipal Integrated Development Plan, which is informed by the inputs and needs of the community.

In terms of Section 23(1) (a), (b) and (c) of the Act, a municipality must undertake developmentally oriented planning so as to ensure that it:

a) strives to achieve the objects of local government set out in Section 152 of the Constitution;

b) gives effect to its developmental duties as required by section 153 of the Constitution; and

c) contributes, together with other organs of state, to the progressive realisation of the fundamental rights contained in Sections 24, 25, 26, 27 and 29 of the 1996 Constitution.
Section 77 (a) of the Local Government Municipal Systems Act 32 of 2000 stipulates that a municipality must review a municipal service provided through an internal mechanism when an existing municipal service is to be significantly upgraded, extended or improved, or when a performance evaluation in terms of Chapter 6 requires a review of the mechanism, or when the municipality is restructured or re-organised in terms of the Local Government: Municipal Structures Act.

Furthermore, the organisational structuring of local government is explicitly prescribed in the Municipal Systems Act 32 of 2000 and specifically in Section 51 which provides that a municipality must, within its administrative and financial capacity, establish and organise its administration in a manner that would enable the municipality to:

a) be responsive to the needs of the local community;
b) facilitate a culture of public service and accountability amongst its staff;
c) be performance orientated and focused on the objectives of local government set out in Section 152 of the Constitution and its developmental duties as required by Section 153 of the Constitution;
d) ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality’s integrated development plan;
e) establish clear relationships, and facilitate co-operation, co-ordination and communication, between
   i. its political structures, political office bearers and its administration
   ii. its political structures, political office bearers and administration and the local community;
f) organise its political structures, political office bearers and administration in a flexible way in order to respond to changing priorities and circumstances;
g) perform its functions:
iii. through operationally effective and appropriate administrative units and mechanisms, including departments and other functional or business units; and

iv. when necessary, on a decentralised basis;

h) assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms; and

hold the municipal manager accountable for the overall performance of the administration (http://www.info.gov.za)

In terms of Chapter 4 of the Municipal Systems Act 32 of 2000, a municipality must adopt or promote community participation and must also provide for the following:

a) Receipt, processing and consideration of petitions and complaints lodged by members of the community;

b) Notification and public comment procedures;

c) Public meetings and hearings by the Council;

d) Consultative sessions with community organisations; and

e) Report-back sessions

Furthermore, in terms of Chapter 4, Section 16(1) of the Municipal Systems Act 32 of 2000 residents are encouraged to participate in the preparation, adoption, implementation and review of integrated development plans, including the strategic decisions about the provision of municipal services. According to Ijeoma (2013:417), the Local Government: Municipal Systems Act 32 of 2000 is the most important of all local government legislation as it establishes the framework for planning, performance management systems, effective resources utilisation and organisational change. It provides for the core principles, mechanisms and processes that are necessary to work in partnership with the community.

One of the aims of this research study is to analyse the relevant legislation and mechanisms that are in place at municipalities that promote co-production and public participation between citizens and government. The Municipal Systems Act 117 of 1998 explicitly states the roles of councillors, which include, inter alia, identifying and
prioritising the needs of communities living within a specific municipal area and determining the methods and mechanisms for delivering services (Van der Waldt et al., 2014:96). In terms of the roles of councillors defined in this Act, co-production is promoted as councillors have to consult with communities, officials and other role-players in local government. With reference to public participation, section 16 (1) of the Municipal Structures Act 32 of 2000 states that a municipality must develop a culture of municipal governance that complements representative government with a system of participatory governance.

It is evident from the above that, amongst the objectives of the Municipal Systems Act 32 of 2000 is to provide for the core principles, mechanisms and processes that are necessary to enable municipalities to engage with communities and facilitate public participation at local government level.

3.3.2. Local Government: Municipal Structures Act 117 of 1998

The Local Government: Municipal Structures Act 117 of 1998 is part of a series of legislation which aims to empower local government to fulfil its constitutional objectives as well as define the structures of local government. The Municipal Structures Act 117 of 1998 was the first piece of developmental legislation that dealt in specific terms with the structures and processes required to effect public consultation and participation in South Africa. The preamble to the Local Government: Municipal Structures Act 117 of 1998 acknowledges that there is a need to create a more harmonious relationship between municipal councils, municipal administrations and the local communities through the acknowledgement of reciprocal rights and duties. Furthermore, the preamble of this Act states that a fundamental aspect of the new local government system is the active engagement of communities in the affairs of municipalities of which they are an integral part, and in particular in planning, service delivery and performance management.

According to Van der Waldt et al. (2014:59), the purpose of this Act provides for the different categories and types of municipalities; the division of power and functions; and the regulation of internal systems, structures and office bearers of a municipality,
as well as appropriate electoral systems. The Municipal Structures Act 117 of 1998 therefore defines the roles and responsibilities of office-bearers in municipalities. Craythorne (2006:111) acknowledges that the Municipal Structures Act 117 of 1998 makes provision for compulsory committees, such as the executive committee or the Mayoral Committee for executive mayors, as well as sub-councils and ward committees. Within local government, a ward committee may make recommendations on any matter that affects its ward directly to the ward councillor, or through the ward councillor, to the council, the executive committee or to the executive mayor. This line of communication is represented in Figure 3.2 which represents the organisational structure of the Nelson Mandela Bay Municipality.

In terms of Sections 8-10 of the Municipal Structures Act 117 of 1998, the law provides for the establishment of three categories of municipalities in South Africa, namely Category A, Category B, and Category C. The NMBM is, in terms of the Local Government: Municipal Structures Act 117 of 1998, one of six metropolitan (Category A) municipalities. Category A municipalities are defined as “large urban complexes with populations over 1 million and accounting for 56% of all municipal expenditure in the country” (http://www.cogta.gov.za). Section 272 of the Local Government: Municipal Structures Act 117 of 1998 stipulates that a municipal council must annually review the following:

a) The needs of the community;
b) Its priorities to meet those needs;
c) Its processes for involving the community;
d) Its organisational and delivery mechanisms for meeting the needs of the community and;
e) Overall performance in achieving the objectives set out in Section 152 of the Constitution

According to the Nelson Mandela Bay (NMB) Communication Office, public participation meetings scheduled for 10 to 25 April 2017 started on a high note with residents showing a clear indication of what they expect from their municipality (http://www.mandelametro.gov.za). Interestingly enough, a resident in ward 14 of the
NMB stated that “as residents we need the municipality to be more inclusive. We need to be involved from the start of the budgeting process. It will then be easier for us to understand and contribute more constructively on implementation. We will also understand areas that are a priority for the metro as whole as compared to issues of priority in our own wards” (http://www.manelametro.gov.za).

What is clear from the above is that the roles of ward committees need to be understood as being an instrument of public participation within a broader context of municipal governance.

In terms of section 72 (3) of the Municipal Structures Act 117 of 1998, one of the specific objectives of a ward committee is to enhance participatory democracy in local government. It is acknowledged that ward committees are the most accessible forum for community participation that will ultimately promote co-production which leads to an increase in trust levels within local government. It has been argued previously in Chapter 2 that public participation empowers local citizens to hold their municipalities accountable and it also improves good governance by local municipalities. Draai and Raga (2011:86) state that a minimum level of trust is important for the maintenance of and aspiration to levels of good governance by government.

Both the Municipal Structures Act and the Municipal Systems Act emphasize transparency and access and compel municipalities to establish and facilitate mechanisms for public participation. Landsberg and Graham (2016:173) acknowledge that to foster local democracy, it is important that civil society organisations be strengthened as they contribute significantly towards both the substance and the process of democracy.

3.3.3. Local Government: Municipal Finance Management Act 56 of 2003

According to the Constitution and the White Paper on Local Government (1998), it was apparent that since the status of local governments has changed dramatically, it is essential for the finances of a new local government system to be managed effectively and efficiently. To facilitate this transition, new legislation was passed, namely, the
Local Government: Municipal Finance Management Act 56 of 2003 (hereinafter referred to as MFMA). The MFMA is a key component of the broader legislative framework governing municipalities, and forms a major part of the reform package to bring about financial management reforms in municipalities. The afore-mentioned Act aims to strengthen financial management to support municipalities in moving towards an even more sustainable future as well as clarifying and separating the roles and responsibilities of political office bearers (http://mfma.treasury.gov.za).

The main purpose of this local government piece of legislation is to secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government (Ijeoma, 2013:418). This view is supported by authors Thornhill and Cloete (2014:109) who state that the MFMA is to regulate financial management in municipalities; to require that all revenue, expenditure, assets and liabilities of municipalities and municipal entities are managed economically, efficiently, and effectively; to determine the responsibilities of officials and councillors entrusted with local sphere financial management; and to provide for other financial matters concerning municipalities.

Municipalities in South Africa spent a total of R73,1 billion during the September quarter of 2016 (http://www.statssa.gov.za). Stats SA’s latest Quarterly Financial Statistics of Municipalities report provides an overview of how this money was spent as depicted in Figure 3.3 below.
There are four underlying principles in the MFMA, which form the basis of the key reforms envisaged:

1. Promoting sound financial governance by clarifying roles;
2. Approaching budgeting and financial management strategically;
3. Modernising financial management; and

These principles as prescribed in the MFMA further enhance co-production and promote public participation. Fox and Meyer (2008:109) postulate that citizens are the best source of knowledge about their own needs and preferences as well as local conditions, and increased knowledge of local government affairs encourages a sense of social cohesion. According to Knight (2007:354), public participation in local government decision-making has undergone somewhat of a renaissance, with the 2002 reform of local government legislation placing greater emphasis on grassroots decision-making. There now seems to be a greater understanding of the importance of community views regarding the decisions made by local authorities.
With reference to the accountability of ward councillors and officials, chapters 7 and 8 of the MFMA deal with the responsibilities of councillors and officials involved in a municipality’s financial management. The municipal manager is designated as the municipality’s accounting officer, with some general and specific responsibilities related to developing and maintaining effective, efficient and transparent financial systems (Van der Waldt et al., 2014:212).

3.3.4. White Paper On Transforming Public Service Delivery (Batho Pele)
The concept of *Batho Pele* (‘People First’ in Sesotho) was devised by a former Minister for Public Service and Administration in South Africa.

It is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. It is a simple and transparent mechanism which allows citizens to hold public servants accountable for the level of services they deliver (*Batho Pele* Handbook – A Service Delivery Improvement Guide). The *Batho Pele White Paper on Transforming Public Service Delivery* published on 18 September 1997 states that a transformed South African Public Service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South Africans. The eight-service delivery *Batho Pele* principles that should be implemented are the following:

1. **Consultation.** Citizens should be consulted about the quality of the services they receive.
2. **Service standards.** Communities should be informed what level and quality of service they will receive so that they know what to expect.
3. **Access.** All citizens should have equal access to the services they are entitled to.
4. **Courtesy.** All members of the community should be treated with courtesy and consideration.
5. **Information.** Communities should be given full and accurate information about the public services they are entitled to.
6. **Openness and transparency.** Citizens should be informed on how local authorities function and the information they are entitled to.
7. **Redress and handling of complaints.** If community members do not receive promised services, they should be entitled to a full explanation and also to a speedy remedy.

8. **Value for money.** Services should be provided economically and efficiently in order to provide citizens with the principle of best value for money (*Batho Pele* Handbook – A Service Delivery Improvement Guide).

The *Batho Pele* principles have been summarised by the slogan: “We belong, we care, we serve.” *Batho Pele* aims to ensure that all public officials put people first, and adhere to the following overarching framework:

1. **We belong:** we are part of the Public Service and should work together and respect fellow colleagues;
2. **We care:** caring for the public we serve – our customers;
   *a. We serve:** all citizens will get good service from public servants (*Batho Pele* Handbook – A Service Delivery Improvement Guide)

If communities are aware of their rights, the actual implementation of the Batho Pele principles will ensure that all citizens receive the services to which they are entitled. Draai and Raga (2011:84) state that citizens are generally sceptical of the commitment and competence of the South African public service to deliver quality service, and by the proper implementation of the *Batho Pele* principles, public officials will project a professional and competent image. The *Batho Pele* principles should instil a culture of accountability by public officials, which will ultimately result in service excellence and continuous service delivery improvement. One of the principles of the White Paper on Local Government (1998) that guides municipalities to effective service delivery states that there should be trust, commitment and respect whereby trust refers to faith and confidence in the integrity, sincerity, honesty and ability of the process and those facilitating the process (www.dplg.gov.za).
3.3.5. Medium-Term Strategic Framework (MTSF)

The Medium-Term Strategic Framework (MTSF) adopted in 2010 identifies 10 strategic priority areas and 12 outcomes to achieve measurable results to define change in service delivery performance by 2014 (Draai & Raga, 2011:90). On 7 August 2014, government unveiled the MTSF for 2014 – 2019 as the government plan for changing lives for the better and transforming our society and economy faster than has been the case since 1994.

The MTSF identifies that citizens will be invited to help monitor service delivery, as it is stipulated within this framework that the percentage of active citizenship index rose to 85% in 2019, as opposed to 79% in 2011 (http://www.gcis.gov.za). The MTEF states that to ensure that communities have sustainable and reliable access to basic services over the next five years, government aims to increase the level of public trust and confidence in local government from 51% in 2012 to 65% in 2019, as measured by the IPSOS survey. However, findings of the pre-election Pulse of the People study conducted by IPSOS in June and July 2016 indicate that less than half (44%) of registered voters says "Overall, I trust government to deliver effective services to the public".

With reference to good governance, as discussed in Chapter 2, the MTSF identifies that to enhance good governance, government aims to:

1. promote citizen participation in local government;
2. strengthen cooperative governance arrangements to better support and empower municipalities;
3. take a long-term approach to skills development and capacity building for the local government sector; and
4. improve the quality of municipal administrative and management practices, including human resources and recruitment practices, supply chain and financial management, and anti-corruption actions (http://www.gcis.gov.za).

The fourth democratic government of South Africa under the leadership of President Jacob Zuma agreed on 12 outcomes as a key focus of work between 2010 and 2014.
This Delivery Agreement is a sum total of commitments made by key government departments in all spheres to ensure that government is working together to improve on service delivery and thus the lives of the people (http://www.info.gov.za). A total of 12 outcomes linked to the government’s foremost priorities towards 2014 with key performance indicators and targets have been identified by government. Each outcome is implemented through a delivery agreement cutting across the three spheres of government, as indicated in Table 3.2. The achievement of outcomes depends on concerted efforts from all key stakeholders and spheres of government. The Cabinet adopted the following 12 Outcomes:

1) Improved quality of basic education
2) A long and healthy life for all South Africans
3) The assurance that all people in South Africa are and feel safe
4) Decent employment through inclusive economic growth
5) A skilled and capable workforce to support an inclusive growth path
6) An efficient, competitive and responsive economic infrastructure network
7) Vibrant, equitable and sustainable rural communities with food security for all
8) Sustainable human settlements and improved quality of household life
9) A responsive, accountable, effective and efficient local government system
10) Environmental assets and natural resources that are well protected and continually enhanced
11) Creation of a better South Africa and contributing to a better and safer Africa and world

The Delivery Agreement comes as a result of a series of engagements that have taken place across the spheres of government as well as between government departments (http://www.info.gov.za). The Delivery Agreement will refine and provide more detail
to the outputs, targets, indicators and key activities for each outcome, and identify required inputs and clarify roles and responsibilities. It will spell out who will do what, by when and with what resources, as it was stipulated that performance agreements were signed, and Ministers were requested to establish an Implementation Forum for each of the twelve outcomes (http://ww.thepresidency.gov.za). One of the aims of this research study is to analyse existing structures and mechanisms that are in place at municipalities and that promote co-production and public participation and by ensuring the proper implementation of this Delivery Agreement, the NMBM will enhance public participation.

The Outcome 9 Implementation Framework, with reference to the Nelson Mandela Bay Municipality, will be discussed briefly, as it is pertinent to the discussion on co-production and public participation. Outcome 9 focuses on local government and is implemented, monitored and reviewed annually. Outcome 9 emanated as a result of poor government-wide performance in the following areas, among others:

1. Shortcomings in government delivery;
2. Collapse of institutional governance; and
Table 3.2: Government’s 12 Priority Outcomes and the role of local government

<table>
<thead>
<tr>
<th>No:</th>
<th>Description</th>
<th>Role of Local Government</th>
</tr>
</thead>
</table>
| 1   | High-quality basic education                     | • Facilitating the building of new schools through participating in needs assessments done by provinces, identifying appropriate land and facilitating zoning and planning processes  
     |                                                  | • Facilitating the eradication of municipal service backlogs in schools by extending appropriate bulk infrastructure and building connections  
     |                                                  |                                                                                                                                  |
| 2   | Improved health and life expectancy             | • Many municipalities perform health functions on behalf of provinces  
     |                                                  | • Strengthening the effectiveness of health services managed by municipalities by specifically enhancing TB treatments and expanding HIV and AIDS prevention and treatments  
     |                                                  | • Municipalities must continue to improve Community Health Infrastructure by providing clean water, sanitation and waste removal services                                                                                                    |
| 3   | All people in South Africa are protected and feel safe | • Facilitating the development of safer communities through better planning and the enforcement of municipal bylaws  
     |                                                  | • Directing the traffic control function towards policing high risk violations rather than revenue collection  
<pre><code> |                                                  | • Metro Police services should contribute by increasing police personnel, improving collaboration with the South African Police Services (SAPS) and ensuring rapid response to reported crimes |
</code></pre>
<table>
<thead>
<tr>
<th></th>
<th>Decent employment through inclusive economic growth</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Creating an enabling investment environment by streamlining planning application processes</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Ensuring proper maintenance and rehabilitation of essential services infrastructure</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Ensuring proper implementation of the Expanded Public Works Programme (EPWP) at the municipal level</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Designing service delivery processes to be labour intensive</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Improving procurement systems to eliminate corruption and ensure value for money</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Utilising community structures to provide services</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>A skilled and capable workforce to support inclusive growth</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Developing and extending intern and work experience programmes in municipalities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Linking municipal procurement to skills development initiatives</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>An efficient, competitive and responsive economic infrastructure network</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Ring-fencing water, electricity and sanitation functions so as to facilitate the cost-reflective pricing of these services</td>
<td></td>
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<tr>
<td></td>
<td>• Ensuring urban spatial plans provide for commuter rail corridors, as well as other public modes of public transport</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Maintaining and expand water purification works and waste water treatment works, in line with growing demand</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Assigning the public transport functions to cities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Improving maintenance of municipal road networks</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Vibrant, equitable and sustainable rural communities and food security</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Facilitating the development of local markets for agricultural produce</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Improving transport links with urban centres so as to ensure better economic integration</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Working with provinces to promote home production to enhance food security</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Ensuring effective spending of grants for funding extension of access to basic services</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sustainable human settlements and improved quality of household life</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Cities to work towards fulfilling the requirements to be accredited for the housing function</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Developing spatial plans to ensure new developments are in line with national policy on integrated human settlements</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Participating in the identification of suitable land for social housing</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Ensuring capital budget priorities maintain existing services and extend services</td>
<td></td>
</tr>
</tbody>
</table>
During 2010, the Department of Cooperative Governance and Traditional Affairs (COGTA), together with the Provincial Department of Local Government and Traditional Affairs, spearheaded the expression of the LGTAS in Municipal Turnaround Strategies.

The key objectives of the Outcome 9 Delivery Agreement include the following:

- To undertake an institutional diagnostic study of the institutional challenges underpinned by the Turnaround Strategy;
- To ensure improved access to essential services;
- To undertake ward-based socio-economic analysis to inform ward-based planning;

• To contribute to the achievement of sustainable human settlements and quality neighbourhoods;
• To strengthen participatory governance;
• To strengthen the administrative and financial capability of municipalities; and

Outcome 9 stipulates the undertaking of an institutional diagnostic study of the institutional challenges underpinned by the Turnaround Strategy by addressing the following issues, as identified in the NMBM Turnaround Strategy:

• Revisioning of Nelson Mandela Bay that will culminate in a long-term vision mission and development strategy;
• Implementation of integrated (institution-wide, political and administrative) outcomes-based performance management, informed by a critical diagnostic institutional performance analysis; and
• Appointment of the Municipal Manager.

3.3.6. National framework on public participation

The South African Constitution (1996) states that it is the primary duty of the state to create an environment in which people can gain access to social and economic rights and to alleviate any barriers or challenges these environments face. In South Africa, the introduction of public participation has manifested itself as a key concept that has been directed towards the shaping of a participatory democratic and developmental state.

Pring and Noe (2002) define public participation as an all-encompassing label used to describe various mechanisms that individuals or groups may use to communicate their views on a public issue. These authors argue that public participation is used to build and facilitate capacity and self-reliance among the people and is an involvement of the citizens in initiatives that affect their lives.
A central hypothesis of this study is that increasing public participation can increase citizen’s trust in public institutions, but one has to remain cognisant of the fact that increasing public participation can engender distrust when participants feel disrespected or ignored. The common theme amongst these various definitions of public participation places citizens as a focal point and the emphasis is on the active participation in their own development-related matters to ensure sustainable communities.

According to the Local Government Structures Act 117 of 1998, in Section 73(2), public participation is an essential factor for effecting and enhancing accountable governance driven by ward committees as mandated to facilitate communication channels between municipalities and communities.

Section 19 of the Local Government: Municipal Structures, Act 117 of 1998, provides that municipalities should:

a) develop mechanisms to consult the communities and community organizations in performance of their functions and in exercising powers; and
annually review the needs of the community and that municipal prioritise and strategise for meeting those needs.

In 2005, the National Policy Framework on Public Participation was published and defines participation as “…an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making” (Department of Provincial and Local Government, 2005:1). Municipalities can engage citizens and community groups in the affairs of the municipality in their capacities as citizens and voters affected by municipal resource mobilisation for the development of the municipal area (White Paper on Local Government, 1998: 4-5).

The National Policy Framework on Public Participation views public participation as a democratic process of engaging people in decisions that affect their communities, and allows for citizens to play an active part in the development and operation of services that affect their lives (Department of Provincial and Local Government, 2005:1). According to the ANC (2002), elected public representatives have not been successful in bringing about visible and fundamental changes to the relations of the public with
institutions of governance at local level and instead, participation has benefited mainly those who have access to resources and are better organised.

To promote and entrench democracy and public participation, the Nelson Mandela Bay Metropolitan Municipality introduced the concept of ward-based planning in the 2006/07 financial year, which encourages a bottom-up approach to planning, as opposed to the customary top-down approach (Nelson Mandela Bay Metropolitan Municipality’s Integrated Development Plan, 2008).

The Nelson Mandela Bay Municipality developed an institutional Policy and Procedures Manual to facilitate and coordinate public participation priorities through the Constituency Coordinator’s Office. The reviewed Public Participation Policy was adopted by Council on 25 February 2014 and the Constituency Coordinator’s Office facilitates and coordinates community participation and advocacy on strengthening community voices by cooperating with other spheres of government in matters of public participation and service delivery interventions in local wards through collaborative platforms (http://www.nelsonmandelabay.gov.za). In strengthening community voices and advocating public participation, the NMBM will be in a position to regain the confidence of local communities and ultimately restore trust within the NMBM.

Without public participation, a democratic government cannot function as a democracy as positive public participation will be stifled and the public will not be actively involved in the right to participate in government decisions. Bovaird and Loeffler (2003:193) developed a typology of public participation, as illustrated in Figure 3.4 that illustrates the importance of “consultation”, “listening”, “being in touch with the people”, “involving users” and strengthening “accountability to local people.”
### 3.3.6.1. Benefits of public participation

Van der Waldt et al. (2014:65) further state that participation of the local community in the affairs of the municipality must be created and encouraged and conditions must be established for the community to contribute to strategic decisions relating to the provision of municipal services.

According to Beierle (1998:4-5), there are six goals of public participation, namely, (1) educating and informing the public; (2) incorporating public values into decision-making; (3) improving substantive quality of decisions; (4) increasing trust in institutions; (5) reducing conflict; and (6) achieving cost-effectiveness. Similarly, the Manila Declaration on People’s Participation and Sustainable Development (Meyer & Theron, 2000:156-161) states that citizen participation empowers citizens and is a tool to promote democracy whereby the act of participating allows affected communities the opportunity to be actively involved in matters affecting them.

Brynard (1996:15) identifies that the key elements and benefits of public participation are:

- The effective use of scarce resources, as this promotes transparent accountability;
- Speeding up service delivery; since the community is involved directly in the planning process;
- It promotes transparency; and

---

**Figure 3.4: Public participation spectrum**  
Source: Bovaird and Loeffler (2003:193)

<table>
<thead>
<tr>
<th>Communication</th>
<th>Consultation</th>
<th>Co-production</th>
</tr>
</thead>
<tbody>
<tr>
<td>One-way flow of information from service providers to the public</td>
<td>Two-way dialogue between service providers and the public</td>
<td>Active involvement of the public in policy decisions and/or service design/delivery</td>
</tr>
</tbody>
</table>

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113
It helps to improve government’s performance.

Based on the theory provided in Chapter 2, it can be stated that public participation is inextricably linked to participatory democracy and can be regarded as a key requirement for enhancing good governance. Bekker (1996:41) supports this view and states that public participation can broadly be divided into two main categories, namely the mere receiving of information by citizens from authorities about proposed actions, and the sharing of power with citizens to shape final decisions.

Similarly, Creighton (2005:8) notes that the word ‘participation’ has different meanings and is best understood and illustrated as a continuum, as illustrated in Figure. 3.5:

![Figure 3.5: Continuum of participation](source: Creighton (2005:6))

However, De Villiers (2001:32) contends that the promotion of public participation is hampered by a lack of capacity as well as a lack of resources amongst those whose participation is most desired, namely, communities at the grassroots level. Vivier and Wentzel (2013:242) also argue that people are often uninformed about the structures of government and the capacities of participatory forums.

Similarly, Van der Molen, Van Rooyen and Van Wyk (2002:65) argue that in the event that the needs and requests of citizens are not being addressed, reluctance to participate may result because there is a tendency amongst citizens to participation with a ‘you-do-as-we-say’ approach. The Civic Protest Barometer (2015) suggests that protests usually peak during local government elections and Booysen (2007:21) refers to this phenomenon as “ballot and brick” politics.

The Presidential Local Government Summit Back to Basics Programme clearly states that while these protests have generated a negative narrative and perceptions for
municipalities, municipalities should recognise these protests as a serious indictment to effective service delivery (www.cogta.gov.za). The programme is a national initiative aimed at ensuring that municipalities perform their core mandate of delivering basic services to local communities, as enshrined in the Chapter 7 of the Constitution. The Back to Basics approach is based on the following five principles:

1. Putting people first and engaging with the community;
2. Delivering basic services;
3. Good governance;
4. Sound financial management; and

The essence of the Back to Basics’ approach is to put people and their concerns first and ensure constant contact with communities through effective public participation platforms, whereby councillors create a dynamic link with their constituencies. Furthermore, the Back to Basics’ programme stipulates that stringent measures will be taken to ensure that municipalities engage with their communities as it will enforce compliance with the provisions of the Municipal Systems Act on community participation.

The basic measures to be monitored are:

1. the existence of the required number of functional ward committees;
2. the number of effective public participation programmes conducted by councils; and
3. the regularity of community satisfaction surveys carried out (www.cogta.gov.za).

The ward committee elections took place on 21 June 2017 in the Nelson Mandela Bay and were declared free and fair by the Independent Electoral Commission (IEC) (http://myportelizabeth.co.za). It was reported that a staggering 132 000 residents participated in these elections, an unprecedented turnout for a South African municipality. This reiterates the recent statistics released by the South African Consumer Satisfaction Index (SAcsi), as indicated in Figure 3.6, which conveyed that
the 2016 municipal elections were a watershed moment for post-democracy politics in South Africa. Peoples’ shifting sentiment was reflected in how they voted and the NMBM ascended to the second most trusted municipality in the country (https://businesstech.co.za).

<table>
<thead>
<tr>
<th>#</th>
<th>Municipality</th>
<th>2016 score</th>
<th>2017 score</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Cape Town</td>
<td>77.1</td>
<td>72.4</td>
<td>-4.7</td>
</tr>
<tr>
<td>2</td>
<td>Nelson Mandela Bay</td>
<td>57.5</td>
<td>67.4</td>
<td>+9.9</td>
</tr>
<tr>
<td>3</td>
<td>Tshwane</td>
<td>62.7</td>
<td>65.2</td>
<td>+2.5</td>
</tr>
<tr>
<td></td>
<td>Industry Average</td>
<td></td>
<td></td>
<td>64.9</td>
</tr>
<tr>
<td>4</td>
<td>Johannesburg</td>
<td>58.0</td>
<td>64.6</td>
<td>+6.6</td>
</tr>
<tr>
<td>5</td>
<td>eThekwini</td>
<td>65.0</td>
<td>63.0</td>
<td>-2.0</td>
</tr>
<tr>
<td>6</td>
<td>Ekurhuleni</td>
<td>61.7</td>
<td>62.8</td>
<td>+1.1</td>
</tr>
<tr>
<td>7</td>
<td>Manguang</td>
<td>58.8</td>
<td>56.4</td>
<td>-2.4</td>
</tr>
<tr>
<td>8</td>
<td>Buffalo City</td>
<td>52.6</td>
<td>51.4</td>
<td>-1.2</td>
</tr>
</tbody>
</table>

**Figure 3.6: Most trusted municipalities in South Africa 2017**
Source: (https://businesstech.co.za). The best and worst municipalities in South Africa in 2017

In this study, an assumption was made that if co-production is non-existent or problematic and if communities lose trust in the performance of municipalities, any attempts by government to address these challenges relating to effective governance would be ineffective. The rapid ascent to the second most trusted municipality in the country affirms the Nelson Mandela Bay Municipality’s commitment to the rule of democracy.

Emanating from theories and frameworks discussed in the previous paragraphs, engaging communities in decision-making processes will enable good governance, and as stated by Landsberg and Graham (2016:171), engagement between the community and local government could hold various advantages, including the following:
• Improving the quality of policy interventions by allowing local government to tap wider information and knowledge systems, perspectives, and potential solutions in order to meet community challenges;

• Meeting the challenges of the emerging information society, to prepare for greater and faster interactions with citizens;

• Integrating community input into the policy-making process, in order to respond to community’s expectations that their voices be heard, and their views be considered, in decision making;

• Becoming more transparent and accountable in the face of increasing public and media scrutiny of municipal actions (and inactions); and

• Strengthening community trust in government and reversing the low voter turnout trends in local elections and declining confidence in municipalities.

According to the National Framework of Public Policy (2005:15), the benefits of public participation are as follows:

**Increased level of participation in communities:** One of the most common ways public participation improves governance is by increasing the levels of information about local government in communities.

**Improved need identification for communities:** Section 153 of the Constitution, 1996 stipulates that one of the key duties of a municipality is that it structures and manages its administration, budgeting and planning processes to give priority to the basic needs of the community.

**Improved service delivery:** This benefit is concerned with improved service delivery where government is better informed about community needs and should be able then to deliver better services.

**Greater community empowerment:** A fourth benefit is greater community empowerment. The more community structures are empowered, and processes put in place, the more likely communities will be able to participate.

**Greater accountability:** In South Africa, this fifth benefit is noted especially within government structures where reports of fraud and corruption are forthcoming. Within
local government, ward committees are regarded as a tool for co-production and as there is an increase in public participation in local government matters, transparency and accountability increases.

### 3.3.7. National Development Plan

The National Development Plan 2030 (NDP) released in August 2012 epitomises the notion of South Africa being a developmental state (Thornhill et al., 2014:77). According to the National Planning Commission (2012:24), the NDP aims to mobilise all South Africans to “eliminate poverty and reduce inequality by 2030.”

Similar to the notion of co-production, the NDP demonstrates the close link between capabilities, opportunities and employment on social and living conditions as it indicates how leadership, an active citizenry and effective government can help drive development in a socially cohesive environment. The NDP 2030 sets out the following six interlinked priorities:

1) Uniting all South Africans around a common programme to achieve prosperity and equity;
2) Promoting active citizenry to strengthen development, democracy and accountability;
3) Bringing about faster economic growth, higher investment and greater labour absorption;
4) Focusing on key capabilities of people and the state;
5) Building a capable and developmental state; and
6) Encouraging strong leadership throughout society to work together to solve problems (NDP: 16).

Priorities 2 and 6 as mentioned above, support the notion of co-production and the importance thereof, in developing a developmental state that will strengthen democracy and accountability.

The NDP is a plan for the whole country. Government will engage with all sectors to understand how they are contributing to implementation, and particularly to identify
any obstacles to them fulfilling their role effectively (http://www.sanews.gov.za). The NDP Diagnostic Report (National Planning Commission, 2011) states that there are three major factors contributing to the uneven performance on service delivery, namely political instability, organisational instability and the capacity/skills deficit.

Furthermore, Botha et al. (2015:228) state that South Africa is characterised by an active, and often activist, civil society, where many sectors of society are part of the citizenry and governance efforts by means of co-producing services. According to Manuel (2011:380), the NDP (Vision 2013) has identified the lack of capacity in municipalities and the rest of the public sector as a cause for failure in service delivery to the citizens. The successful implementation of this plan depends on various conditions, such as the following:

- Breaking the Plan into manageable chunks;
- Developing detailed programme plans;
- Building on the broad support for the Plan;
- Building trust and confidence among key role-players;
- Strengthening public sector capacity;
- Streamlining reporting procedures; and
- Consistent messaging (http:www.sanews.gov.za).

In the 2013 State of the Nation Address, President Jacob Zuma stated that the NDP is a roadmap for tackling the problems of poverty, inequality and unemployment and admitted that the achievement of these goals has proven difficult in the recent past (Botha et al., 2015:243). However, in its policy document on governance, the Democratic Alliance (DA), the official opposition to the ruling party, the African National Congress (ANC), states that, under the ANC, the South African government has failed to provide effective governance in South Africa, which has impacted on declining trust in government and government leadership (Botha et al., 2015:245). To support this statement, research conducted by the Institute for Justice and Reconciliation (IJR) has indicated that South Africans do not have strong trust in government institutions and confidence in local government institutions is only 49.8% (Lefko-Everett, 2013). Lefko-Everett (2013:22) further state that South Africans do not
trust South Africa’s leaders as around 50% of South Africans believe that “leaders are not concerned with people like me” and that there is “no way to make disinterested public officials listen”, and do not “trust leaders to do what is right”.

Similarly, the DA, which is the governing party in Nelson Mandela Bay, has stated that there are a number of factors contributing to the declining levels of trust in local government, such as the following:

1. Lack of accountability: The DA quotes from the NDP to support its view that there is an erosion of public accountability in the South African governance system;
2. Deficient co-ordination between government structures;
3. Corruption and maladministration; and
4. Political interference: The politicisation of senior public-sector appointments, and political interference in the functioning of independent institutions, undermines the constitutional provisions that speak to the creation of an impartial public service that should function without fear, favour or prejudice (Botha et al., 2015:245).

In light of the above, it is evident that South African local government is faced with numerous challenges in respect of governance and attending to these challenges should be regarded as a matter of urgency in order to fulfil its developmental mandate.

3.4. SUMMARY

This chapter consulted various authors and pieces of legislation that have been compared concerning public participation and ward committees as vehicles for co-production. Legislative frameworks such as the ones mentioned in this chapter will serve as vehicles of public participation, which in turn will enhance co-production. However, the authenticity of actually empowering citizens to participate will only become a reality if it becomes a process that emanates from the public themselves. Taking cognisance of the trend in declining trust levels within government as indicated by various surveys, the legislative environment governing public participation has not been able to propose creative ways of fostering or expediting the rendering of effective and efficient service delivery in the Nelson Mandela Bay.
Government should be acknowledged for putting in place the structures, but it does not adequately incorporate citizens' opinions and experiences in its intervention or improvement programmes (Davids et al., 2005:63). Though South Africa is unique, much can be learned from international experience in terms of designing and delivering services whereby both the citizens and the public sector contribute towards effective service delivery. In order to meet the growing number of challenges within local government where neither the government nor citizens have the necessary resources to address these challenges on their own, co-production is important. Co-production is the model by which public services can begin to prevent social problems such as crime and service delivery protests, as citizens will be asked to do something, to give back and to help deliver the service.

While emphasis is placed on the core values of uplifting the developmental mandate of the municipality and increasing public and citizen participation, attention has also been directed toward the challenges facing the efficiency of the municipality, and a depiction of the current municipal status in association with developmental progression.

The following chapter will elaborate on the research methodology and research design undertaken during this study.
CHAPTER FOUR
RESEARCH METHODOLOGY AND DESIGN

4.1 INTRODUCTION
This chapter provides an overview of the research methodology and research design utilised for the empirical component of the study. According to De Vos et al. (2012:61), irrespective of what one wants to learn, or what one wants to discover, or what knowledge one wants to acquire, there is a process involved – a systematic process of scientific inquiry, or a standard sequence of steps to increase our understanding of the world around us.

The primary aim of this research was to examine how co-production of public service delivery improves levels of trust and confidence within local government and simultaneously to provide recommendations to encourage co-production in local government decision-making so as to enhance citizen trust levels. In Chapter 1 the following key questions were asked:

1. What policies, strategies, legislative frameworks and structures have been implemented within the NMBM to promote and enhance public participation?
2. Are these policies and strategies reviewed, monitored and evaluated on a regular basis to ensure that service delivery is improved?
3. Are the service delivery protests an indication by communities of their fading lack of trust and confidence in local government as a result of unfulfilled empty election promises?
4. Do the ward committees of the NMBM provide the public with sufficient opportunities to participate in the issues relating to public service delivery?
5. How can communities, through co-production, enhance the accountability of ward councillors?
6. What can the current leadership do to ensure that the trust between them and community members and ward committees is enhanced?
7. To what extent does co-production of public service delivery by citizens lead to trust in service delivery?
The above-mentioned questions formed an integral part of the research methodology applied during the empirical component of this study that was conducted using the Nelson Mandela Bay Municipality (NMBM) as a case study. According to Bryman and Bell (2014:113), case study researchers aim to examine a single case intensively, and then engage in a theoretical analysis of the data. The aim of this study is to develop a governance model that can be used to enhance co-production and recommend practical and sustainable mechanisms that can be used by local municipalities to ensure effective governance.

This chapter elaborates on the research methodology used and it explains the data-collection techniques and sampling, focusing also on the reliability and validity of the data-measuring instruments of the study. Ethical considerations of the study are also provided.

4.2. RESEARCH DESIGN

According to Babbie (2007:112), “…a research design involves a set of decisions regarding what topic is to be studied, among what population, with what research methods and for what purpose”. Monette, Sullivan and DeJong (2008:9) explain research design as a plan outlining how observations will be made and how the researcher will carry out the project. Leedy and Ormrod (2005:91) state that research design includes the planning, visualisation of the data and the problems associated with the employment of the data in the entire research project. Webb and Auriacombe (2006:589) further assert that a research design consists of a plan, a roadmap, that allows the researcher to test the validity of his/her hypothesis or answers to his/her questions, taking into account the factors that s/he believes might affect the relationship between the dependent and the independent variables.

Similarly, Mouton (2001:49) contends that the research design addresses one key question: *What type of study will be undertaken in order to provide acceptable answers to the research problem or question?* Put simply, what kind of study will the researcher be undertaking to best answer the research question?
A research design is simply the way that the researcher proposes to go about testing the hypotheses or answering the research question. According to Patton (2002:15), the research design provides the glue that holds the research project together. In Patton’s (2000) view, a design is used to structure the research, to show how all the major parts of the research project, the samples or groups, measures, treatments, programmes or methods of assignment working together to address the central research questions. Brynard and Bell (2014:100) state that a research design is a framework developed to generate evidence that is suited to a certain set of criteria, namely, reliability, replication, validity, trustworthiness and authenticity.

The views of these various authors have been consolidated into a conceptual model of decision steps applicable to this research study. This model, as illustrated in Figure 4.1, forms the foundation on which the research design was based. A research design, therefore, poses the following four fundamental questions in relation to data collection:

1. What data is needed?
2. Where is the data located?
3. How will the data be interpreted?
4. How will the data be saved? (Terre Blanche et al., 2004:37).
This research included a literature study that comprised books, legislation, newspaper articles, the Internet, election manifestos, policy frameworks, official reports and strategy/planning documents. The most pertinent findings as discussed by various authors, researchers and documents were discussed in detail in Chapters 2 and 3.

As previously stated, the researcher adopted a case study design for the empirical study. Henning, Van Rensburg and Smit (2004:41) state that a case study design is used to gain an in-depth understanding of the situation and meaning of the participants involved. Bryman and Bell (2014:110) contend that case study design involves the
detailed and intensive analysis of one or more cases which the researcher aims to study in depth and the focus is on understanding a bounded situation or a system. According to Leedy and Ormrod (2015:135), a case study may be suitable for investigating how an individual or a programme changes over time, perhaps as a result of certain circumstances or interventions, and they argue that in either circumstance, it is useful for generating or providing preliminary support for hypotheses. One of the hypotheses of this study proposes that increasing public participation in local government affairs will lead to improved trust in governance.

The study restricted its geographical focus to the Nelson Mandela Bay Municipality (NMBM), which has a population of 1,263 051 as reported in the Community Survey 2016 (www.statssa.gov.za). The Nelson Mandela Bay Municipality provided the empirical base for the data collection from which reliable conclusions could be derived for purposes of this study. Figure 4.2 reflects the ward delimitation of the NMBM, whereby the wards provide for accountability, transparent governance and also enhance legislative compliance.
Figure 4.2: Ward delimitation 2016
Fox and Bayat (2009: 69) are of the opinion that when a group or an institution is being investigated, one should be cognisant of the following three aspects:

(1) The case should be defined or demarcated, which means that its boundaries should be determined;

(2) Whatever technique is used for data collection, the concern is not merely to describe what is observed, but to search, in an inductive way, for consistent regularities and recurring patterns; and

(3) Triangulation is frequently used.

4.3. RESEARCH METHODOLOGY

The aim of a research methodology is to develop and articulate strategies and methods by means of which the objectivity, validity and credibility of research findings may be maximised (Mouton & Marais, 1990: vii). Furthermore, Mouton and Marais (1990:15) state that a research methodology assists the researcher in choosing the most appropriate model or techniques for investigating the subject of focus, measuring instruments, data collection methods, how the data should be analysed and how the findings relate to the original formulation of a problem. Although sometimes confused with each other, the research design and the research process/methodology are not synonymous. According to Mouton (2001:56), the research design focuses on the logic of the research and the end product, with the point of departure being the research problem or question, whilst research methodology focuses on the research process and procedures, the point of departure being the specific tasks (data collection or sampling) at hand.

Welman, Kruger and Mitchell (2005: 6-7) state that there are primarily two approaches to research, namely the quantitative approach and the qualitative approach. According to Welman et al. (2005:6-7), the quantitative approach can also be referred to as the positivist approach as it signifies that research must be limited to what can be observed and measured objectively, that is, that which exists independently of the feelings and opinions of individuals. In this study, the researcher explored the most suitable method to obtain answers to the research questions raised in Chapter 1. Furthermore, Welman
et al. (2005:6) state that the positivist approach is opposed by the anti-positivists who argue that it is inappropriate to follow strict natural-scientific methods when collecting and interpreting data and maintain that the natural-scientific method is designed for studying molecules or organisms and is inappropriate to human behavioural sciences.

The qualitative approach to research is also known as the anti-positivist approach and the anti-positivists focus their research on experiencing human behaviour and understanding human behaviour from the perspectives of the people involved.

Basically, it was deemed necessary to employ both the quantitative and qualitative research methods for the purpose of this research. These two methods are discussed in depth in this chapter; and in addition to these research methods, triangulation is discussed as a method applied by the researcher. Methodological triangulation refers to the use of multiple methods to study a single problem, looking for convergent evidence from different sources, such as interviewing, participant observation, surveying, and a review of documentary resources (Terre Blanche et al., 2006:308). The questionnaire for the purpose of this study was a self-administered questionnaire consisting of closed-ended questions and a SWOT analysis of the issues critical to this research study. The closed-ended questions ensured that responses would be valid and comparable. Questions were constructed using the Likert rating scale format where the respondents were required to tick off boxes marked in numbers from 1 to 5. A qualified statistician from the Nelson Mandela University assisted the researcher with data analysis and interpretation.

4.3.1. Quantitative research

According to Leedy and Ormrod (2015:94), quantitative research refers to research that is employed to answer questions about relationships among measured variables with the purpose of explaining, predicting, and controlling phenomena. In addition, Leedy and Ormrod (2015:94) assert that the quantitative approach is sometimes called the traditional, experimental, or positivist approach, whereas the qualitative approach is also referred to as the interpretative, constructivist or postpositivist approach. Similarly, Fox and Bhayat (2009:78) state that quantitative research involves the collection and analysis of numerical data by means of structured instruments such as
questionnaires and statistical tests are applied to process and explain data and to summarise the findings.

Bryman and Bell (2015:39) indicate that when conducting quantitative research, there are four primary considerations, namely measurement, causality, generalisation and replication:

1. Are the instruments devised to measure concepts reliable (i.e. consistent and stable) and valid (that is, do they reflect the concept they are supposed to be measuring?)

2. Causal explanations, based on theory or common sense, are extremely important in quantitative research whereby the researcher has to provide a thorough explanation as to why things are the way they are and what the causes and the effects are.

3. When conducting quantitative research, researchers pursue a sample that is representative of the population being studied so that they are able to generalise their findings beyond the context of their research.

4. The principle of replication requires that the researcher makes explicit the methods utilised in generating findings so that another researcher is able to replicate a piece of research.

For the purpose of this research, the quantitative research approach was regarded as best suited for the ward councillors (60), members of the Executive Mayoral Committee (10) and senior municipal officials (50) who formed Group A for the empirical survey. Members of the Mayoral Committee are full-time councillors. Ten councillors are prescribed in terms of the Local Government: Municipal Systems Act, 32 of 2000. The 60 ward councillors represent the 60 wards in the area of jurisdiction of the Nelson Mandela Bay Municipality.

They are part-time councillors directly elected by their respective communities (wards) in the geographical area of jurisdiction of the Municipality. Data was collected from these groups by employing the quantitative research method, using self-administered questionnaires.
4.3.1.1. Variables

Welman et al. (2005:16) define a variable as a property that takes two or more values and is subject to change, for example, “height” and “gender”. Quantitative research relies upon the measurement and analysis of casual relationships between variables rather than involving the analysis of processes. The general progression in quantitative research is to test a theory by relating independent variables to dependent variables in a regulated setting. Bryman and Bell (2014:26) state that the most basic distinction between the different types of variables is between independent and dependent variables. According to Leedy and Ormrod (2015:218), a variable that a researcher studies as a possible cause of something and one that the researcher can “manipulate” is called an independent variable, whereas a dependant variable is influenced by the independent variable. The dependent variable is that factor that is observed and measured to determine the effect on the dependant variable. Figure 4.3 depicts the cause and effect relationship for this study and it identifies the independent as well as the dependent variables.

![Figure 4.3: The relationship between independent and dependent variables](image)

The independent variables in this research study are the levels of public participation, citizen participation, the lack of institutional capacity and its impact on trust levels within the Nelson Mandela Bay Municipality. Welman et al. (2005:16-17) acknowledge that the independent variable must have at least two levels for it to be eligible as a variable and a dependent variable is that element that the
researcher observes and measures to determine how it was affected by the independent variable. In this research, the Government Communication and Information System (2014), the IPSOS survey and the South African Consumer Satisfaction Index (SAcsi) provided the researcher with the necessary statistics to determine how the independent variables affected the dependent variable of trust.

4.3.2. Qualitative research

The second approach employed in this study was qualitative in nature. In contrast to the quantitative approach, Leedy and Ormrod (2015:94) state that qualitative research is used to answer questions about the complex nature of phenomena, often with the intention of describing and understanding the phenomena from the participants’ point of view.

Furthermore, Leedy and Ormrod (2015:133) affirm that qualitative approaches have two things in common: firstly, they focus on phenomena that occur in natural settings (“real world”) and secondly, they involve studying these phenomena in all their complexity. According to Mouton and Prozesky (2001:270), qualitative research is used to provide a social perspective by studying human action as its primary goal is to describe and understand human behaviour.

Henning et al. (2004:8) assert that qualitative research is defined as research that applies open-ended, semi-structured or closed structured interviews, observations and group discussions to explore and understand the attitudes, opinions, feelings and behaviour of individuals or group of individuals. Likewise, Denzin and Lincoln (1994:4) state that “…the word ‘qualitative’ implies an emphasis on processes and meanings that are not rigorously examined or measured (if measured at all) in terms of quantity, amount, intensity or frequency”. According to Welman et al. (2005:9), the intention of qualitative research is to achieve an insider’s view by talking to the subjects or observing their behaviour in a subjective way and the results are based on the behaviour of people.

In this study, the quantitative data used was primary and it was collected by the researcher, while the qualitative data was generated from focus group interviews.
whereby useful insights relating to trust, citizen and public participation were obtained. The focus group interviews with ward committee members were conducted to distinguish whether citizens would continue to disengage from government no matter how much progress is made within the NMBM and whether the municipality can increase the trust of citizens in government by improving services and better engaging them.

Jackson (1995:7) maintains that qualitative research accentuates verbal descriptions and explanations of human behaviour and concerns itself with representative samples by highlighting careful and detailed descriptions of social practices in an attempt to understand how the participants experience and explain their own world.

However, given the above characteristics of qualitative research and quantitative research, it is proposed that common ground is shared by both the qualitative and quantitative research paradigms.

### 4.3.3. Differences between quantitative and qualitative research

Fox and Bayat (2009:7) state that it is not always possible to identify clear-cut boundaries between quantitative and qualitative research methodology as many research studies encompass both methodologies. Similarly, Welman et al. (2005:9) state that the purpose of both quantitative and qualitative research is to try to understand the subject’s point of view. According to Welman et al. (2005:9), this is achieved in quantitative research by means of controlling the situation and using remote methods and in qualitative research, unstructured interviews and detailed observation processes are used to gain better information about the views of subjects. Mfene (2014:135) contends that whilst quantitative research saves time and is more cost effective, qualitative research discovers how people perceive their surroundings. Therefore, a combination of quantitative and qualitative approaches was employed in this research study.

However, quantitative research differs considerably from qualitative research. According to Bryman and Bell (2014:31), quantitative research approaches tend to emphasise quantification in the collection and analysis of data, whereas qualitative
research approaches usually emphasise the collection and analysis of primarily non-numerical data (words, pictures and actions). Table 4.1 presents a summary of the differences between quantitative and qualitative approaches.

<table>
<thead>
<tr>
<th>Question</th>
<th>Quantitative</th>
<th>Qualitative</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the purpose of the research?</td>
<td>To explain and predict</td>
<td>To describe and explain</td>
</tr>
<tr>
<td></td>
<td>To confirm and validate</td>
<td>To explore and interpret</td>
</tr>
<tr>
<td></td>
<td>To test theory</td>
<td>To build theory</td>
</tr>
<tr>
<td>What is the nature of the research process?</td>
<td>Focused</td>
<td>Holistic</td>
</tr>
<tr>
<td></td>
<td>Unknown variables</td>
<td>Unknown variables</td>
</tr>
<tr>
<td></td>
<td>Established guidelines</td>
<td>Flexible guidelines</td>
</tr>
<tr>
<td></td>
<td>Predetermined methods</td>
<td>Emergent methods</td>
</tr>
<tr>
<td></td>
<td>Somewhat context-free</td>
<td>Context-bound</td>
</tr>
<tr>
<td></td>
<td>Detached view</td>
<td>Personal view</td>
</tr>
<tr>
<td>What are the data like, and how are they collected?</td>
<td>Numeric data</td>
<td>Textual and/or image-based data</td>
</tr>
<tr>
<td></td>
<td>Representative, large sample</td>
<td>Informative, small sample</td>
</tr>
<tr>
<td></td>
<td>Standardised instruments</td>
<td>Loosely structured or non-standardised observations and interviews</td>
</tr>
</tbody>
</table>
How are data analysed to determine their meaning?

<table>
<thead>
<tr>
<th></th>
<th>Statistical analysis</th>
<th>Search for themes and categories</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Stress on objectivity</td>
<td>Acknowledgement that analysis is subjective and potentially biased</td>
</tr>
<tr>
<td></td>
<td>Deductive reasoning</td>
<td>Inductive reasoning</td>
</tr>
</tbody>
</table>

How are the findings communicated?

<table>
<thead>
<tr>
<th></th>
<th>Numbers</th>
<th>Words</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Statistics, aggregated data</td>
<td>Narratives, individual quotes</td>
</tr>
<tr>
<td></td>
<td>Formal voice, scientific style</td>
<td>Personal voice, literary style</td>
</tr>
</tbody>
</table>

(Source: Leedy and Ormrod, 2005:96)

Comparably, Leedy and Ormrod (2015:95) assert that quantitative researchers seek explanations and predictions that will generalise to other persons and places and the intent of this type of research is to establish, confirm or validate relationships that contribute to theory. Furthermore, Mouton and Marais (1988:155) affirm that the quantitative approach is defined as the approach to research in the social sciences that is more highly formalised as well as more explicitly controlled, and which is relatively close to the physical sciences.

**4.3.3.1. Criticisms of quantitative and qualitative research**

Bryman and Bell (2014:49) contend that historically, quantitative research has been the focus of criticism since emphasis was placed on the specific methods and designs associated with quantitative research. Similarly, in the same way that quantitative research has been criticised, quantitative researchers find fault with qualitative research.

The criticisms of quantitative research include the failure to distinguish people and social institutions from the real world, a false sense of precision from the measurement
process, and missing the connection between research and everyday life (Bryman & Bell, 2014:50).

This study attempted to establish whether co-production of public services leads to trust in service delivery as it is argued that involving citizens in the delivery of public services is regarded as an effective mechanism to improve service quality and trust of citizens in service delivery and ultimately, in government. Despite quantitative research being more cost effective and less time consuming, it was important to ascertain the perceptions of ward committee members regarding the role of both government and citizens in service delivery involvement. Hence, a combination of both quantitative and qualitative approaches was employed.

4.3.4. Triangulation

As previously stated, the methodological triangulation type was applied to this research study. Collectively, the findings of the quantitative and qualitative research were used to generate final findings and conclusions.

The concept of triangulation was taken up by Denzin in the 1970s, and a more systematic approach of triangulation for social research was developed (Flick, 2014:183). King and Horrocks (2010:164) acknowledge that Denzin distinguished the following four types of triangulation:

1. Data triangulation: This refers to the use of different data sources recommends studying phenomena at different dates and places and from different persons, using a variety of data sources within a single study;
2. Investigator triangulation: This occurs when different observers or interviewers are employed to detect or minimise biases resulting from the researcher as a person. There may be one researcher who is a member of the group being studied and another who is not, thereby ensuring that both an ‘insider’ and an ‘outsider’ perspective are obtained;
3. Theory triangulation: Data is approached with multiple perspectives and hypotheses in mind to make sense of the same set of data; and
4. Methodological triangulation: Different methods of data collection, commonly both quantitative and qualitative, are combined in the study to address the same research problem.

Triangulation refers to the use of quantitative research to corroborate qualitative research findings, or vice-versa (Bryman & Bell, 2014:62). As previously stated, this study combined both quantitative and qualitative methods, whereby the aim of the focus group interviews was to gather qualitative data on individuals’ specific experiences with the Nelson Mandela Bay Municipality and the purpose of the self-administered questionnaires was to obtain the responses of a broader group of people and to add measurable context to the qualitative data collected during the interviews. Bryman and Bell (2014:63) posit that whether planned or unplanned, there is always the possibility that quantitative and qualitative findings may not corroborate one another and they suggest that when results are inconsistent, the approach is to treat one set of results as conclusive.

Flick (2014:30) contends that the answers of the questionnaires are analysed for their frequency and then the answers in the interviews are analysed, linked and compared (see Figure 4.4).

![Figure 4.4: Levels of triangulation of qualitative and quantitative research](Source: Flick, 2014:31)
4.4. DATA COLLECTION TECHNIQUES

According to Brynard and Hanekom (1997:28), four frequently used techniques of data collection are the scrutiny of relevant literature, interviews, questionnaires, and observation. The data for this study was gathered by means of a literature review, questionnaires and focus group interviews. Fox and Bayat (2009:35) state that a literature review provides a critical assessment and summary of past and current literature within a particular discipline. Welman et al. (2005:39) advocate that a literature review provides the researcher with information about aspects of the problem which have not been investigated before, thereby providing insights regarding the weaknesses and problems of previous studies. Furthermore, Welman et al. (2005:39) state that a review of related literature provides the researcher with important facts and background information about the subject under study.

The literature review in this study provided the basis for the questionnaire and interviews and assisted the researcher with ideas on the best methods and techniques on how to proceed with the study.

4.4.1. Literature review

Hart (2001:2) affirms that a thorough critical evaluation of existing research often leads to new insights by synthesising previously unconnected ideas which can provide methods for the collection of data. Hart (2001:2) further states that the following are five reasons why a literature search is important when beginning a research study:

- It will help to identify work that has already been done or in progress that is relevant to the research study;
- It prevents the duplication of work that has already been done;
- It helps to avoid some of the pitfalls and errors of previous research;
- It will help to design the methodology for the project by identifying the key issues and data collection techniques best suited to the topic; and
- It will enable the researcher to find gaps in existing research, thereby ensuring a unique topic.
Furthermore, Fox and Bayat (2009:36) state that one of the purposes of a literature review is that the researcher gains insight into ways in which to conduct the research, namely what will be the best methods and techniques of data collection, as well as identifying what problems were encountered and what successes were achieved in previous studies. The literature review was integral for the purpose of this study as it assisted in obtaining a perspective on research findings relevant to the research topic and addressing the research questions as discussed in Chapter 1.

Arguably, Hart (2001:43) contends that literature reviews are limited to collecting information about what has happened in the past, and usually within organisations other than the researcher’s own workplace. They cannot provide data about current actual behaviour.

However, the literature review allowed the researcher to critically assess which sources from the reading were relevant to the research study and enabled the researcher to develop a focused and coherent argument.

4.4.2. Questionnaire design

According to Welman et al. (2005:174), when designing a questionnaire, the researcher should seek out as much previous research on the topic or related topics as possible and the starting point should be an examination of the management, planning, policy or theoretical question to be addressed, followed by the compiling of a list of information to address the problem. These authors state that before designing a questionnaire, there are several considerations that should be borne in mind, namely the following:

1. Choose judiciously between open-ended and closed-ended questions;
2. Take the respondents’ literacy level into consideration;
3. Be careful not to offend;
4. Be brief and focused;
5. Maintain neutrality;
6. Use a justified sequence;
7. Be sure the question is appreciable to all respondents; and
8. Ensure that the layout is in such a way that the person who reads it is able to answer all the questions and to follow the instructions easily (Welman et al., 2005:174-180).

The research instrument for the purpose of this study was a self-administered questionnaire consisting of closed-ended questions and six open-ended questions critical to this research study. The closed-ended questions ensured that responses would be valid and comparable. The questions were numerically coded for analysis purposes. The questionnaire utilised in this study was divided into three main sections as follows:

**Section A** required biographical details such as gender, age, educational qualifications and occupational information;

**Section B** related to attitudes to current development challenges, the ability of local government to render services (via ward councillors) and promote development and performance, citizen and public participation and trust issues within government and communities; and

**Section C** comprised open-ended questions directed at acquiring information on service delivery challenges, citizen interaction and trust in government.

A qualified statistician from the Nelson Mandela University was consulted to process, analyse and interpret the data in order to give credibility and reliability to the empirical survey findings. The results of this data analysis are postulated in the following chapter where each variable is treated independently.

Senior officials within the Nelson Mandela Bay Municipality whose positions are directly related to the provision of basic services formed **Group C** of the empirical survey. The officials responsible for constituency services and public participation in the NMBM also formed part of this group. This research study implemented the quantitative approach used for Group A, directly administering the same questionnaire by the researcher to members of this group. This group was selected because it is
instrumental in decision-making within the municipal government as well as functioning at an administrative and governance level.

The questionnaire was designed to cover the following concepts:

1. Public and citizen participation
2. Accountability
3. Institutional capacity
4. Legislative frameworks
5. Political leadership
6. Trust

One questionnaire was used for this study for both Groups A and C, with a structured interview schedule for Group B. The questionnaire for the study was compiled using the Likert rating five-point scale ranging from “Strongly agree” to “Strongly disagree” where the respondents were required to tick off boxes marked in numbers from 1 to 5 (See Addendum 1). De Vos et al. (2012:190) state that the central questions to a questionnaire may well be:

1. How many responses will a particular method generate;
2. Will the respondents be able to associate with the method of choice; and
3. How likely is it that sufficient respondents will return the questionnaire

A covering letter accompanied the questionnaire to explain the purpose of the research, what was expected from the respondents as well as ensuring anonymity and the respondents’ right to privacy. Therefore, all the above-mentioned requirements were taken into account when the questionnaire was compiled.

Since the primary aim of this study was to assess co-production of trust in addressing service delivery challenges from a governance perspective, those questioned were more likely to co-operate if they felt that the questionnaire is interesting, important, relevant and easy to complete.

This technique of data collection was preferred as questionnaires are cost effective in comparison to face-to-face interviews and are easier to analyse and tabulate data
using the numerous computer software packages (Fox & Bayat, 2009:88). Conversely, there is a possibility of low response rates and as questionnaires are structured instruments, they allow for minimal flexibility regarding the respondent in respect of the response format (Fox & Bayat, 2009:88).

4.4.2.1. Sample population

Brynard and Hanekom (1997:43) acknowledge that the population refers to objects, subjects, phenomena, cases, events and activities which the researcher would like to study to identify data. The population is regarded as the entire set from which the individuals or units of the study are chosen. In this research study, the population referred to senior level management employees of the Nelson Mandela Bay Municipality including ward councillors and members of the Mayoral Committee. The sample for the study was drawn from the following:

1. Members of the Mayoral Committee (10);
2. Ward councillors (60);
3. Ward committee members (60); and
4. Senior officials (50) who are actively involved in the provision of basic services within Nelson Mandela Bay

According to Neuman (2003:224), a target population is a detailed group of many cases from which the researcher draws a sample and to which the results of the sample are generalised. A sample comprises elements or a subset of the population considered for actual inclusion in the study, or it can be viewed as a subset of measurements drawn from a population in which we are interested (Unrau, Gabor & Grinnell, 2007:279). Kotler, Adam, Brown and Armstrong (2006:17) state that the purpose of sampling is to select a suitable sample, or a representative part of a population, for the purpose of determining parameters or characteristics of the whole population.

The ward committee members, in particular, were targeted as these committees have been non-existent since 2009 and ward committee members are integral to verifying tools for co-production. As previously stated, ward committee members authenticate
the levels of trust that the public has in ward councillors, who in turn, have to be accountable to the public by being transparent in their level of service delivery and also in facilitating public participation.

4.4.2.1.1. Purposive sampling
According to Bryan and Bell (2014:178), the goal of purposive sampling is to sample participants in a strategic way so that those sampled are relevant to the research questions. To achieve this objective, only those participants who will be most likely to have the required information will be consulted as well as those who can provide the best information to achieve the objectives of the study. With purposive sampling, members of a population are selected on the basis of specialised knowledge or experience they have. Welman, Kruger and Mitchell (2009:69) state that during purposive sampling researchers rely on their experience, ingenuity and/or previous research findings to deliberately obtain units of analysis in such a manner that the sample they obtain may be regarded as being representative of the relevant population. Similarly, Creswell (2009:120) commends purposive or judgement sampling in which the potential respondents should be chosen on the basis of their convenience, availability, and their willingness to participate.

Since the research study aimed to conduct focus group interviews with 60 ward committee members, it was crucial that the researcher consulted with previous research findings relating to the topic in order to evaluate the extent to which such samples were representative of the relevant population. However, this research study anticipated that not all the 60 ward committee members would avail themselves to be interviewed, as the current ward committee structures are fairly new within the NMBM. In this regard, the researcher identified that the snowball method of sampling would be valuable in instituting a meaningful sample.

4.4.2.1.2. Snowball sampling
With snowball sampling, the researcher makes initial contact with a small group of people who are significant to the research topic and then uses these people to establish links with others (Bryman & Bell, 2014:179). In addition, Bryman and Bell (2014:180) state that snowball sampling is primarily used in qualitative research rather
than in quantitative research studies. However, Babbie and Mouton (2001:198) contend that this process needs to be continued until the required number or a saturation point is reached in terms of the information being sought.

Subsequently, as the members of the ward committees have only recently been inaugurated as members of the Nelson Mandela Bay Municipality, the researcher anticipated that not all members would be available. Therefore, the ward committee members who were willing to be interviewed provided the researcher with the names of other ward committee members who indicated that they were willing to participate in the focus group interviews. King and Horrocks (2010:134) affirm that there are circumstances where snowballing may be the appropriate strategy, namely where the population to be sampled is hard to access and quite rigidly defined.

4.4.3. Focus group interviews

According to King and Horrocks (2010:66), the aim of focus group interviews is to facilitate interactive discussion and the sharing of understandings and views, while simultaneously ensuring that the data collected are able to meet the research aims. Welman et al. (2009:201) state that focus groups can also be referred to as in-depth group interviews, whereby each group consists of a small number of individuals who are drawn together for the purpose of expressing their opinions on a specific set of open questions. Neuman (2011:459) acknowledges that a focus group is a special qualitative research technique in which people are informally interviewed in a group-discussion setting.

Furthermore, Welman et al. (2009:202) posit that focus groups can also serve to elicit responses, and likewise Bless and Higson-Smith (2000:110) suggest that the advantage of using focus groups is that when the participants disagree on a matter, the whole group will explore the discrepancy in detail. Similarly, Bryman and Bell (2014:232) affirm that the focus group method is a form of group interview in which:

1. there are several participants, in addition to the moderator/facilitator;
2. there is an emphasis in the questioning on a particular fairly tightly defined topic; and
3. the accent is upon interaction within the group and how participants jointly construct meaning.

Since 2009, the NMBM has had no ward committee system in place even though it is a Category “A” Municipality, which by law ought to have a ward committee system in place. The functions and powers of ward committees as stipulated in Section 74 the Municipal Structures Act, 1998 stipulate that a ward committee:

1. may make recommendations on any matter affecting its ward -
   a. to the ward councillor; or
   b. through the ward councillor, to the metro or local council, the executive committee, the executive mayor or the relevant metropolitan sub-council; and
2. has such duties and powers as the metro or local council may delegate to it in terms of Section 59 of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000).

The term of office of ward committees within the NMBM expired in 2009 and they have only recently been re-established, as previously mentioned. The elections, facilitated by the Independent Electoral Commission (IEC), were held on 21 June 2017 and were declared free and fair by the IEC. According to the Nelson Mandela Bay Municipality (NMBM) Communications, 132 000 residents participated in these elections, a record turnout for a South African municipality (http://mype.co.za). This is a resounding reiteration of the Metro having escalated to be the second most trusted in the country, as recently published by the South African Customer Satisfaction Index and as previously acknowledged in Chapter 3.

This research study conducted focus group interviews with sixty (60) ward committee members and the format of the interviews was guided by an approved interview schedule. The interviews were tape-recorded and transcribed (See Addendum 2). According to Neuman (2011:459), the procedure regarding a focus group interview is that the researcher gathers together six (6) to twelve (12) people in a room with a moderator to discuss issues, generally for about 90 minutes. Ward committees are crucial in the local government system as they are the link between
the councillor and the community and the ward committee system is also said to play a critical role in giving meaning to the notion of “the people shall govern” (http://www.sanews.gov.za). Local government is regarded as the sphere of government closest to the people and ward committees are just one way to ensure that citizens provide input to the decisions taken by local councils.

4.5. RELIABILITY AND VALIDITY OF FOCUS GROUP INTERVIEWS AND QUESTIONNAIRES

Leedy and Ormrod (2005:27) acknowledge that reliability and validity are two words that are inherent in research methodology and are often used in connection with measurement. Bashir, Afzal and Azeem (2008:43) remark that reliability and validity are conceptualised as trustworthiness, rigor and quality in the qualitative paradigm. It is posited by Gibson and Brown (2009:59) that validity refers to the aim of measuring what one claims to be measuring and in contrast to validity, trustworthiness focuses on the context of data collection and the methods of generating data rather than on its intrinsic truthfulness.

According to Maree (2007:80), when qualitative researchers speak of reliability and validity, they are referring to research that is credible and trustworthy. According to Bryman and Bell (2014:24), reliability is concerned with the question of whether the results of a study are repeatable, whereas validity is concerned with the integrity of the conclusions that are generated from the research. Similarly, Welman et al. (2005:145) state that if a research finding can be repeated, it is reliable. However, more generally, reliability is the uniformity with which a measuring instrument yields a particular result when the entity has not changed (Leedy & Ormrod, 2005:29). Leedy and Ormrod (2005:29) conclude that measuring something consistently does not necessarily mean measuring it accurately: in other words, reliability is a necessary but sufficient condition for validity. Subsequently, it is accepted that employing multiple methods of data collection (interviews, journals and literature reviews) to assist with the interpretation enhances the trustworthiness of the findings.
In order to provide greater clarity, the principles of reliability and validity will now be discussed, starting with the reliability principle.

4.5.1. Reliability
According to Babbie and Mouton (2001:119), reliability concerns the matter of whether a particular technique, applied repeatedly to the same subject, would yield the same result each time. Simply stated, reliability refers to the degree of stability of the research technique and whether the research will yield the same results if the test were applied repeatedly. Furthermore, Fox and Bayat (2009:145) affirm that if a measurement is consistent, it is reliable, supplying the same answer at different times and these authors contend that if the measurement is unreliable, it is unwise to depend on this particular measurement.

LeCompte and Goetz (1982) propose the following regarding reliability in qualitative research:

1. **External** reliability, which refers to the degree to which a study can be replicated; and
2. **Internal** reliability, which means whether, when there are multiple members in a research team, they will agree on matters that they observe or hear.

Similarly, Bryman and Bell (2014:36) assert that there are three prominent factors involved when considering whether a measurement is reliable. Firstly, stability is an important aspect of research and the researcher should be confident that the research will yield the same or similar results if administered again. Secondly, internal reliability is a critical component as it refers to the consistency of the respondents’ scores, namely, whether respondents’ scores on any one indicator relate to their scores on the other indicators. Thirdly, inter-observer consistency is important as it focuses on whether, if there is more than one observer, the different observers involved in recording observations are consistent in what they record.
4.5.2. Validity
Bryman and Bell (2014:24) state that the primary concern of validity within a research study is the integrity of the conclusions. According to Fox and Bayat (2009:144-145), there are the following six types of validity:

(1) **Face** validity, which is concerned with testing whether something makes sense and that on the surface it appears to be an appropriate measure. According to Bryman and Bell (2014:38), a researcher can establish face validity by asking those with experience in their discipline whether the measures summarise the theory that is the focus of attention;

(2) **Construct** validity, which reflects an actual relationship that exists statistically and is regarded as complex as it often entails measurements with multiple indicators and provides an answer to the question: ‘If the measure is valid, do the various indicators operate in a consistent manner?’ Bryman and Bell (2014:25) assert that construct validity addresses the question of whether a measure replicates the concept that it is supposed to encapsulate;

(3) **Predictive** validity, which focuses on the ability of the measurement to forecast future behaviour correctly;

(4) **Concurrent** validity, which is closely related to predictive. However, in this method the measuring instrument is measured against some present criterion as opposed to predicting some future outcome as measured in predictive validity;

(5) **Internal** validity, which, according to LeCompte and Goetz (1982), indicates whether there is a good match between the researchers’ observations and the theoretical ideas they develop; and

(6) **External** validity, which describes how far the research findings apply outside of the research setting.

In this study, both face validity and construct validity criteria were applied and the research questions as identified in Chapter 1 were linked to the problem statement. Predictive validity and concurrent validity were used in the process of data analysis. The predictive validity process is validated by the comments and responses that were
recorded during the focus group interviews with ward committee members. Bloor and Wood (2006:89) state that it is of more value to use a smaller group when conducting focus group interviews, as more in-depth, rich information will be delivered. In summary, the success of a focus group interview depends on the quality of interaction amongst participants. Nonetheless, the respondents who did avail themselves to participate in the three focus group interviews (23 respondents) that were conducted contributed richly towards the data collection process. Kroll, Harbour and Harris (2007:691) state that focus group interviews are capable of generating complex information at a low cost in a minimum amount of time and are useful when multiple viewpoints or responses are needed on a specific topic.

Lincoln and Guba (1994), cited in Bryman and Bell (2014:43), express the view that reliability and validity were substituted with the equivalent concept of ‘trustworthiness’. Bryman and Bell (2014:44) reiterate this viewpoint by acknowledging that trustworthiness is comprised of four criteria, each of which has a corresponding equivalent criterion in quantitative research:

1. Credibility, which is equivalent to internal validity;
2. Transferability, which is equivalent to external validity;
3. Dependability, which is equivalent to reliability; and
4. Confirmability, which is equivalent to objectivity.

4.6. DATA ANALYSIS OF QUANTITATIVE AND QUALITATIVE METHODS
Statistical procedures were utilised to interpret and analyse the quantitative data by means of the Statistica package for data analysis, including percentage and frequency of occurrence (Addendum 3). The chi-square test was utilised to test for relationships between categorical variables and the t-test for comparisons between the mean scores among different groups. Welman et al. (2005:237) assert that a chi-square analysis involves measuring participants in terms of categories such as male-female and employed-unemployed and a t-test determines whether an observed difference in the means of two groups is as a result of a change in a variable or whether the difference occurred was unintended. The qualitative data analysis involved thematic content analysis.
Allison, O’Sullivan, Owen, Rice, Rothwell and Saunders (1996:83) state that the Likert scale is the most frequently used form of scaled items where the respondent chooses a point on a scale that best represents his/her view. According to Neuman (2003:207), the Likert rating scale is used in research in which people express attitudes or other responses in terms of ordinal-level categories (for example, Agree, Disagree) that are ranked along a continuum. Likert rating scales usually ask respondents to indicate whether they agree or disagree with a statement. The scoring for the scale used in this questionnaire is as follows:

1 = Strongly disagree
2 = Disagree
3 = Undecided
4 = Agree
5 = Strongly agree

This study utilised various descriptive statistical techniques. Welman et al. (2005:231) define descriptive statistics as the description or summary, or both, of the data obtained for a group of individual units of analogy. Furthermore, Fox and Bayat (2009:111) refer to descriptive statistics as numerical data collection, presentation and the analysis of the data. The researcher captured the coded data collected from the completed questionnaires onto a MS Excel spreadsheet and the statistician generated statistical results using a software package. The analysis of this data will be discussed in the ensuing chapter. Various frequency distributions to discuss the findings of this research include histograms, bar graphs and pie charts. The pie charts were used for biographical variables, whereas the use of histograms and bar graphs interchangeably represented trends in the political environment over a period of time. The analysis also included correlations and cross-tabulations between variables, and in this research, *inter alia*, co-production and trust are regarded as two critical variables. Therefore, the bivariate analysis was employed as it is defined by Bryman and Bell (2014:320) as an analysis that focuses primarily on analysing two or more variables at the same time so that it can be ascertained whether there is a relationship between the two variables.
As stated previously, to analyze the qualitative date, a thematic content analysis was employed. Braun and Clarke (2006:79-82) define thematic content analysis as a method for identifying, analyzing and reporting patterns within a set of data and state that a theme depicts something significant about the data in relation to the research questions. According to King and Horrocks (2010:149), there are basic approaches to thematic content analysis which indicate that identifying themes is often problematic and always involves the researcher having to make choices about what to include, what to discard and how to interpret participants’ words. Likewise, Bryman and Bell (2014:350) state that the goal of thematic content analysis is to identify, analyse and describe patterns or themes within research data. However, King and Horrocks (2010:149) state that themes should be distinct from each other.

The main themes addressed in the interview schedule were trust and confidence in local government, public participation, municipal performance, accountability of ward councillors and ward committees, and public and municipal engagement.

King and Horrocks (2010:152) propose a basic system of thematic analysis (see Figure 4.5) that incorporates the viewpoints of the various authors mentioned above.

### Stage one: Descriptive coding

- Read through transcript
- Highlight relevant material and attach brief comments
- Define descriptive codes
- Repeat for each transcript, refining descriptive codes as you progress

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4.7. ETHICAL CONSIDERATIONS

The data collection methods of the researcher included human subjects. Mouton (2011:245) states that human subjects must be informed what procedures will be followed. In addition, the researcher must obtain the permission of the Ethics Committee to conduct the research. Ethics clearance from the Nelson Mandela University’s Faculty of Arts Post-Graduate Studies Committee (FPGSC) was obtained for this study (See Addendum 4). Similarly, a letter requesting permission to conduct research at the Nelson Mandela Bay Municipality (NMBM) was written to obtain information from members of the Mayoral Committee, senior officials, ward committees and ward councillors (See Addendum 5).

According to Leedy and Ormrod (2005:101), whenever human subjects are involved, it is important that one considers the ethical implications of what the research intends to do. Babbie and Mouton (2001:520-527) indicate some of the most important ethical agreements that prevail in social research as being voluntary

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**Stage two: Interpretive coding**

- Cluster descriptive codes
- Interpret meaning of clusters, in relation to research question and disciplinary position
- Apply interpretive codes to full data set
- Derive key themes for data set as whole, by considering interpretive themes from theoretical and/or practical stance of project
- Construct diagram to represent relationships between levels of coding in the analysis

**Figure 4.5: Stages in the process of thematic analysis**
(Source: King & Horrocks, 2010:153)
participation; no harm to the participants; anonymity and confidentiality; and not deceiving subjects. Furthermore, researchers are expected to be completely honest in observing, analysing, and reporting findings, and to be responsible about the limits and demonstration of scientific knowledge. Similarly, Leedy and Ormrod (2005:101) assert that most ethical issues are categorised into one of the following four categories:

1. Protection from harm;
2. Informed consent;
3. Right to privacy; and
4. Honesty with professional colleagues

4.7.1 Informed consent
Participation in the interviews was voluntary and participants were informed that they had the right to withdraw at any time. The interviews were preceded by an introductory letter stating the purpose of the research as well as a brief introduction to the researcher (Addendum 6).

The interviewees were also presented with a consent form so that the researcher could acquire the informed consent of all the participants who indicated their interest in voluntarily participating in the study and granted permission for the interview discussion to be tape-recorded. Respondents were given the opportunity to sign an ‘informed consent’ form indicating their voluntary willingness to participate in the empirical study. Additionally, Babbie and Mouton (2001:522) assert that social research should never injure the people being studied.

4.7.2. Confidentiality and anonymity
The consent form clearly indicated that participants would remain anonymous and that the information obtained would be confidential. According to Leedy and Ormrod (2005:102), under no circumstances should a written or oral research report be presented in such a way that others could easily identify who the respondents are and therefore any research study should respect respondents’ right to privacy.
The researcher explained the issue of anonymity to all respondents, namely that they participate voluntarily. Leedy and Ormrod (2005:101) contend that research participants should be informed of the nature of the study to be conducted and given the choice of either participating or not. During the focus group interviews, no names were mentioned, and data was recorded anonymously. The researcher reassured the participants that the information contributed would only be used for research purposes.

4.8. SUMMARY
This chapter has provided a detailed discussion of the research design and methodology that was applied for the empirical component used for the study. A critical perspective of the various research approaches was also presented in this chapter, including the data analysis of each approach.

The following chapter analysed and interpreted the data collected from the empirical study to graphically present the research findings. These findings will be utilised, together with the thematic analysis of the qualitative data, to provide recommendations and develop a normative model that could be used in a municipal environment to address the low levels of public participation and declining levels of trust in government.
CHAPTER FIVE
PRESENTATION OF EMPIRICAL SURVEY AND ANALYSIS OF DATA

5.1. INTRODUCTION
This chapter presented the results and discussion of the data analysis in order to establish a relationship with the problem statement and the research questions. In order to address these questions, data was obtained from three sample groups, namely members of the selected senior officials, ward councillors (including members of the Mayoral Committee), and the ward committee members who were selected by using purposive sampling. The triangulation methodology was exercised for purposes of this study, with emphasis on both the quantitative and qualitative approaches.

This chapter is divided into three sections. Firstly, the sample characteristics are established, thereafter the presentation, analysis and discussion of the data will occur and finally, a summary of the main findings and conclusion are discussed. This also includes an analysis of the biographical information of the respondents. The results of each section are presented in the same sequence as the sections in the questionnaire. Questionnaires were administered to these respondents so that their views relating to co-production, public participation and trust could be ascertained. Babbie and Mouton (2001:233) state that the basic objective of a questionnaire is to obtain facts and opinions about a phenomenon from people who are informed on the particular issue.

In addition, data was obtained through open-ended questions in the questionnaires that were administered to members of the Mayoral Committee, senior officials and ward councillors from the Nelson Mandela Bay Municipality (NMBM). The results from these questions formed part of the discussion in this chapter as it was aimed at achieving the objectives of the study and the findings either justified or dispelled the assumptions in this research study. The findings were presented in pie charts and bar charts.
For purposes of this study, one specially designed questionnaire was used to obtain information from these respondents. The format of the questionnaire was based on the Likert scale and comprised two sections, namely A and B. Neuman (2006:207) states that the Likert scale is used in research in which people express attitudes or other responses in terms of ordinal-level categories (e.g. agree, disagree) that are ranked along a continuum. Likert scales typically ask respondents whether they agree or disagree with a statement. The questionnaire employed in this study included a “neutral” category in addition to the steering categories of “agree” and “disagree”.

The format of the 5-point Likert scale item used in this research study was the following:

1. Strongly disagree (SD);
2. Disagree (D);
3. Neither disagree nor disagree, i.e. Neutral (N);
4. Agree (A); and
5. Strongly agree (SA).

The average amount of time taken to complete the questionnaire was twenty (20) minutes for the survey, and 45 minutes per focus group interview. Prior to the completion of the questionnaire by ward councillors, members of the Mayoral Committee and senior officials, the letter of introduction and consent form were explained (in some instances by email), together with the topic and the purpose of the study. With regard to the focus group interviews, the same was done, with the exception of the verbal consent received prior to the commencement of the interviews.

5.2. RESPONSE RATE OF QUESTIONNAIRES

According to Bryman and Bell (2014:177), the response rate is the percentage of a sample that agrees to participate in a research study. The response rate is calculated as follows:

\[
\frac{\text{number of usable questionnaires}}{\text{total sample}} \times 100
\]
Babbie and Mouton (2001:261) state that if a high response rate is achieved, there is less chance of any significant response bias than would be the case of a low response rate. This study was based on a total of 120 questionnaires that were issued to politicians, comprising 10 Mayoral Committee members and 60 ward councillors, followed by 50 senior municipal officials. Using the equation indicated above, of the 120 administered questionnaires, a total of 70 were returned and analysed, which indicates a return rate of 58.3%.

The following histogram graphically illustrates the percentage returns per category of respondents, excluding the focus groups.

![Response Rate Questionnaires](image)

**Figure 5.1: Response rate on questionnaires distributed**

### 5.3. ANALYSIS OF SURVEY DATA

Respondents were required to complete the questionnaire in response to three different sections, namely the biographical data, close-ended questions and lastly, close-ended questions. Section A of the questionnaire required the respondents to complete the general biographical data, *inter alia*, gender, mother tongue, age, highest level of education, length of service and designation at the Nelson Mandela Bay Municipality.
The interpretation of the survey data was divided into three (3) sections: A, B, and C, and the analysis of the results is presented as follows:

1. Biographical data analysis,
2. Response from councillors and officials, and
3. Thematic analysis of responses.

5.3.1. Biographical data analysis
It is important to perform a biographical data analysis as this will assist in understanding the profile of the respondents being dealt with, and linking their profiles to their political perspectives.

5.3.1.1. Age Group Analysis
This study considered the following five modes of age groups:
Mode [1] – 20 to 29 years
Mode [2] – 30 to 39 years
Mode [3] – 40 to 49 years
Mode [4] – 50 to 59 years
Mode [5] - +60 years

Figure 5.2 below illustrates the statistical analysis of the age groups involved in this survey.
As reflected in Figure 5.2 above, the dominant age group of the respondents was 40 to 49 years. If this group is combined with the 50 to 59 years and the 30 to 39 years age groups, the percentage is 94% of all respondents. This percentage indicates that the majority of respondents were more senior in terms of age and life experience. The percentage of respondents in the 20 to 29 years age group was only 3% and similarly, only 3% within the 60+ age group. All respondents were employed in the public sector.

5.3.1.2. Mother Tongue Analysis

Figure 5.3 below illustrates the statistical analysis of the mother tongue groups involved in this empirical survey.
Figure 5.3: Mother tongue analysis

From Figure 5.3 above, it is evident that the majority of the respondents use isiXhosa as their mother tongue, namely, 49%, followed by an English-speaking sample of 39% and a minority of 13% of Afrikaans-speaking respondents.

5.3.1.3. Gender

The majority of the respondents were males (61%) and females comprised 39%. These results prove that, in terms of gender equality, the sample was somewhat skewed in terms of gender and indicates that the municipality trails behind in gender representation in the work place. These statistics can also be interpreted as indicating the status quo with regard to gender representation within the senior management echelon of the Nelson Mandela Metropolitan Municipality where the top senior officials’ posts are still dominated by males.
5.3.1.4. Tertiary Education Analysis

In terms of the highest grade passed at school, 100 % possessed a Grade 12 (Matric) qualification. Figures 5.5 below illustrate the statistical analysis of the highest tertiary qualification attained by respondents involved in this survey.

Figure 5.5: Highest tertiary qualification
In terms of Figure 5.5 above, 58% of the respondents possessed a diploma, degree or post-graduate qualification. These high levels of education indicate that the respondents had the potential to understand and provide a meaningful contribution to the empirical survey.

5.3.1.5. Length of service

Ward Councillors are regarded as the first point of contact between the community and local government as they receive community complaints and are expected to process them through municipal structures and systems. Section 73(2)(a) of the Municipal Structures Act, 117 of 1998, states that ward councillors, as chairpersons of ward committees, are responsible for ensuring public participation in matters of local government. Ward councillors are mandated to govern for a period of five years after election and are expected to take decisions that will improve the lives of their communities.

Since senior municipal officials have the best practical experience in terms of community concerns, this study found it apt to utilise them as respondents to participate in this empirical study.

Figure 5.6 below presents an analysis of the length of service of the respondents involved in this survey.
5.3.2. Response from politicians (Ward councillors and Mayoral Committee members) and senior municipal officials

Respondents were asked to indicate to what extent they agreed with the same set of statements by circling the appropriate number in the Likert scale as follows:

1. = Strongly disagree (SD)
2. = Disagree (D)
3. = Neutral (N)
4. = Agree (A)
5. = Strongly agree (SA)

The results are presented in the form of tables and graphs in order to clearly illustrate the level per value rating of the respondents. These graphs were constructed by the researcher using Microsoft Excel and the Statistica package for data analysis, including percentage and frequency of occurrence, under the guidance of the university’s statistician.
It is evident from the findings emerging from the analysis of the responses of politicians and municipal officials, and focus group interviews with ward committee members that certain causes triggered declining trust levels in local government. The causes identified in the findings can be ranked in the following order of descending importance:

1. A lack of involvement by communities and public participation in developmental programmes initiated by government;
2. A lack of communication and feedback between politicians, municipal officials and communities;
3. High levels of unemployment, poverty and crime;
4. Politicians were not fulfilling the promises made in their election manifestos;
5. No or lack of basic service provision in certain areas that lead to ongoing service delivery protests; and
6. Ward councillors that are inactive in addressing service delivery issues within certain communities.

5.3.2.1. Responses from politicians (Ward councillors and Mayoral Committee Members) and officials to the structured statements in the questionnaire

The data analysis employed in this study included the elaboration of frequency tables which present the number of participants and the percentage response rates for a particular statement. The analysis of certain statements also includes correlations and cross-tabulations between variables, referred to as bivariate analysis.

Correlations estimate the extent to which the changes in one variable are associated with changes in the other variable (Welman et al., 2005:235). This is referred to as bivariate analysis since it is concerned with analysing two variables at a time in order to uncover whether or not they are related (Bryman et al., 2014:320). The chi-square test will be used to establish the confidence levels that there really is an association between the two variables.
The following structured twenty-five (25) statements in the self-administered questionnaire were responded to by the politicians (ward councillors and Mayoral Committee members) and senior municipal officials. Table 5.1 represents the descriptive statistics which reflects the mean, the standard deviation, the skew of the responses and the mean interpretation. Descriptive statistics are concerned with the description or summary, or both, of the data obtained for a group of individual units. On average (mean), the scale of 1 to 5 is divided into 5 equal length intervals and then given labels as follows:

**Interval Interpretation**

- [1.0 - 1.8) = Very low
- [1.8 - 2.6) = Low
- [2.6 - 3.4] = Average
- (3.4 - 4.2] = High
- (4.2 - 5.0] = Very high

Square brackets indicate the limit is included in the interval and the round bracket indicates that the limit is not included in the interval.

Descriptive statistics has assisted in the interpretation of the mean, and it is taken into account in the analysis of the statements below.

**Table 5.1: Descriptive statistics**

<table>
<thead>
<tr>
<th>Statement</th>
<th>Valid N</th>
<th>Mean</th>
<th>Median</th>
<th>Minimum</th>
<th>Maximum</th>
<th>Std.Dev.</th>
<th>Mean interpretation</th>
</tr>
</thead>
<tbody>
<tr>
<td>B1</td>
<td>70</td>
<td>4.13</td>
<td>4</td>
<td>2</td>
<td>5</td>
<td>0.70</td>
<td>High</td>
</tr>
<tr>
<td>B2</td>
<td>70</td>
<td>3.19</td>
<td>3</td>
<td>1</td>
<td>5</td>
<td>0.94</td>
<td>Average</td>
</tr>
<tr>
<td>B3</td>
<td>70</td>
<td>3.16</td>
<td>4</td>
<td>1</td>
<td>4</td>
<td>1.02</td>
<td>Average</td>
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<td>70</td>
<td>2.86</td>
<td>3</td>
<td>1</td>
<td>5</td>
<td>0.95</td>
<td>Average</td>
</tr>
<tr>
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<td>4.30</td>
<td>4</td>
<td>2</td>
<td>5</td>
<td>0.57</td>
<td>Very high</td>
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<td>Average</td>
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<td>3.19</td>
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<td>Average</td>
</tr>
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<td>5</td>
<td>0.94</td>
<td>Average</td>
</tr>
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<td>2</td>
<td>5</td>
<td>0.95</td>
<td>Average</td>
</tr>
<tr>
<td>B13</td>
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<td>Average</td>
</tr>
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<td>70</td>
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<td>4</td>
<td>1</td>
<td>5</td>
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</tr>
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<td>Very high</td>
</tr>
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<td>5</td>
<td>0.72</td>
<td>Very high</td>
</tr>
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<td>B19</td>
<td>70</td>
<td>3.91</td>
<td>4</td>
<td>1</td>
<td>5</td>
<td>0.81</td>
<td>High</td>
</tr>
<tr>
<td>B20</td>
<td>70</td>
<td>3.86</td>
<td>4</td>
<td>1</td>
<td>5</td>
<td>0.73</td>
<td>High</td>
</tr>
<tr>
<td>B21</td>
<td>70</td>
<td>3.81</td>
<td>4</td>
<td>1</td>
<td>5</td>
<td>0.79</td>
<td>High</td>
</tr>
<tr>
<td>B22</td>
<td>70</td>
<td>3.96</td>
<td>4</td>
<td>2</td>
<td>5</td>
<td>0.65</td>
<td>High</td>
</tr>
<tr>
<td>B23</td>
<td>70</td>
<td>4.56</td>
<td>5</td>
<td>4</td>
<td>5</td>
<td>0.50</td>
<td>Very high</td>
</tr>
<tr>
<td>B24</td>
<td>70</td>
<td>4.46</td>
<td>4</td>
<td>4</td>
<td>5</td>
<td>0.50</td>
<td>Very high</td>
</tr>
<tr>
<td>B25</td>
<td>70</td>
<td>4.51</td>
<td>5</td>
<td>4</td>
<td>5</td>
<td>0.50</td>
<td>Very high</td>
</tr>
</tbody>
</table>
STATEMENT 1

The local government system in South Africa, both in practice and theory, can be regarded as people-centred.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
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<td>1.4</td>
</tr>
<tr>
<td>Neutral</td>
<td>10</td>
<td>14.3</td>
</tr>
<tr>
<td>Agree</td>
<td>38</td>
<td>54.3</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>21</td>
<td>30.0</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.7: Statement 1

Statistical analysis reveals that 85.3 % of the respondents agreed with the statement that local government system in South Africa, both in practice and theory, can be regarded as people-centred. This is also confirmed by the mean of 4.13, which is high, meaning that on average the respondents agreed with the statement.

On the other hand, only 1.4 % responded negatively, whilst 14.3 % were undecided. The neutral responses indicate that there is still an uncertainty amongst officials and
councillors as to the role of local government in terms of the prescribed legislation and what is happening in practice.

**STATEMENT 2**

The majority of the citizens of Nelson Mandela Bay have a clear understanding of their service delivery rights to which they are entitled.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>2</td>
<td>2.9</td>
</tr>
<tr>
<td>Disagree</td>
<td>18</td>
<td>25.7</td>
</tr>
<tr>
<td>Neutral</td>
<td>16</td>
<td>22.9</td>
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<tr>
<td>Strongly Agree</td>
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</tr>
<tr>
<td>Agree</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

**Figure 5.8: Statement 2**

The results, as represented in Fig.5.8, indicate that 48.5 % of the respondents agreed with this statement; whilst 22.9 % were undecided; and 28.6 % disagreed with the statement.
STATEMENT 3
Communities in the Nelson Mandela Bay Metro are well informed and participate in matters of their municipality.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>2</td>
<td>2.9</td>
</tr>
<tr>
<td>Disagree</td>
<td>25</td>
<td>35.7</td>
</tr>
<tr>
<td>Neutral</td>
<td>3</td>
<td>4.3</td>
</tr>
<tr>
<td>Agree</td>
<td>40</td>
<td>57.1</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.9: Statement 3
Altogether 58.5 % agreed with the statement that communities are well informed and participate in matters of the municipality whilst 38.6 % disagreed with this statement. It can therefore be deduced that the majority of NMBM politicians and officials believed that the communities in the Nelson Mandela Bay Municipality were well informed and that these communities participated fully in the matters of their municipality.
STATEMENT 4
Communities in the Nelson Mandela Bay Metro are well informed about development plans of the municipality.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>2</td>
<td>2.9</td>
</tr>
<tr>
<td>Disagree</td>
<td>30</td>
<td>42.9</td>
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<tr>
<td>Neutral</td>
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<td>21.4</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>22</td>
<td>31.4</td>
</tr>
<tr>
<td>Agree</td>
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<td>1.4</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.10: Statement 4

A total of 45.8 % of the respondents disagreed with the statement, 21.4 % were undecided, and 32.8 % responded positively. On average, the response to the above results was 2.86 (that is less than 3.4), and regarded as average. Consequently, this can be construed as implying that there is no tendency towards any side (agree/disagree) of the scale.
STATEMENT 5

A lack of understanding on how local government functions affect the ability of communities to participate in local government activities.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
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</thead>
<tbody>
<tr>
<td>Disagree</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Neutral</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Agree</td>
<td>44</td>
<td>62.9</td>
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<tr>
<td>Strongly Agree</td>
<td>24</td>
<td>34.3</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Figure 5.11: Statement 5

Altogether 97.2 % of the respondents either agreed (62.9%) or strongly agreed (34.3%) with the statement that a lack of understanding on how local government functions affects the ability of communities to participate in local government activities. According to the average (mean) response (that is 4.30 which is above 4.2), this is regarded as being very high. This implies that there is a tendency towards agreeing with the statement.
STATEMENT 6
As a result of communities’ fading lack of trust and confidence in local government, service delivery protests are increasing.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
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<td>1.4</td>
</tr>
<tr>
<td>Disagree</td>
<td>2</td>
<td>2.9</td>
</tr>
<tr>
<td>Neutral</td>
<td>8</td>
<td>11.4</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>45</td>
<td>64.3</td>
</tr>
<tr>
<td>Agree</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Figure 5.12: Statement 6

A total of 84.3 % of the respondents agreed with the above statement; whilst 11.3 % were undecided; and 4.3 % responded negatively. The average response for the above results was 3.99 (which is above 3.4) and high. This means that, on average, the respondents were more likely to agree with all the statements – and in this case, across the scale, the respondents largely agreed with the statement.
STATEMENT 7

The Nelson Mandela Bay Municipality (NMBM) has sufficiently trained and experienced staff to deal with tasks assigned to the municipality.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree</td>
<td>13</td>
<td>18.6</td>
</tr>
<tr>
<td>Neutral</td>
<td>19</td>
<td>27.1</td>
</tr>
<tr>
<td>Agree</td>
<td>37</td>
<td>52.9</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The majority of the responses, at 54.3 %, suggest that indeed, the NMBM does have sufficiently trained and experience staff to deal with tasks assigned to the municipality. On the other hand, 10 % of the respondents were undecided; and 34.3 % responded negatively. These results reveal that the respondents felt that the NMBM generally has the necessary technical skills to render public services to their communities. The average response for this result was 3.37 (which is less than 3.4) and on average, this suggests that there is no tendency towards any side (agree/disagree) of the scale.
STATEMENT 8
The NMBM has the necessary technical skills or capacity to render effective and efficient public services to its communities.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
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<tbody>
<tr>
<td>Disagree</td>
<td>21</td>
<td>30</td>
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<tr>
<td>Neutral</td>
<td>15</td>
<td>21.4</td>
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<tr>
<td>Agree</td>
<td>34</td>
<td>48.6</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.14: Statement 8

According to the National Development Plan (Vision 2013), the lack of capacity in municipalities and the rest of the public sector is regarded as a cause for failure in service delivery to the citizens (Manuel, 2011:380). As a result, a total of 48.6 % of the respondents agreed with the statement that the NMBM has the necessary technical and other skills or the capacity to render effective and efficient public services to its communities; whilst 30 % disagreed and 21.4 % remained neutral.

Municipalities must ensure that when they employ officials, they choose suitable and qualified candidates.
STATEMENT 9
Staff within the NMBM participate in capacity building initiatives so as to strengthen their ability to fulfil their duties.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neutral</td>
<td>22</td>
<td>31.4</td>
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<tr>
<td>Agree</td>
<td>42</td>
<td>60</td>
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<td>Strongly Agree</td>
<td>6</td>
<td>8.6</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.15: Statement 9

The majority of the responses, at 68.6 %, suggest that staff within the NMBM do participate in capacity building initiatives so as to strengthen their ability to fulfil their duties; whilst 31.4 % of the respondents remained undecided.

The average response to this result was 3.77 (which is more than 3.4) and high. This implies that, on average, the respondents were more likely to agree with the statement.
STATEMENT 10
The NMBM has implemented policies, strategies and legislative frameworks that will promote public participation.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
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</thead>
<tbody>
<tr>
<td>Disagree</td>
<td>3</td>
<td>4.3</td>
</tr>
<tr>
<td>Neutral</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td>Agree</td>
<td>44</td>
<td>62.9</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>9</td>
<td>12.9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Figure 5.16: Statement 10

Altogether 75.8 % of the respondents agreed that the NMBM has implemented policies, strategies and legislative frameworks that will promote public participation, while 20 % were undecided and 4.3 % responded negatively.
STATEMENT 11
Ward committees in the NMBM are effective vehicles for public participation and co-production.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
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<tr>
<td>Disagree</td>
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<td>Neutral</td>
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<td>28.6</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>28</td>
<td>40</td>
</tr>
<tr>
<td>Agree</td>
<td>4</td>
<td>5.7</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

![Figure 5.17: Statement 11](image)

Respondents were in agreement (5.7% strongly agreed and 40% agreed) with the statement that ward committees in the NMBM are effective vehicles for public participation and co-production. It is, however, interesting to note that 28.6% of the respondents were undecided.

As discussed in Chapter 2, according to the Ward Committee Resource Book (2005), the central role of the ward committee system is the facilitation of local community
participation in decisions which affect the local community, the articulation of local community’s interests and the representation of these interests within the municipal system. Ward committees in the NMBM ceased to exist from 2009 and were only inaugurated in August 2017, and this state of affairs could have influenced the opinions of senior officials and politicians either way.

**STATEMENT 12**

To ensure accountability, ward committees get the necessary support from the NMBM in order to carry out their responsibilities in an effective and efficient manner.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
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<tbody>
<tr>
<td>Disagree</td>
<td>18</td>
<td>25.7</td>
</tr>
<tr>
<td>Neutral</td>
<td>15</td>
<td>21.4</td>
</tr>
<tr>
<td>Agree</td>
<td>32</td>
<td>45.7</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>5</td>
<td>7.1</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.18: Statement 12

A total of 52.8% of the respondents agreed with this statement – that to ensure accountability ward committees get the necessary support from the NMBM in order to
carry out their responsibilities in an effective and efficient manner, whilst 21.4 % were undecided, and 25.7 % responded negatively. Although the majority of the respondents agreed with the statement, the observation is that it raises concerns that up to 21.4 % of respondents were undecided about this statement. Ward committee members are directly linked with the communities and people they represent and can be considered as the first body of governance to hear the challenges and grievances expressed by the communities. However, the invisibility of ward committees in assisting ward councillors to report back to communities has also augmented problems within the NMBM.

The average response to this result was 3.34 (which is below 3.4) and this is regarded as average. Consequently, this suggests that there is no particular tendency towards any side (agree/disagree) of the scale.

**STATEMENT 13**

Ward committees face major challenges as their powers are limited to only advising the communities.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree</td>
<td>12</td>
<td>17.1</td>
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<tr>
<td>Neutral</td>
<td>22</td>
<td>31.4</td>
</tr>
<tr>
<td>Agree</td>
<td>34</td>
<td>48.6</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>2</td>
<td>2.9</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>
Figure 5.19: Statement 13

The responses depicted for Statement 12 were very similar to those for Statement 13. More than half of the respondents (51.5%) agreed with this statement, whilst 31.4 % were undecided; and only 17.1 % responded negatively. The average response to this result was 3.37 (which is less than 3.4); and this is regarded as average. It implies that there is no tendency towards any side (agree/disagree) of the scale. It is, therefore, clear that the respondents felt that ward committees face major challenges as their powers are limited to only advising the communities.

STATEMENT 14
Ward councillors play an extremely important role in promoting democracy.
As many as 95.7% of the respondents either strongly agreed (45.7%) or agreed (50%) with the statement, whilst a total of only 1.4% of the respondents disagreed with the statement and 2.9% were undecided. It may, therefore, be deduced that the majority of the respondents are aware of the important role that ward councillors play in promoting democracy. The average response to this result was 4.40 (which is above 4.2) and very high. This implies that, on average, the respondents were more than likely to agree with the statement.

**STATEMENT 15**

Ward councillors in certain areas do not attend ward committee meetings and as a result there is often no consultation with communities on matters that affect them.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree</td>
<td>9</td>
<td>12.9</td>
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<tr>
<td>Neutral</td>
<td>21</td>
<td>30</td>
</tr>
<tr>
<td>Agree</td>
<td>37</td>
<td>52.9</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>3</td>
<td>4.3</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The majority (57.2%) of the respondents agreed with the statement that ward councillors in certain areas do not attend ward committee meetings and as a result there is often no consultation with communities on matters that are affecting them, whilst 30% were undecided, and 12.9% responded negatively to the statement. The average response to this result was 3.49 (which is above 3.4) and high. This implies that, on average, the respondents were more likely to agree with the statement.

**STATEMENT 16**

Ward councillors in the NMBM are adequately consulting and communicating with their communities regarding service delivery issues.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
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</thead>
<tbody>
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<td>Strongly disagree</td>
<td>2</td>
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</tr>
<tr>
<td>Disagree</td>
<td>8</td>
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<td>20</td>
</tr>
<tr>
<td>Strongly Agree</td>
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<td>Agree</td>
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<td>4.3</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>
Altogether 51.4 % of the respondents either strongly agreed (4.3%) or agreed (47.1%) with the statement, whilst a total of only 28.6 % of the respondents disagreed with the statement (2.9% strongly disagreed and 25.7% disagreed). The high percentage of agreement with the statement by ward councillors could have been influenced by the fact that they could have been reluctant to express a negative view regarding themselves. They could have expressed a biased view, instead of an unbiased view.

**STATEMENT 17**

Trust in the NMBM is important for the success of policies, programmes and strategies.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
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<td>2</td>
<td>2.9</td>
</tr>
<tr>
<td>Agree</td>
<td>36</td>
<td>51.4</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>32</td>
<td>45.7</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The highest percentage of the respondents (97.1%) agreed with the statement; whilst only 2.9% were undecided and there were no respondents who disagreed with the statement. This was the highest frequency/percentage expressed in the survey thus far. The acknowledgement by the majority of the respondents confirms that trust is of paramount importance for the success of policies, programmes and strategies. According to the average [mean] response, 4.43 (which is above 4.2), this is regarded as very high. It implies that there is great tendency towards agreeing with the statement.

**STATEMENT 18**

The NMBM is facing challenges in terms of fulfilling its constitutional mandate of creating a democratic, transparent and responsive governance.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
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<tr>
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<tr>
<td>Neutral</td>
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<td>2.9</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>40</td>
<td>57.1</td>
</tr>
<tr>
<td>Agree</td>
<td>26</td>
<td>37.1</td>
</tr>
<tr>
<td>Total</td>
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<td>100.0</td>
</tr>
</tbody>
</table>
A total of 94.2% of the respondents agreed with this statement – that the NMBM is facing challenges in terms of fulfilling its constitutional mandate of creating a democratic, transparent and responsive governance, whilst 2.9% were undecided, and only 1.4% strongly disagreed. The average response to this result was 4.27 (which is above 4.2) and very high. This implies that, on average, the respondents were more than likely to agree with the statement. This result clearly confirms that NMBM councillors and officials do have a first-hand experience of the challenges that are stifling the creation of a democratic, transparent and responsive governance. However, the indiscernibility of ward committees in assisting ward councillors to report back to communities has also contributed to the problem of the NMBM not being able to fulfil its constitutional mandate.
STATEMENT 19

The change in political leadership in Nelson Mandela Bay has positively impacted the level of trust in local government.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Disagree</td>
<td>5</td>
<td>7.1</td>
</tr>
<tr>
<td>Neutral</td>
<td>5</td>
<td>7.1</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>47</td>
<td>67.1</td>
</tr>
<tr>
<td>Agree</td>
<td>12</td>
<td>17.1</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.25: Statement 19

Altogether 84.2 % of the politicians (17.1% strongly agreed and 67.1% agreed) were in agreement with the statement that the change in political leadership in Nelson Mandela Bay has positively impacted the level of trust in local government. In August 2016, the Democratic Alliance (DA) made history by winning the Nelson Mandela Bay metro from the African National Congress (ANC). Bearing in mind that the ANC was the majority party in the NMBM Council, this finding indicates that community confidence and trust in the ANC-led government in its capacity to deliver services was on the decline.
**STATEMENT 20**

The NMBM is increasingly engaging with citizens to ensure public participation and ultimately trust in government

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Disagree</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Neutral</td>
<td>15</td>
<td>21.4</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>43</td>
<td>61.4</td>
</tr>
<tr>
<td>Agree</td>
<td>10</td>
<td>14.3</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.26: Statement 20

As many as 75.7% of the respondents agreed with the statement that the NMBM is increasingly engaging with citizens to ensure public participation and ultimately trust in government whilst 21.4% were undecided; and only 2.8% responded negatively with the statement. The average response to this result was 3.86 (which is above 3.4) and high. This implies that, on average, the respondents were more likely to agree with the statement. It is clear that the politicians and officials agreed that active citizen engagement and public participation will lead to trust in government.
STATEMENT 21
Citizens trust local government to adequately deliver necessary services to local communities.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Disagree</td>
<td>3</td>
<td>4.3</td>
</tr>
<tr>
<td>Neutral</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>42</td>
<td>60</td>
</tr>
<tr>
<td>Agree</td>
<td>10</td>
<td>14.3</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.27: Statement 21

A combined total of 74.3% of the politicians and senior officials agreed (14.3% strongly agreed and 60% agreed) with the statement that citizens trust local government to adequately deliver necessary services to local communities. However, since citizens did not participate in this research study, the responses received in this question may have been a subjective, rather than an objective point of view.
STATEMENT 22
The lack of trust in local government manifests itself in low municipal polls.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disagree</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Neutral</td>
<td>13</td>
<td>18.6</td>
</tr>
<tr>
<td>Agree</td>
<td>44</td>
<td>62.9</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>12</td>
<td>17.1</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Despite the fact that the majority of the respondents agreed that citizens trust local government to adequately deliver necessary services to local communities (see Statement 23), altogether 80% of the respondents agreed with the statement that the lack of trust in local government manifests itself in low municipal polls.

The average response to this result was 3.96 (which is above 3.4) and high. This implies that, on average, the respondents were more likely to agree with the statement.

Communities have lost trust/faith in municipal service delivery attempts. In addition, politicians have also lost trustworthiness and dependability amongst citizens. As a
result, citizens are frustrated and want to express their anger and subsequently resort to service delivery protests (see Statement 6) and also refrain from voting.

STATEMENT 23

Engaging citizens and community groups in the affairs of the municipality will increase voter turn-out at local government elections.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>31</td>
<td>44.3</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>39</td>
<td>55.7</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.29: Statement 23

Altogether 100 % of respondents (55.7% strongly agreed and 44.3% agreed) supported the statement that engaging citizens and community groups in the affairs of the municipality will increase voter turn-out at local government elections.

Lack of reporting and engaging communities on service delivery matters remains a challenge. As discussed in Chapter 2, increased co-production will positively affect the public’s level of trust and confidence in local government by ensuring that councillors play a role in mobilising co-production in the community. Although all the respondents agreed with the statement, the average response to this result was 4.56 (which is
above 4.2) and regarded as very high. This implies that, on average, the respondents were more likely to agree with the statement.

STATEMENT 24

Engaging citizens in decision-making issues will increase trust levels amongst citizens.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>38</td>
<td>54.3</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>32</td>
<td>45.7</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

![Figure 5.30: Statement 24](image)

In this category, all the respondents agreed with the statement that engaging citizens in decision-making issues will increase trust levels amongst citizens.

Open communication between citizens and officials was paramount regarding decision making within the NMBM. If the public was involved in the decision-making processes, they would have a better understanding on how the municipality functions.

In this regard, the findings listed above support the assumptions of this study as mentioned in Chapter One (Section 1.10). The findings also support and prove the hypothesis mentioned in Section 1.7 of Chapter One of this thesis, which states:
“Increasing public participation in local government affairs will lead to improved trust in governance”.

STATEMENT 25
Citizens are more likely to participate in matters that will directly improve their well-being.

<table>
<thead>
<tr>
<th>Likert Scale</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>34</td>
<td>48.6</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>36</td>
<td>51.4</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure 5.31: Statement 25
Altogether 100 % of the respondents emphatically agreed with the statement that citizens are more likely to participate in matters that will directly improve their well-being. Involving and engaging the public will assist in the core purpose of the NMBM, as the municipality can ascertain what the specific needs of the communities are. Nonetheless, community members should be constantly informed of the programmes that are taking place to address their distinctive needs and any delays in meeting time-frames and deadlines should be communicated to them.
5.3.3. Inferential statistics

It is important that this research study is able to allow the researcher to make conclusions beyond the data that was analysed and described (descriptive statistics) or reach conclusions regarding the hypotheses stated in Chapter 1 of this study. For purposes of this study the following hypotheses were proposed:

1. Increasing public participation in local government affairs will lead to improved trust in governance;
2. Transforming the relationship between the citizen and local government officials will lead to an increase in public trust in local government as well as enabling local government to better understand the needs of communities; and;
3. Violent service delivery protest action is caused by low levels of public participation, and a lack of transparency, accountability and effective platforms for public participation within the NMBM.

Inferential statistics are used to reach conclusions that extend beyond the immediate data alone and allow the researcher to make inferences from the data to more general conditions; unlike descriptive statistics that are used to simply describe the data (https://www.socialresearchmethods.net/kb/statinf.php).

5.3.3.1. Chi- Square Test

The chi-square test is used to establish how confident the researcher is in determining that there really is a relationship or association between two variables (Bryman & Bell, 2014:327).

Similarly, Welman et al. (2005:236) contend that a chi-square test is used to determine whether the difference between statistically expected and actual scores is caused by chance or if the difference is statistically significant and not caused by chance.

5.3.3.2. P-Value

The p-value is the measure of whether the outcome of response is due to an actual effect or mere random chance. If the p-value is less than 5 % or 0.05, it means that there is a difference of opinion between ward councillors and senior officials regarding the manner in which they viewed institutional capacity, public participation and co-
production and its impact on the levels of trust in the NMBM. When the p-value is high, it means that it is very likely that what we are seeing is due to random chance. A low p-value, however, means that the probability of the results coming from random chance is unlikely (http://study.com/academy/lesson/p-values-in-statistics-significance-definition-explanation.html).

Table 5.2: Age and experience comparison

<table>
<thead>
<tr>
<th>Age</th>
<th>B7 D</th>
<th>B7 N</th>
<th>B7 A</th>
<th>B7 SA</th>
<th>Row Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>20-39 years</td>
<td>4</td>
<td>4</td>
<td>7</td>
<td>0</td>
<td>15</td>
</tr>
<tr>
<td>Row %</td>
<td>26,67%</td>
<td>26,67%</td>
<td>46,67%</td>
<td>0,00%</td>
<td></td>
</tr>
<tr>
<td>40-49 years</td>
<td>6</td>
<td>9</td>
<td>22</td>
<td>0</td>
<td>37</td>
</tr>
<tr>
<td>Row %</td>
<td>16,22%</td>
<td>24,32%</td>
<td>59,46%</td>
<td>0,00%</td>
<td></td>
</tr>
<tr>
<td>50+ years</td>
<td>3</td>
<td>6</td>
<td>8</td>
<td>1</td>
<td>18</td>
</tr>
<tr>
<td>Row %</td>
<td>16,67%</td>
<td>33,33%</td>
<td>44,44%</td>
<td>5,56%</td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td>13</td>
<td>19</td>
<td>37</td>
<td>1</td>
<td>70</td>
</tr>
<tr>
<td>Chi-square</td>
<td>4,58</td>
<td>df=6</td>
<td>p=.5984</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

According to Table 5.2, since $p > 0.05$, there is not a statistically significant relationship between age and statement 7. Fundamentally, the age groups did not differ significantly in the way they responded to statement 7 which stated that the NMBM has sufficiently trained and experienced staff to deal with tasks assigned to the municipality. This indicates that it was not necessarily experience in terms of age that impacted the level of skill or expertise of NMBM politicians and officials.

The null hypothesis for this statement indicates that there is no relationship between age and the levels of skill and expertise of the politicians and officials of NMBM. The following section utilised the chi-square analysis to make inferences on the following variables:

1. Age and trained and experienced staff;
2. Category (ward councillor or senior official) and declining trust levels;
3. Category and public participation; and

Table 5.3: Comparison of categories

<table>
<thead>
<tr>
<th>T-tests; Grouping: Category</th>
<th>Mean</th>
<th>Mean</th>
<th>t-value</th>
<th>df</th>
<th>p</th>
<th>Valid N</th>
<th>Valid N</th>
<th>Std.Dev.</th>
<th>Std.Dev.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Senior Official</td>
<td>Ward Councillor</td>
<td>Senior Official</td>
<td>Ward Councillor</td>
<td>Senior Official</td>
<td>Ward Councillor</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B8</td>
<td>3,15</td>
<td>3,18</td>
<td>-0,16</td>
<td>65</td>
<td>0,8731</td>
<td>34</td>
<td>33</td>
<td>0,89</td>
<td>0,88</td>
</tr>
<tr>
<td>B9</td>
<td>3,85</td>
<td>3,67</td>
<td>1,32</td>
<td>65</td>
<td>0,1907</td>
<td>34</td>
<td>33</td>
<td>0,61</td>
<td>0,54</td>
</tr>
<tr>
<td>B14</td>
<td>4,35</td>
<td>4,48</td>
<td>-0,89</td>
<td>65</td>
<td>0,3777</td>
<td>34</td>
<td>33</td>
<td>0,65</td>
<td>0,57</td>
</tr>
<tr>
<td>B15</td>
<td>3,47</td>
<td>3,48</td>
<td>-0,08</td>
<td>65</td>
<td>0,9383</td>
<td>34</td>
<td>33</td>
<td>0,61</td>
<td>0,87</td>
</tr>
<tr>
<td>B16</td>
<td>3,09</td>
<td>3,45</td>
<td>1,57</td>
<td>65</td>
<td>0,1202</td>
<td>34</td>
<td>33</td>
<td>1,08</td>
<td>0,79</td>
</tr>
<tr>
<td>B17</td>
<td>4,32</td>
<td>4,48</td>
<td>1,20</td>
<td>65</td>
<td>0,2346</td>
<td>34</td>
<td>33</td>
<td>0,59</td>
<td>0,51</td>
</tr>
<tr>
<td>B18</td>
<td>4,41</td>
<td>4,18</td>
<td>1,41</td>
<td>65</td>
<td>0,1647</td>
<td>34</td>
<td>33</td>
<td>0,56</td>
<td>0,77</td>
</tr>
</tbody>
</table>

The responses received from ward councillors and senior officials to the above mentioned statements (8, 9, 14, 15, 16, 17 and 18) indicate that both ward councillors and senior officials revealed a common pattern in their perceptions of the institutional capacity of NMBM, the roles of ward councillors and ward committees, the importance of public participation and improving trust levels within the NMBM. This pattern suggests a p-value that is greater than 0.05 (p>0.05). As a result, this suggests that there is no fundamental or significant statistical difference in the manner they responded to these statements as indicated in Table 5.3.

SUMMARY OF THE FINDINGS:

In summary, the findings of this study, constructed on the actual questionnaire responses, disclosed thought-provoking responses to the statements presented, some weak responses and some neutral views. These are presented as follows:

1) Respondents conveyed strong views in agreeing with the following statements:
   - The local government system in South Africa, both in practice and theory, can be regarded as people-centred;
   - Communities in the Nelson Mandela Bay metro are well informed and participate in matters of their municipality;
• A lack of understanding on how local government functions affects the ability of communities to participate in local government activities;
• Increasing number of service delivery protests can be attributed to the communities’ fading lack of trust and confidence in local government;
• Staff within the NMBM participate in capacity-building initiatives so that they are able to strengthen the availability to fulfil their duties;
• The NMBM has implemented policies, strategies and legislative frameworks that promote public participation;
• Ward councillors play an extremely important role in promoting democracy;
• Trust in the NMBM is important for the success of policies, programmes and strategies;
• The NMBM is facing challenges in terms of fulfilling its constitutional mandate of creating a democratic, transparent and responsive governance;
• The change in political leadership in Nelson Mandela Bay has positively impacted the level of trust in local government;
• The NMBM is increasingly engaging with citizens to ensure public participation and ultimately trust in government;
• Citizens trust local government to adequately deliver necessary services to local communities;
• The lack of trust in local government manifests itself in low municipal polls;
• Engaging citizens and community groups in the affairs of the municipality will increase voter turn-out at local government elections;
• Engaging citizens in decision making issues will increase trust levels amongst citizens; and
• Citizens are more likely to participate in matters that will directly improve their well-being.

2) Respondents conveyed weak views in agreeing with the following statements:
• Communities in the Nelson Mandela Bay Metro are well informed about development plans of the municipality;
• The NMBM has the necessary technical skills or capacity to render effective and efficient public services to its communities; and
• Ward committees in the NMBM are effective vehicles for public participation and co-production.

3) Furthermore, the responses from the following statements remained close to neutral, but slightly on the side of disagreeing:
• The majority of the citizens of Nelson Mandela Bay have a clear understanding of their service delivery rights to which they are entitled;
• The Nelson Mandela Bay Municipality (NMBM) has sufficiently trained and experienced staff to deal with tasks assigned to the municipality;
• Ward councillors in certain areas do not attend ward committee meetings and as a result there is often no consultation with communities on matters that are affecting them;
• To ensure accountability, ward committees get the necessary support from the NMBM in order to carry out their responsibilities in an effective and efficient manner;
• Ward committees face major challenges as their powers are limited to only advising the communities;
• Ward councillors in certain areas do not attend ward committee meetings and as a result there is often no consultation with communities on matters that affect them and
• Ward councillors in the NMBM are adequately consulting and communicating with their communities regarding service delivery issues.

It must be noted that the responses regarding the effectiveness of ward committees in the NMBM could have been prompted by the non-existence of such committees in the institution from 2009 to August 2017.
5.3.4. Responses from politicians (Ward councillors and Mayoral Committee Members) and senior officials to the open-ended questions

The set of questionnaires administered to politicians and officials did not comprise only quantitative questions or statements, but also contained open-ended questions of a qualitative nature. In the section that follows, the responses of politicians and officials to the open-ended questions will be analysed to further determine their opinions on the causes of service delivery protests and remedial action that the NMBM and government should take in order to restore the trust and confidence in local government.

In terms of Section 8(g) of the Municipal Structures Act, 117 of 1998, the Nelson Mandela Bay Municipality is a Category A Municipality with an executive system, combined with a ward participatory system.

Consequently, the Executive Mayor, with his Portfolio Chairpersons of municipal service delivery directorates, has powers delegated to them by Council to take certain decisions, on which the Mayor must report to Council, and in certain matters, make propositions to Council for final resolutions.

According to the Resource Book on Ward Committees (2005:36), one of the functions of the ward committees is to function as the structures that are aimed at relaying complaints and grievances from the community to the council via the ward councillors. Ward committee members are members of the community who should work together with the ward councillors in order to expedite the service delivery processes and ensure a more transparent and responsive government. Similarly, Meiring (2001:36) states that in the public sector, it is the task of the elected political representatives, in close collaboration with the appointed officials, to effect active arrangements to promote the general welfare of the citizens by rendering effective and efficient public services.
With regards to the above, the opinions of ward councillors, Mayoral Committee members and senior municipal officials are important in determining the causes of the declining levels of trust in local government and the possible solutions thereof.

OPEN-ENDED QUESTIONS

1) In your opinion, what do you think are the reasons behind the service delivery protests in the Nelson Mandela Bay Municipality? Can you please rank them in a descending order (most important to least important) of importance?

The responses from the politicians and officials commonly identified the following reasons:

- Unfilled election promises made by politicians
- Political interference
- Lack of involvement by communities in development programmes
- Lack of or slow delivery of basic services
- High rate of unemployment
- Frustration of long outstanding services
- Poor communication, public participation and lack of effective information-sharing sessions
- Maladministration of resources and funds
- Lack of trust in local government in delivering quality services (e.g. poor housing, poor public healthcare)

2) As a consequence of the political and administrative shortcomings of the NMBM, communities have little or no trust in local government. Do you agree with this statement? Please provide reasons for your answer.

The responses from the politicians and officials were unanimous in that all agreed with the statement. The politicians and officials cited the following reasons:

- When citizens are involved in local government, they ‘buy into’ governance and trust government accordingly.
• When corruption and maladministration is rife in local government, trust levels decrease.
• Local government has done nothing to instill faith and confidence in communities as they offer little or no assistance to communities.
• Development programmes have not been acted upon within reasonable implementation timeframes.
• Political party and politicians who have been voted into power have not fulfilled election promises.

There was also a minority view, citing the following reasons:
• Trust was lost in the previous government and leadership. However, an upward trend and increase in trust in local government is noticeable amongst communities.
• With the current leadership there has been a shift in trust levels and the NMBM is making strides in rebuilding trust levels.
• With the new trust indicator, the NMBM is the second most trusted municipality in the country, since the new administration has taken over. Under the previous political leadership, it was the second least trusted municipality in the country.

3) The interaction between citizens and local government is a crucial factor for trust in government. Do you agree with this statement? Please provide reasons for your answer.

The responses from politicians and officials unanimously identified the following reasons:
• The closer politicians and officials are to the people and communicating with the public, the better the relationship will be.
• Public participation (face-to-face) interaction is critical for improving trust levels in government.
• By engaging with residents and informing them about the status of the municipality and development programmes, communities can hold the municipality accountable for services not rendered.

• Local government is in the unique position in that it has direct contact with people so they should encourage public participation and citizen engagement.

4) In your opinion, what should the municipality and government do to improve the trust levels, enhance public participation and improve the confidence of communities within the Nelson Mandela Bay?

The responses from politicians and officials to this statement were unanimous.

• Municipalities should be more transparent and accountable to citizens.

• Co-production is important so that citizens will have an opportunity to have a say in decision-making and also be active in the type of services provided to them.

• Community-based programmes should be implemented and there should be intensive civic education programmes.

• Extensive consultation and promotion of public participation will promote trust in government.

• Functional ward committees should be established as vehicles for public participation in the NMBM.

• Platforms for community engagement should be established to ensure that communities are properly represented in all structures requiring the input of citizens.

• Knowledge-sharing between politicians, officials and communities is important as it creates possibilities of effective communication channels.

• Consultation and agreement on implementation programmes is necessary and a commitment to the agreed programmes by allocating sufficient resources.

• The NMBM should be honest in its interaction with the residents.

• Ward committees should make residents aware of public meetings to ensure that residents interact with the municipality.
5) Transforming the relationship between the citizen and local government will lead to an increase in trust in local government. Do you agree with this statement? Please provide reasons for your answer.
The responses from politicians and officials unanimously identified the following actions:

- The more meetings and engagements take place and follow-up meetings transpire, the more the trust will increase.
- The NMBM should develop a better understanding of what the needs of the public are and establish more effective communication channels.
- Citizens, through co-production, can facilitate the trust process by informing government what their needs are.
- Election promises must be followed with actions, such as effective service delivery and citizen engagement.
- Relationship between citizens and local government must be programmitised and not be issue based.

6) Are there any other comments you might wish to make?
The comments of the vast majority included the following:

- Service delivery protests were used as a channel by communities to express their dissatisfaction and distrust in local government regarding the slow pace or lack of service delivery.
- The change in political leadership will not ultimately lead to trust unless the role-players in decision-making processes work together.
- There is a need to address the communication channels between political and administrative staff and citizens.
- Programmes that are citizen-based need to be created as this will improve the trust levels.

The above comments are supported by the following verbatim quotations from respondents:
“Although there has been a change in the political leadership, the administration and officials have not changed. The two role-players have to find one another, as the manifesto of the new political leadership is different than the previous administration.”

“Interaction between political and administrative staff must be explained and communication between the two parties, as this often creates conflict in service delivery, which may in turn affect the trust relationship.”

The following paragraph and diagram will indicate thematic responses from politicians and officials in respect of the themes drawn from the questionnaire, as explained below.

5.3.5. THEMATIC ANALYSIS OF RESPONSES TO PREDETERMINED QUESTIONS FROM POLITICIANS (WARD COUNCILLORS AND MAYORAL COMMITTEE MEMBERS) AND SENIOR MUNICIPAL OFFICIALS

Table 5.4 represents the collected results from the grouped factors, where each item in a form of the questions asked or a statement given is linked to a factor, thereafter presented per category. The categories, therefore, presented in the table below indicate to which questions or statements the participants responded. The analysis of these factors gave an indication, on average, of the respondents, and how they viewed each question. In order to provide meaning (themes) to the responses received from informants, the following characteristics/themes were measured:

<table>
<thead>
<tr>
<th>Theme measured</th>
<th>Statement number being measured (from the questionnaire)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institutional capacity</td>
<td>1, 7, 8, 9, 10 and 18</td>
</tr>
<tr>
<td>Level of public participation</td>
<td>5, 20, 23 and 25</td>
</tr>
<tr>
<td>Level of citizen awareness</td>
<td>2, 3 and 4</td>
</tr>
<tr>
<td>Levels of trust</td>
<td>6, 17, 19, 21, 22 and 24</td>
</tr>
<tr>
<td>Ward committee and ward councillors capacity</td>
<td>11, 12, 13, 14, 15 and 16</td>
</tr>
</tbody>
</table>
In order to give significance to the responses received from the respondents to the proposed normative model, the following characteristics were considered. It is worth noting that the statements or questions asked are affiliated to the factors. These factors are thereafter categorised into themes as illustrated in Table 5.5.
<table>
<thead>
<tr>
<th>Factor</th>
<th>Statement</th>
<th>Statement</th>
<th>Likert Scale: %</th>
<th>Mean</th>
<th>SD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institutional capacity</td>
<td>The local government system in South Africa, both in practice and theory, can be regarded as people-centered.</td>
<td>0,00 1,40 14,30 54,30 50,00 4,13 0,70</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>The Nelson Mandela Bay Municipality (NMBM) has sufficiently trained and experienced staff to deal with tasks assigned to the municipality.</td>
<td>0,00 18,57 27,14 52,86 1,43 3,37 0,80</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>The NMBM has the necessary technical skills or capacity to render effective and efficient public services to its communities.</td>
<td>0,00 30,00 21,43 48,57 0,00 3,19 0,87</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Staff within the NMBM participate in capacity building initiatives so as to strengthen their ability to fulfill their duties.</td>
<td>0,00 0,00 31,43 60,00 8,57 3,77 0,99</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>The NMBM has implemented policies, strategies and legislative frameworks that will promote public participation.</td>
<td>0,00 4,29 20,00 62,86 12,86 3,84 0,69</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>The NMBM is facing challenges in terms of fulfilling its constitutional mandate of creating a democratic, transparent and responsive governance.</td>
<td>1,43 1,43 2,86 57,14 37,14 4,27 0,72</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Average</td>
<td>A lack of understanding on how local government functions affects the ability of communities to participate in local government activities.</td>
<td>0,00 1,43 1,43 62,86 34,29 4,30 0,57</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Levels of public participation</td>
<td>The NMBM is increasingly engaging with citizens to ensure public participation and ultimately trust in government.</td>
<td>1,43 1,43 21,43 61,43 14,29 3,86 0,73</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
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<tr>
<td></td>
<td>Engaging citizens and community groups in the affairs of the municipality will increase voter turn-out at local government elections.</td>
<td>0,00 0,00 0,00 44,29 55,71 4,56 0,50</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Citizens are more likely to participate in matters that will directly improve their well-being.</td>
<td>0,00 0,00 0,00 48,57 51,43 4,51 0,50</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Average</td>
<td>The majority of the citizens of Nelson Mandela Bay have a clear understanding of their service delivery rights to which they are entitled.</td>
<td>2,86 25,71 22,86 47,14 1,43 3,19 0,94</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Levels of citizen awareness</td>
<td>Communities in the Nelson Mandela Bay Metro are well informed and participate in matters of their municipality.</td>
<td>2,86 35,71 4,29 57,14 0,00 3,16 1,02</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Communities in the Nelson Mandela Bay Metro are well informed about development plans of the municipality.</td>
<td>2,86 42,86 21,43 31,43 1,43 2,86 0,95</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Average</td>
<td>As a result of communities fading lack of trust and confidence in local government, service delivery protests are increasing.</td>
<td>1,43 2,86 11,43 64,29 20,00 3,99 0,75</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Levels of trust</td>
<td>Trust in the NMBM is important for the success of policies, programmes and strategies.</td>
<td>0,00 0,00 2,86 51,43 45,71 4,43 0,55</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>The change in political leadership in Nelson Mandela Bay has positively impacted the level of trust in local government.</td>
<td>1,43 7,14 7,14 67,14 17,14 3,91 0,81</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Citizens trust local government to adequately deliver necessary services to local communities.</td>
<td>1,43 4,29 20,00 60,00 14,29 3,83 0,79</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
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</tr>
<tr>
<td></td>
<td>The lack of trust in local government manifests itself in low municipal polls.</td>
<td>0,00 1,43 18,57 62,86 17,14 3,81 0,79</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Engaging citizens in decision making issues will increase trust levels amongst citizens.</td>
<td>0,00 0,00 0,00 54,29 45,71 4,46 0,50</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
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</tr>
<tr>
<td>Average</td>
<td>Ward committees in the NMBM are effective vehicles for public participation and co-production.</td>
<td>1,43 24,29 28,57 40,00 5,71 3,24 0,94</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ward committees and ward councillors capacity</td>
<td>To ensure accountability ward committees get the necessary support from the NMBM in order to carry out their responsibilities in an effective and efficient manner.</td>
<td>0,00 25,71 21,43 45,71 7,14 3,34 0,95</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
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<tr>
<td></td>
<td>Ward committees face major challenges as their powers are limited to only advising the communities.</td>
<td>0,00 17,14 31,43 48,57 2,86 3,37 0,80</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ward councillors play an extremely important role in promoting democracy.</td>
<td>0,00 1,43 2,86 50,00 45,71 4,40 0,62</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
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<tr>
<td></td>
<td>Ward councillors, in certain areas, do not attend ward committee meetings and as a result there is often no consultation with communities on matters that are affecting them.</td>
<td>0,00 12,86 30,00 52,86 4,29 3,49 0,78</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ward councillors in the NMBM are adequately consulting and communicating with their communities regarding service delivery issues.</td>
<td>2,86 25,71 20,00 47,14 4,29 3,24 0,98</td>
<td>0,71 2,62 10,00 60,00 26,67 4,07 0,70</td>
<td></td>
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</tbody>
</table>
The factors and areas are analysed, and the responses interpreted below. The following section will deal with the statistical analysis and interpretation of all the responses obtained. These factors are discussed below.

1. Institutional capacity
Despite 84.3% of the respondents agreeing with the statement that the local government system in South Africa, both in practice and theory, can be regarded as people-centred, the respondents were asked whether the Nelson Mandela Bay Municipality (NMBM) faced challenges in terms of fulfilling the constitutional mandate of creating democratic, transparent and responsive governance. Altogether 94.2% of the respondents agreed with the statement. It can accordingly be presumed from this result that the NMBM faced specific challenges in the context of fulfilling its constitutional mandate, as described above. The NMBM clearly needs to address the issue of creating a culture of democracy and fulfilling its mandate as enshrined in the 1996 Constitution, including transparent and responsive government.

The empirical study revealed in factor one, (combined statements) that with an average (mean) response of 3.56, which is regarded as high in the intervals, the respondents – both politicians and officials – were more likely to agree with the statement posed to them. This fact is confirmed by the majority of the respondents who with an average of 70.95% on the Likert scale results agreed with the combined statements, whilst 9.52% responded negatively; and 19.53% remained neutral.

2. Levels of public participation
In terms of a variety of legislative prescriptions including, *inter alia*, the White Paper on Local Government, 1998, municipalities are required to promote public consultation and participation at the local sphere of government. On the statement that a lack of understanding on how local government functions affects the ability of communities to participate in local government activities, the majority of respondents (97.2%) agreed. It can be inferred from this result that civic education programmes should be regarded as a priority and public participation initiatives in the NMBM should be implemented.
Respondents were requested to indicate their opinion on whether the NMBM had implemented policies, strategies and legislative frameworks to promote public participation. A significant percentage of the respondents (75.8%) supported the statement. From this result, it can be inferred that structures to promote public participation do exist in the NMBM. Respondents were asked whether engaging citizens and community groups in the affairs of the municipality will increase voter turnout at local government elections. In response to this question, 100% of the respondents supported the statement.

In this category, the majority of the respondents – with an average of 93.22% on the Likert scale – found that the results agreed with the combined statements, whilst only 1.07% responded negatively, and 5.71% remained neutral.

3. Levels of citizen awareness
The empirical study revealed in factor three (combined statements) that with an average (mean) response of 3.07, which is regarded as neutral, in the intervals, the respondents were more than likely to agree with the statement presented to them.

In this category, 46.19% of respondents agreed with the statements in this factor, whilst 37.62% disagreed; and 16.19%, on average, remained neutral. Despite legislation and Acts governing community participation asserting the involvement of citizens in decision-making processes, it is evident that in reality and in practice that is not happening to a noteworthy extent as portrayed in the ongoing service delivery protests within the NMBM.

4. Levels of trust
According to Moreno (2002:496-497), political mistrust is directed at individual politicians, political parties or institutions of state or towards the political system in its totality. Ostrom and Walker (2003) state that a society that is politically polarised and unstable with a political and administrative structure characterised by corruption, fragmented power and lack of consensus, is prone to loss of trust that could lead to a crisis. Similarly, Chanley, Rudolph, and Rahn (2000:240-241) acknowledge that
political trust in most cases leads to increased political involvement on the part of citizens. Respondents were asked whether the communities’ fading lack of trust and confidence in local government led to an increase in service delivery protests. A significant percentage of the respondents (84.3%) supported the statement.

On the issue of whether a change in political leadership in Nelson Mandela Bay has positively impacted the level of trust in local government, 85.2 % of the respondents agreed with the statement; whilst only 8.5 % disagreed and 7.1 % remained neutral.

On the statement regarding the involvement of citizens (co-production) in the decision-making issues to increase trust levels amongst citizens, all the respondents agreed with this statement. From this result, it can be inferred that engaging citizens and communities in the affairs of the municipality will positively impact trust levels within the NMBM. The empirical study revealed in factor four, (combined statements) that with an average (mean) response of 4.07, which is regarded as high, in the intervals, the respondents were more than likely to agree with the statement presented to them. In this category, 86.67 % of the respondents agreed with the statements in this factor, whilst only 3.33 % disagreed; and 10 % on average remained neutral.

5. Ward committees and ward councillor’s capacity

Regarding the issue of functionality of ward committees, the results revealed that 51.5 % of the respondents felt that ward committees were not functioning correctly, as they face major challenges since their powers are limited to only advising the communities.

On the issue of adequate administrative support to ensure accountability for ward committees, 52.8 % of the officials responded that sufficient support was made available to ward committees to carry out their responsibilities in an effective and efficient manner.

As stated in chapter 2 (2.4.1), ward councillors are the representatives of specific communities and are ideally placed to be the link between the people and the municipality. This statement can be supported by the result of the statistical analysis

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of statement 14. On the issue of the role of ward councillors, 95.7% of the respondents agreed that ward councillors play an extremely important role in promoting democracy. However, on the statement regarding ward councillors in certain areas that do not attend ward committee meetings and as a result there is often no consultation with communities on matters that are affecting them, 57.2% of the respondents agreed with this statement. The empirical study revealed in factor five, (combined statements) that with an average (mean) response of 3.51, which is regarded as high, in the intervals, the respondents were more than likely to agree with the statement presented to them.

In this category, 59.05% of respondents agreed with the statements in this factor, whilst only 18.57% disagreed; and interestingly, 22.38% on average remained neutral.

5.4. SUMMARY
In this chapter, the detailed results of the research, using various statistical methods have been provided. Tables, graphs and statistics have been employed to depict and analyse the results of the survey. The primary objective of this chapter was to interpret the quantitative results and to test the hypothesis and the relevance of the questions asked in Chapter 1. The relevance of the questions was then used to compare and link them with the actual results being conducted at the municipality with the involvement of all the relevant stakeholders that have a direct influence on the planning and decision making processes. The purpose of the following chapter is to present the results of the focus group research and determine whether there is a correlation between the hypotheses and aims of the research study, including the qualitative results emanating from the interviews conducted.
CHAPTER SIX
THEMATIC ANALYSIS AND INTERPRETATION OF QUALITATIVE RESULTS

6.1. INTRODUCTION
In the previous chapter the quantitative methodological approach to obtain the data was analysed and described. In this chapter the data collected through focus group interviews will be described. For the analysis of the qualitative data, focus group interviews with the ward committee members were facilitated. According to Liamputtong (2011:5), focus group methodology is useful in exploring and examining what people think, while Fontana and Frey (2008:127) maintain that focus groups can be implemented successfully where the participants of the study share the same experiences.

This chapter is divided into four themes, namely levels of trust in government, community understanding of the developmental programmes of the municipality, public participation by virtue of engaging citizens in service delivery and decision-making matters, and communicating and providing feedback to communities on municipal programme. These themes are arranged into topics formulated on the basis of the focus group interviews with ward committee members.

The aim of the analysis and interpretation of the focus group data for this study was to search for trends and patterns that reappear; hence a tape recorder was used as well as field notes. De Vos et al. (2012:373) state that analysis will involve drawing together and examining and comparing discussions of similar themes. According to Braun and Clarke (2006:79), thematic analysis is a qualitative analytical method for identifying, analysing and reporting patterns (themes) within data. This study therefore utilised thematic content analysis to utilise the data.
6.2. RESPONSES FROM FOCUS GROUP RESPONDENTS

Initially, six focus group interviews were intended to take place for purposes of this study, as indicated in Chapter One. However, owing to the political instability within the Nelson Mandela Bay Municipality, a number of ward committee members would not avail themselves as they had only been in office for a period of two months. Owing to this relatively short term of office, many ward committee members expressed concern that they were not sufficiently knowledgeable in current municipal matters and that they could not offer a meaningful contribution to this study. Out of 60 ward committee members, only 23 agreed to participate in the study, while others were not keen or unavailable. However, De Vos et al. (2012:367) contend that the crucial concern with focus group interviews is not the amount of data but rather the richness of the data, not the total counts but the detailed descriptions.

In terms of prescriptions contained in the Local Government: Municipal Structures Act 117 of 1998, ward committees are representative of communities and complement and work together with ward councillors. With regard to focus groups, the researcher scheduled to interview six groups of ten ward committee members (60), but because of their non-attendance at the planned meetings, only three focus groups were successful. The researcher was therefore limited to ward committee members who were willing to participate in the research study. The researcher interviewed 23 ward committee members and this constituted only 38.3 %.

The interviews were recorded by using a recording device and notes were taken by the researcher. The responses and findings from the focus group interviews within the area of NMBM with respect to the questions asked, are summarised below:

6.2.1. Thematic analysis of focus group interviews

6.2.1.1. Levels of trust in government

In response to the theme of trust in government, questions 1, 5 and 7 were associated and identified as the questions that provided meaningful insight into the subject.
Q1: As ward committee members, do you think that the service delivery protests are an indication by communities of their fading trust and confidence in local government?

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<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
<th>No response</th>
<th>Total</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>3</td>
</tr>
</tbody>
</table>

According to the Afrobarometer survey (2016:3), “…increasing dissatisfaction with South Africa’s leadership has spilled over into waning support for democracy”. The results of the empirical survey have indicated that the lack of trust in political leadership and institutions have had a negative effect on the voting behaviour in the country. The results obtained from question 1 of the interview schedule (Addendum 2) indicates that all focus groups, namely 100 %, suggested that as ward committee members, the service delivery protests are an indication by communities of their failing trust and confidence in local government. This result is supported by the following verbatim responses:

“Yes, people should always remember that our coalition government is very thinly split in that the DA has only 51% of the votes and that is with their coalition parties. So, there is a big opposition, and the opposition unfortunately, especially in the areas where we have the delivery protest are currently opposition inferiors.”

“People are feeling that they aren’t getting the service delivery, and also it’s perceived as action against the ruling party.”

“People are certainly unhappy that they aren’t getting what they voted the DA in for.”

“Most of the correspondences we deal with are service delivery related, so the question being service delivery related I say yes, I have seen the correspondence that we get from various communities and it’s all service delivery related.”
“I think that it is an indication of why people are going to the streets. I think for the man on the street, if you’re living in a community with potholes, and there’s crime and all those kind of things, the only the only way out is for communities to create disruption because that’s the only way they get heard.”

“Most of the correspondences dealt with are service delivery related, yet it is very area specific and that causes more protests as there are continuous complaints and nothing is being done to rectify the complaints.”

Q5: Can the municipality increase the trust of citizens in government by improving services and better engaging them?

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
<th>No Response</th>
<th>Total</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>3</td>
<td>0</td>
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<td>3</td>
</tr>
</tbody>
</table>

This result means that all the respondent focus groups indicated that the municipality can increase the trust of citizens by improving better services and engaging them.

The Municipal Systems Act, Section 16 (1) (c) further provides that municipalities must use their resources and annually allocate funds in their budgets for community participation.

This is affirmed by the following verbatim responses from the respondents:

“We need to advocate transparency and accountability. If communities know how their money is being spent, they will trust government more, but the problem is that most people are not aware of for example, the reasons for tariff increases.”

“If communities can see that there is positive change and improvements, they will learn to trust government more.”

“By engaging citizens, we are empowering them. In Jeffrey’s Bay a community paved their own street and fix their own potholes as they had the resources to do it by themselves and could no longer wait for government.”
“I believe that we are going to appease by execution and not intention. The NMBM has a lot of good intention, but there is not enough budget to endure that the execution will happen.”

“Trust will always be built, but never ever seen as we are unable to appease everyone, and this vicious cycle of trust is lost.”

“Citizens will need to see the improvement first, if they cannot be reached regarding the engagement, only once they see evidence of better services will there be trust.”

Q 7: Do you think that by increasing public participation in local government affairs there will be improved trust in governance?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
<th>No response</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>0</td>
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</table>

All the focus group respondents emphatically agreed that by increasing public participation in local government affairs, there will be improved trust in governance. According to sections 16 and 17 of the Local Government: Municipal Systems Act 32 of 2000, local government is mandated to provide for the development of a culture of community participation and make provision for the establishment of mechanisms, processes and procedures for community participation.

The focus groups interviews revealed the following verbatim perceptions of public participation and trust in governance:

“Matters always have to go too far before anything is done about it. We are always trying to put out fires, constant crisis management. There is no forward thinking.”

“Trust is lost in the way the municipality deals with problems brought forward to them. There is currently a backlog of services that need to be attended to and if these are
not delivered and acted upon within a reasonable time-frame, communities become disgruntled.”

“The most ideal situation would be if citizens and communities engage with government on matters that directly affect them and that their (communities) needs are addressed timeously. This will automatically lead to a situation of trust instead of distrust.”

In lieu of the verbatim responses, in 2014 the SA Reconciliation Barometer survey indicated that 55% of South Africans around the country indicated that they had little or no confidence in local government. This percentage has grown from 48% in 2006, the year in which South Africa’s last municipal elections were held (http://www.sabc.co.za). These statistics indicate that the local government's mandate to provide basic services has generally failed and that service delivery protests or protests demanding better services have become the order of the day.

6.2.1.2. Communities understanding of programmes and municipalities’ role of reviewing and monitoring such programmes

The questions most relevant to this theme were questions 2 and 6 as these questions addressed the municipality’s development programmes and the importance of reviewing, monitoring and evaluating these programmes to ensure effective service delivery.

The responses to these questions were supported by verbatim responses as indicated below.

Q2: Do you feel that the municipality’s development programmes are informed by community needs and participation?

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<tr>
<th>Yes</th>
<th>No</th>
<th>No response</th>
<th>Total</th>
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<td>2</td>
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215
In the above regard, one (1) focus group was of the opinion that the development programmes of the Nelson Mandela Bay Municipality (NMBM) were not informed by community needs and participation. This should be a point of concern to the NMBM as it indicates that the focus group who disagreed with the statement felt that the municipality was not fulfilling its objects in terms of Section 152(e) of the Constitution of the Republic of South Africa, as well as Section 29(b)(i&ii) of the Municipal Systems Act 32 of 2000. Section 152(e) of the Constitution of the Republic of South Africa states that one of the objects of local government is to encourage the involvement of communities and community organisations in the matters of local government. Similarly, Chapter 4 of the Municipal Systems Act states that the local community is to be consulted on its developmental needs and priorities.

In the same vein, Section 3(iii) of the National Framework in the Municipal Structures Act, 1998 stipulates that municipalities must ensure that ward committees are effectively supported by the provision of communications material and community interaction systems and campaigns.

Verbatim comments below from the focus groups were particularly interesting:

“Public participation process that everybody is supposed to attend. Municipality announces the public participation process dates, citizens are supposed to attend and then give their views on what is required. The people attending become representatives of their community, so the question is if whether the programs developed in that small group are representative of the larger people’s needs or not.”

“"The other thing is communication, there’s just no communication if I asked any of the citizens in your areas if they knew about these meetings they would be unaware, so even if there are programs people aren’t being communicated to about it.”

“There may be a political knowledge deficit whereby this so called electorate have total apathy, they’re not interested in understanding what’s going on in their communities or what their ward councillors can do for them.”
It is evident from the focus group responses to Questions 1 and 2 that perceptions were that the municipality’s development programmes did not include communities’ needs and priorities and that this could be attributed to the fact that ward councillors and their ward committees were not adequately promoting public participation in the NMBM’s planning and decision-making processes and procedures. However, this scenario could be attributed in part to the fact that no ward committees have been in place in the NMBM for the past eight years.

Q 6: Do you think that the policies, strategies and legislative frameworks that have been implemented within the NMBM are reviewed, monitored and evaluated on a regular basis to ensure that service delivery is improved?

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<thead>
<tr>
<th>Yes</th>
<th>No</th>
<th>No response</th>
<th>Total</th>
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The above responses indicate that 67 % of the focus groups interviewed were of the opinion that the policies, strategies and legislative frameworks that have been implemented within the NMBM are not reviewed, monitored and evaluated on a regular basis to ensure that service delivery is improved.

In support of the above findings, some of the verbatim responses are reported below:

“We should not forget about the elephant in the room, the apartheid construct. We are trying to solve historical methods with future methods as we have not completely deconstructed yet.”

“The policies that are currently in place need to be redressed and reviewed so that the actual needs of citizens can be targeted. This process is poor within the NMBM.”

“Policies, strategies and legislative frameworks are disregarded by the Mayor’s offices.”
“No. The simple reason being we have a non-functional municipality because the council is not operational.”

Focus group participants indicated that feedback, monitoring and evaluation of programmes were vital. Responses included: “Policies are not reviewed to ensure that they address the current challenges facing municipalities.”

6.2.1.3. Public participation, citizen engagement and co-production

In terms of Section 152(e) of the Constitution, one of the objects of local government is to encourage the involvement of communities and community organisations in local government matters. As previously stated in Chapter 2, co-production is defined as the process through which inputs used to provide a good or service are contributed by individuals who are not in the same organisation (Ostrom, 1996: 1079). Calabro, (2010:31) states that New Public Governance (NPG) advocates co-production because it relies on citizens actively participating in the governance of the services that they depend on in their daily lives and it is characterised by a combination of public service agents and citizens who contribute to the provision of public services. Responses from questions 3, 4 and 9 adequately addressed the theme of public participation, citizen engagement and co-production.

**Q 3: Do you think that ward councillors and their ward committees are doing enough to provide the public with sufficient opportunities to participate in the issues relating to service delivery?**

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According to section 17(2) (e) of the Municipal Systems Act, 2000 (Act 32 of 2000), it is required that the municipality should establish appropriate mechanisms, processes and procedures to enable the local community to participate in the affairs of the municipality. A study conducted by Shaidi (2013:228) indicated that ward committees were not yet effective in conducting public participation in the communities of Nelson.
Mandela Bay. According to research conducted by Maphazi (2012:), 73 % of the respondents agreed that if communities were informed of all the processes and the programme, protest action would be limited. There are therefore strong parallels and agreement between the findings of this survey and previous surveys on the level of public participation, trust and citizen engagement in the NMBM. However, a nexus search has revealed that research on co-production is still emerging within South Africa.

The above responses to the focus group interviews indicate that 67 % of the focus groups interviewed were of the opinion that ward councillors and their ward committees were not doing enough to facilitate public participation and consultation in the matters of the Nelson Mandela Bay Municipality.

In support of the above findings, some of the verbatim responses are reported below:

“*It’s a reality that you get some good ward councillors and some really bad ones who see it as just a job.*”

“I *think the opportunities are there, they’re just not communicated effectively, ward committees need to make of the community radio stations and community newspapers that the communities readily read & listen to. On another note like the previous speaker said, it is up to the public to be active citizens and I don’t think that is being promoted enough.*”

“We *need to change people’s ideas and perspectives of their civic duties. The civic organization of people is not very strong and they don’t feel like they could actually do something.*”

“*With the voters’ scepticism in the political arena, government has a huge challenge to address.*”
Q 4: How much progress has the municipality made with respect to engaging communities in service delivery and decision-making matters?

Chapter 4 of the Municipal Systems Act of 2000 (Act 32 of 2000) refers to participation of the community in identifying their own developmental needs, prioritising these needs, and finding solutions together with the municipality.

The responses from focus groups indicated the following progressions:

“We had a whole lot of issues in my area with the roads, we had people complain and the problem was sorted out, so in our ward the process definitely works.”

“A year ago we had no committees now we’ve got 60, so there is a channel that these things can be worked through, it’s about getting the right people in the ward committees.”

“The NMBM will not or cannot deploy resources into areas which do not provide a return on investment. For example: In an area where communities are paying for services and taxes, it is easier to engage with them in decision-making matters as opposed to communities that are not paying for services and taxes.”

Q 9: How do you think the municipality is changing the way in which they engage with communities?

The focus groups interviews revealed the following verbatim responses:

“The metro has a very informative website and the Mayor uses social media and media (radio) to engage with communities.”

“The municipality is creating job opportunities by implementing community-based programmes.”

The literature has indicated that the Internet is changing the way communities live today as more and more people will rely on the Internet for information. Kroukamp
(2005) acknowledges that almost all government departments and agencies in South Africa have their own website as they provide services ranging from e-filing to facilitating the electronic submission of tax returns. As previously stated in Chapter 2, one of the goals of e-governance as endorsed by the Department of Public Service is to provide better information and service delivery.

In support of the above, the following is a verbatim response:

“The advancement of technology makes it possible for citizens to engage with municipalities without having to endure long queues.”

In view of the sentiments expressed by the ward committee members, public participation presents communities with the opportunity to express their views and opinions regarding services rendered or to be rendered. Bovaird and Loeffler (2003:192-193) identify three activities within the public participation spectrum that are important components for engaging citizens in other stakeholders, namely communication, consultation and co-production. These three activities resonated fairly strongly in the verbatim responses provided by the focus group respondents.

Similarly, the International Association of Public Participation (IAP) identifies that the participation process should provide participants with the information they need to ensure meaningful participation and seek out and facilitate the engagement of those potentially affected by or interested in a decision.

Lindquist et al. (2013:75) contend that co-production concerns joint deliberation or consultation, namely citizens being involved in deciding what to do or how to do something as well as producing it. This viewpoint was resonated by a verbatim response, namely, “If citizens feel that their needs are being addressed, their voices are being heard, and they have a say in decision-making processes that affect them, they will automatically start trusting government.”

It is clear from the above responses that ward committees are adamant in their stance that in order to make progress within the municipality it is important that there are
capable people driving the process as well as the necessary financial resources. In certain wards, communities are involved in service delivery matters. However in other wards, communities are not even aware of the public participation process.

6.2.1.4. Addressing challenges and redressing progress
According to the Report of the State of Local Government 2014/2015, while much has been achieved in the 15-year existence of the new democratic local government system, some serious challenges still persist and the delivery of basic services needs improvement in many municipalities. Questions 8 and 10 attempt to deduce inferences from the verbatim responses stated below.

Q 8: What do you think this government and the municipality should do to address the challenges raised by the communities during the recent service delivery protests?
Some of the responses from various focus groups included the following:

“Simple things like fulfilling election promises and being transparent.”

“Create employment opportunities for the youth as those young people without jobs, move into crime.”
“We need ethical and moral leaders who hold themselves accountable.”

Q 10: Do you think that citizens will continue to disengage from government no matter how much progress is made?

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The above responses indicate that 67 % of the focus groups interviewed were of the opinion that citizens will continue to disengage from government no matter how much progress is made.
In support of the above findings, the following are verbatim responses from the focus group interviews:

“Yes. If you look at the elections from 1994, the votes for the leading party were close to 70%. If you look at the results of the recent elections, it is a clear indication that people have lost trust in local government.”

“Yes, the voter trust will erode even further, irrespective of who comes into power. There is a deficit of moral leadership.”

“The situation is going to get far worse as corruption is rife, but nothing can be done about it.”

Based on the verbatim responses indicated above, it is fundamentally important that concerted efforts need to be implemented to ensure political stability and improved governance within the Nelson Mandela Bay Municipality.

Managa (2012:2) contends that because of the lack of quality service provision, many municipalities are unable to supplement the budgetary allocation with rate payments to assist in rendering the services required and this statement was confirmed by the verbatim response which stated, “Government needs to prioritise. The fiscal policy does not make sense as we are spending as if we are a First World country but we have not even solved our Third World problems.”

Co-production can be regarded as an effective tool by which public services can begin to prevent social problems such as crime and service delivery protests, as citizens will be asked to do something, to give back and to help deliver the service.

6.3. DATA ANALYSIS AND INTERPRETATION

According to Mouton (2005:108), analysis involves the breaking up of data into manageable themes, patterns, trends and relationships. Mouton (2005:109) contends that interpretation means relating one’s findings and results to existing theoretical
frameworks or models, and showing whether these are supported or falsified by the new interpretation.

Prior to data analysis the researcher had to listen to all the recorded interviews and the data was then categorised and patterns identified. Thereafter, the researcher proceeded to categorise and group the information into related themes or categories accordingly.

According to the findings of the empirical survey as discussed in Chapter 5 from all categories of respondents (Mayoral Committee members, ward councillors, senior municipal officials), every respondent indicated that trust in government can be restored if there are proper communication channels between the communities and local government and if there is adequate public participation whereby citizens will be allowed to participate in decision-making processes. Furthermore, from the results emanating from the focus group interviews, it can be concluded that the working relationship between the ward councillors and ward committee members was not what it should be. This could have a negative impact on service delivery and ultimately trust levels, as the ward committees should serve as the “bond” between local communities and the ward councillors.

The comparison and the integration of results of the quantitative (empirical) study with the results from the qualitative (literature review and focus group interviews) study is important as it is useful in determining whether these approaches support each other. Flick (2014:33) states that the following are three kinds of outcomes of this combination:

1. Quantitative and qualitative results converge, mutually confirm, and support the same conclusions;
2. Both results focus on different aspects of an issue, but are complementary to each other and lead to a fuller picture; and
3. Qualitative and quantitative results are divergent or contradictory

It is apparent from the discussions in this chapter as well as in Chapter 5 that the results converge, mutually confirm and support the same conclusions. This outcome
therefore supports the problem statement of this research study which states that a situation of mistrust in government is created when services are not rendered efficiently and effectively, when policies are not implemented and when officials in whom trust has been placed are not held accountable.

6.4. SUMMARY
In this chapter, the results were interpreted and it became evident from the findings emerging from the analysis of the responses of the focus group interviews that although the NMBM is delivering services to certain communities within its jurisdiction, trust within local government is still being compromised.

Thompson (2004) states that citizen trust in state institutions and opposition parties is a serious barometer of a healthy democracy since it epitomises the developmental mandate of local government and advocates citizens' eagerness to participate in matters of government. Similarly, Fukuyama (2004:40) states that “…holding government agencies accountable to the public is to some extent a matter of institutional design and internal checks and balances, but ultimately, it is the people whom government supposedly serves who are responsible for monitoring its performances and demanding responsive behaviour”. These authors have been utilised as their work is rich in information and subsequent readings have not revealed adequate information regarding these issues.

The above data analysis and interpretation suggest that a need is emerging for government to reconsider its policies and legislation governing service delivery, especially regarding public participation and consultation. In order to restore trust and strengthen the relationship between municipalities and communities, credible ways and systems of citizen engagement need to be instituted.

It is recommended in view of the preceding analysis that a new approach be formulated to address declining levels of trust. The proposed normative model for the development of trust and co-production for effective local governance will be discussed in Chapter 7. The following chapter proposes recommendations established on the corroborated analysis of the data obtained from the empirical survey, literature
review and focus group interviews conducted in the NMBM, which, like other municipalities, is faced with challenges relating to trust and confidence in government.
CHAPTER SEVEN
DEVELOPMENT OF A PROPOSED NORMATIVE MODEL, SUMMARY, RECOMMENDATIONS AND CONCLUSION

7.1. INTRODUCTION

Chapters 5 and 6 illustrated the findings of the study after an analysis of the data gathered. This study examined the relationship between public participation, service delivery, governance, co-production and trust within the context of the new developmental mandate of local government in South Africa, with specific reference to the Nelson Mandela Bay Municipality (NMBM). The research study specifically sought to investigate why a situation of mistrust in government is created when services are not delivered and officials are not held accountable for their actions. This study established that the lack of trust in local government manifests itself in low municipal polls and as a result of communities' increasing lack of trust and confidence in local government, service delivery protests are increasing. However, the research findings revealed that the NMBM is facing challenges in terms of fulfilling its constitutional mandate of creating a democratic, transparent and responsive governance despite implementing policies, strategies and legislative frameworks that promote public participation and co-production. Moreover, the data analysis confirms the correctness of the problem statement of this study which states that public participation and co-production in South Africa is characterised by several challenges in the areas of, inter alia, ineffective service delivery, diminishing trust and confidence in local government, and communication gaps between ward councillors and communities. The aim of this research was to examine how co-production will improve levels of trust and confidence within local government and consequently provide recommendations to enhance citizen trust levels and participation.

One of the positive findings that emerged from the data obtained from the respondents is that they affirmed that by engaging citizens and community groups in the affairs of the municipality, trust levels amongst citizens will increase. Furthermore, this study revealed that trust in the NMBM is important for the success of policies, programmes
and strategies and that ward committees in the NMBM are effective vehicles for public participation and co-production, despite their being non-existent for a period of approximately seven years.

In this chapter the normative model referred to as a system will be depicted as a framework for the co-production of trust that may assist to resolve the current increase in declining trust levels in government. This module, which is closely related to the prominent input-outputs model by David Easton, focuses on the response by the political system to the demands and needs of interest groups. Furthermore, the purpose of this chapter is to draw conclusions from the empirical study and literature review and conclude by proposing recommendations from all the preceding chapters.

Subsequent to the analysis of literature, questionnaire responses and focus group interviews, a number of findings became apparent and this chapter seeks to present a summary and conclusions drawn from these findings and proposes to make key recommendations. The limitations of the research study will also be presented in this chapter.

7.2. SUMMARY OF THE STUDY

Chapter One provided an overview and background of the research as well as identifying the factors that have culminated in the motivation for the research study. This chapter also outlined the research questions, aims and research problem. In addition, this chapter identified the hypotheses of the research, including the objectives, and defined key concepts within the study.

Chapter Two provided a theoretical investigation relating to co-production in local government by contextualising co-production within a democratic dispensation. An overview of the theoretical framework to the study of local government affairs was outlined, with specific reference to participatory democratic theory. This was followed by an in-depth conceptual framework of governance and trust in terms of the relationship between ward committees and public participation as conduits of co-production.
Chapter Three presented an overview of the regulatory, legislative and policy frameworks governing co-production and public participation. This chapter also provided an in-depth discussion of the various sources of literature that were consulted and how they correlate with the legislation pertaining to the accountability of public officials.

Chapter Four deliberated on the research methodologies employed for the purposes of this research. This chapter provided an overview of the research design, study population, sample size, methods of sample selection, methods of data collection, processing and analysis as well as issues pertaining to ethical considerations and delimitations of the study. The data collection techniques included focus group interviews, questionnaires and the use of secondary sources for the purposes of a literature review. In terms of the methodology, the methodologies of the social sciences were discussed and compared. This research study identified the differences between the quantitative and qualitative research approaches within the qualitative and quantitative paradigm. In addition, acknowledgement was given to the applicability and importance of each research method. It was concluded that both the quantitative and qualitative approaches would be suitable for this research study. The literature and recent statistics indicate that the municipality is developing comprehensive interventions in improving governance, legislative compliance and social inequality.

Chapter Five presented the interpretation and analysis of the results that emerged from the empirical study and which formed part of this research. This chapter interpreted and analysed quantitative data. The open-ended questions that were conducted as part of the empirical study provided a realistic recognition of the levels of trust that exist within the Nelson Mandela Bay Municipality (NMBM).

Chapter Six presented the interpretation of the thematic analysis of the focus group interviews and determined whether there was a correlation between the hypotheses of the research study and the qualitative results emanating from the interviews.
Chapter Seven presented a normative model to promote co-production in the delivery of public services in local government. This model does not claim to fully represent any current co-production approaches in the NMBM, but rather it is envisaged that this model could also be used in other municipalities in South Africa. Likewise, the proposed normative model could be used to complement existing approaches. The normative model attempts to illustrate a set of basic points of departure within a specific normative framework that could be employed for the purpose of co-production in local government. The proposed model possesses fundamental aspects that could be expedited in further research.

Furthermore, this chapter summarised the findings and suggested certain recommendations that are proposed in response to the challenges identified by the researcher in relation to the areas of public participation, co-production and trust within the NMBM. This study further revealed certain fundamental aspects regarding public participation, co-production and trust in the NMBM that need urgent attention if the municipality is to comply with the new mandate of developmental local government.

7.3. DEVELOPMENT OF A TRUST AND CO-PRODUCTION MODEL FOR EFFECTIVE LOCAL GOVERNANCE

The escalating number of violent service delivery protests in South African municipalities since 2005 are red flags that remedial strategies are required in the municipal service delivery environment. This study has revealed that there is a lack of trust in local government as manifested in low municipal polls. Pillay (2017:33) states that political trust is not won by fancy or verbose party manifestos, or pre-election promises, but by politicians’ and administrators’ actions as when citizens believe or realise that manifestos and promises are forgotten, mistrust emerges.

As a result of the information gathered during the literature review, analysis of the focus group interviews and certain deductions made as a result of the empirical survey, the design of a normative model for trust and co-production with specific reference to the Nelson Mandela Bay Municipality will be presented. It is envisaged that this model could also be used in other municipalities in South Africa and the
proposed model will possess inherent potential for further research. Maphazi (2012:264) asserts that a model is a schematic description of a system, theory or phenomenon that accounts for its known or inferred properties and may be used for the further study of its characteristics.

7.3.1. COMPONENTS OF A NORMATIVE MODEL
The components of the normative model includes many features. However, the key components are as follows:

- **Environment**
  According to Van Niekerk, Van der Waldt and Jonker (2001:98), the environment is the total setting within which government operates and generates needs or problems, such as unemployment and inflation, which have to be addressed by a public institution such as a municipality. This environment can either be political, economic or social. Maphazi (2012:267) states that within the political environment, citizen participation in local government has been advocated as a way to enhance communication between government and the public, build public support for local goals, and develop public trust.

- **Inputs**
  Van Niekerk et al. (2001:98-99) assert that, in policy-making terms, inputs are given in the form of the expression of needs and demands to the legislature by sections of the public, community organisations, the media and the interest groups. According to Dye (1995:38), the forces generated in the environment that affect the political system (municipality) are viewed as inputs.

- **Processing and the conversion process**
  A conversion process comprises various management functions or processes that have to take place in order to empower the institution or organisation faced with the task of satisfying the need, to implement the various steps of the enabling process. Easton’s model (1979:30) provides for a “conversion of demands into outputs” and appears to allow for any suitable empowering process to be utilised for the conversion function.
• Outputs
According to Van Niekerk et al. (2001:99), outputs are actions taken by public institutions in solving a policy problem to meet the needs and demands of citizens. The budget allocation, the staff complement and the public policies themselves are illustrations of outputs.

• Feedback
Feedback serves as a monitoring tool to ascertain whether the intended output from the process has been achieved, and it can also assist the system in improving its nature and processes.

7.4. TRUST AND CO-PRODUCTION MODEL FOR EFFECTIVE LOCAL GOVERNANCE FOR SOUTH AFRICAN MUNICIPALITIES
Based on discussions in this chapter and the findings of the empirical survey, the following co-production model (Fig.7.1) for South African municipalities is proposed, positioned on the features of the systems model of David Easton. Moreover, the relevant sections of the proposed model are clarified to provide meaningful insight into how the model works and how it would function if introduced.
**INPUTS**
- Needs and demands
- Need for basic service delivery
- Unemployment
- Crime
- Public participation
- Citizen engagement
- E-government
- Voting behaviour

**CONVERSION PROCESS**
- Improve current technology and communication channels between local government and communities which will ensure an improvement in service delivery
- Empower ward committee members and ward councillors
- Create open government policies that concentrate on citizen engagement as access to information can increase public trust
- Promote ongoing performance reporting to improve accountability
- Promote community involvement and public participation
- Implement intensive civic education programmes
- Ongoing communication on service delivery matters

**OUTPUTS**
- Increase in trust and public participation
- Effective communication
- Good governance
- Effective ward committee systems
- Accountable politician and municipal officers
- Decrease in violent service delivery protests
- Co-production of services
- Decline in unemployment

**EXTERNAL ENVIRONMENT**
- Political (in)stability
- Legislative and statutory progression
  - MSA
  - Batho Pele Principles
  - NDP
- Community-based programmes (social trends)
- Economic trends

**FEEDBACK**
- Continuous monitoring and evaluation of the performance of ward committee systems
- Afrobarometer Trust Survey

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**Figure 7.1. Proposed normative model for trust and co-production**
7.4.1. Overview of external environments, inputs, processing, output and feedback in relation to the proposed model

According to Wissink’s stage model of policy making, the value of the systems model lies in the framework that it provides, which describes the relationships between the demands, the political system and the outputs in terms of stabilising the environment or triggering new demands (Fox, Schwella & Wissink, 1991:32). Furthermore, Dye (1995:38) states that the forces generated in the environment that affects the political system (municipal council) are viewed as inputs. Various perspectives could be considered as the external environment.

- The Environment
The environment is regarded as the overall locale within which government functions and one must remain cognisant of the fact that there is no organisation that can exist in a vacuum. Hanabe (2014:233) states that the analysis of this environment is a meaningful step taken in order to understand the outside forces that can help in shaping the organisation in meeting its predetermined objectives; and in this case, it can influence the organisational performance as well.

- Inputs
In the South African context, citizens’ needs and demands are well articulated in the National Development Plan (Vision 2030), released by the Planning Commission and recently adopted by the South African Parliament. The document cites poverty, unemployment and inequality as the triple challenges facing South Africa.

- Outputs
Accountability at local government level aims at providing open and good governance to the citizens, eliminating a closed and bureaucratic government. Chapter 2 of this study revealed that according to the Communications Strategy of the Nelson Mandela Bay Municipality (2008-2012), public participation and communication can never be viewed as a matter of legislative compliance only; they lie at the heart of good governance. Good governance requires civil society to participate in the decision-making processes in all spheres of government, most notably at the local sphere of government.
• **Feedback**

Furthermore, the system proposes enhanced monitoring by communities on matters of service delivery and public participation. It is important that the community participates throughout the monitoring and evaluation process as part of the systems feedback. Enhanced community involvement is of particular importance in terms of improving the feedback process of the proposed normative model.

Consequently, as a result of the analysis of literature, questionnaire responses and focus group interviews, a number of findings have become apparent as summarised below.

### 7.5. SUMMARY OF FINDINGS

It became evident that the slow pace of basic service delivery, especially in the provision of housing, healthcare; high levels of unemployment; poor communication between public officials and communities, coupled with a lack of involvement of communities in developmental programmes; political interference; unfulfilled election promises; and high poverty levels are the main causes of service delivery protests in the Nelson Mandela Bay Municipality (NMBM).

The findings indicated that ward councillors in certain areas do not attend ward committee meetings and as a result, consultation with communities is either poor or non-existent. Furthermore, the findings reveal that as a result of communities’ increasing lack of trust and confidence in local government, service delivery protests are increasing. The aforementioned findings are consistent with the voting results released by the Electoral Commission of South Africa, which indicated that there was a decline in voter turn-out in 2014 in comparison with voter turn-out in 2009, whereby in 2009 the total percentage voter turn-out was 80,6 % and in 2014 the total percentage voter turn-out was only 74,5 %. The findings revealed that the lack of trust in local government has manifested itself in low municipal polls.

According to the findings, participants felt that a lack of understanding on how local government operates affects the ability of communities to participate in local government activities. Additionally, the findings also point out that communities in the NMBM are generally not well informed about the development plans of the municipality.
and do not participate in local government activities as a result of a lack of understanding of how local government functions. The NMBM could become a model for co-production and good governance through its advances in encouraging communities to avail themselves for and become involved in decision-making processes. One of the positive findings that emerged from the data obtained from the respondents is that they all affirmed that engaging citizens in decision-making issues will increase trust levels amongst citizens.

7.6. LIMITATIONS
With reference to this study, the following limitations have been identified:

The sample groups for the purpose of quantitative and qualitative research might have been somewhat larger had this phase of the study not been interrupted by the formation of factions related to the current political in-fighting within the NMBM and by ward committees only being inaugurated in August 2017, after a seven-year period of absence. The postponement of council meetings also negatively affected the collection of data as this meant a delay in administering questionnaires to the sample groups. A number of respondents, especially ward councillors and ward committee members, were reluctant to participate in the research study, fearing that its intention was to identify which respondents belonged to which political faction. This reluctance to participate was verified by the quantitative data in which many ward councillors did not identify which ward they belonged to, despite assurances of anonymity. Many of the ward committee members did not avail themselves to contribute in the focus group interviews as many felt that they were still “new in the business” and their opinions might endanger their positions. This delayed data collection and limited the research to a certain degree.

7.7. RECOMMENDATIONS
According to the 2017 Edelman Trust Barometer Survey, the South African government is least trusted by its people, with only 15 % of its citizens affirming their trust in the government. Furthermore, this survey found that trust in the government has declined from an already low 16 % in 2016 to 15 % in 2017. As indicated by a number of respondents, engaging citizens and community groups in the affairs of the municipality would increase trust levels amongst citizens.
The following recommendations are proposed, based primarily on the findings that emerged from the focus group interviews, the empirical survey that formed part of the study, including the theoretical investigation on public participation, co-production and trust.

**RECOMMENDATION 1: IMPROVE CURRENT TECHNOLOGY AND COMMUNICATION CHANNELS BETWEEN LOCAL GOVERNMENT AND COMMUNITIES WHICH WILL ENSURE AN IMPROVEMENT IN SERVICE DELIVERY**

Unfortunately, violent protests have become the dominant channel of communicating with government or compelling government to pay attention to grievances of the citizenry, and they are increasingly taking place at the level of basic service delivery. The literature review has indicated that previously communication took place via public meetings, printed media, radio and television and today communication occurs via the modern information and communication technologies (ICT), for example, the Internet and satellite (Kroukamp, 2005).

It is recommended that the NMBM should consider the implementation of a municipal webpage that is user-friendly, that will address service delivery issues and that will communicate the relevant information to those citizens who have access to the Internet. Often, when one deliberates about greater engagement between government and communities or citizens, one refers to the feedback received from citizens about the services provided by government. Lindquist et al. (2013:106) state that citizen engagement through technology is more about policy-makers waiting to hear from citizens as technology is a way of engaging citizens on the basis that they are the service, as opposed to somebody providing them with a service. Technology therefore allows this platform to be created. The Independent Electoral Commission (IEC), in collaboration with cellular phone service providers, has made it possible for voters to text their identity numbers and receive feedback on their eligibility to vote at their assigned voting stations (Farelo & Morris, 2006:6). This will alleviate the problem of voters standing in long queues at the wrong voting stations.
Interestingly, Thornhill et al. (2014:353) assert that South Africa is the third best in e-government functionality after the Seychelles and Mauritius. The *Batho Pele* website, the South African Revenue Service (SARS) e-filing system, the Department of Transport’s Electronic National Administration Traffic Information System (e-NATIS), the South African Social Security Authority’s (SASSA) electronic processing of grant applications from remote sites, and departmental information websites are examples of ICT in the public sector (Thornhill et al., 2014:355).

The degree to which communities accept the view of local government is likely to be affected by the degree to which local government has the capacity to fulfil the duties and responsibilities assigned to them. If municipalities are unable to meet their election promises and cannot deliver basic services, then distrust is likely to develop. A lack of trust promotes non-compliance with the by-laws of the municipality and a collapse of confidence, communication and trust between local government and the communities.

**RECOMMENDATION 2: EMPOWER WARD COMMITTEE MEMBERS AND WARD COUNCILLORS**

The functions and powers of ward committees are stipulated in the Municipal Structures Act, 1998. In terms of Section 74 of the Act, a ward committee:

a) may make recommendations on any matter affecting its ward
   (i) to the ward councillor; or
   (ii) through the ward councillor, to the metro or local council, the executive committee, the executive mayor or the relevant metropolitan sub-council and

b) has such duties and powers as the metro or local council may delegate to it in terms of Section 59 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000).

In terms of Section 59 (a) of the Municipal Systems Act, 2000, a municipal council may

a) delegate appropriate powers, excluding a power mentioned in Section 160(2) of the Constitution and the power to set tariffs, to decide to enter into a service delivery agreement in terms of Section 76(b) and to approve or amend the
municipality’s integrated development plan, to any of the municipality’s other political structures, political office-bearers, councillors, or staff members.

According to Draai (2016:147), the primary aim of ward committees is to represent public interests and their role is to facilitate participatory democracy, disseminate information, help rebuild partnerships for improved service delivery and solve problems experienced at ward level. Results from the empirical survey revealed that ward committees in the NMBM are effective vehicles for public participation and co-production, notwithstanding the fact that ward committees face major challenges in terms of limited powers. Draai (2016:147) further contends that the role of ward committees includes, *inter alia*:

- to increase the participation of local residents in municipal decision-making, as they provide a direct and unique link with the council;
- to represent the general interest of the local ward without political alignment;
- to provide support to the councillor in dispute resolutions and provide information about municipal operations, and
- to assist with community-awareness campaigns, as related to basic services

A concerted effort should also be made to empower ward committee members with basic computer skills so as to enhance their networking and communication skills, especially since the Internet and networking technologies provide consistency and accountability. It has become mandatory for the public service to understand and adapt to these new forms in order to provide effective and efficient services.

**RECOMMENDATION 3: CREATE OPEN GOVERNMENT POLICIES THAT CONCENTRATE ON CITIZEN ENGAGEMENT AS ACCESS TO INFORMATION CAN INCREASE PUBLIC TRUST**

As previously stated in Chapter 2, Kroukamp (2008:647) contends that trust is the nexus of the compact between government and its citizens. Trust emanates from a people-centred government that is responsive and capable of articulating public needs through pro-poor policies and that delivers necessary services in a transparent and accountable manner. In addition, the White Paper on Local Government, 1998 provides a framework of developmental local government that requires local
government to work with citizens to find a balanced way to improve service delivery and enhance the quality of life of citizens.

Arnstein’s (1969) ladder of citizen participation asserts that citizens work best when there is an independent organised power base in the community to which the citizens’ leaders are held accountable. A total of 65% of the respondents agreed and 17% strongly agreed that engaging citizens in decision-making issues will increase trust levels amongst citizens. Furthermore, Arnstein’s (1969) theory states that participation may also be motivated by material incentives whereby people participate by contributing resources, for example, labour, in return for food, cash or other incentives. The empirical study revealed that more than 57% of the respondents agreed that services that do not lead to improvements in the quality of life of communities and citizens are more likely to be challenged.

**RECOMMENDATION 4: GIVE PRECEDENCE TO ISSUES OF GOVERNANCE**

The findings have corroborated that the NMBM is facing challenges in terms of fulfilling its constitutional mandate of creating democratic, transparent and responsive governance. According to Askvik and Bak (2005:81), the failure of provincial government to address nepotism, favouritism and corruption amongst public office bearers and officials has severely undermined trust in government institutions and their seeming inability to bring noteworthy change to the poorest sections of the community has also led to despondency and distrust.

The NMBM has a Rapid Response Task Team (RRTT) in place, located in the office of the Executive Mayor. It is a multi-departmental structure that ensures a comprehensive and holistic approach to service delivery-related protests and complaints. Despite this fact, the number of service delivery protests within the NMBM are increasing. The inability of local governments to successfully deliver basic services is often regarded as a further illustration of local government’s lack of interest in the poor (Askvik & Bak, 2005:83). It is therefore proposed that the deliverables of the RRTT should:

- continuously engage with communities to solicit their inputs with regard to service delivery needs;
facilitate co-production of community members and government structures in the implementation of programmes and services that affect their daily lives;

include mechanisms and practices that would be able to identify at an early stage when there is dissatisfaction amongst communities;

conduct meetings on a regular basis to keep communities informed and aware of the advancements made as well as communicate any challenges that have been encountered;

provide communities with the opportunity to constantly engage and consult with government structures; and

evaluate community feedback and dissatisfaction and communicate this to the municipality.

**RECOMMENDATION 5: PROMOTE ONGOING PERFORMANCE REPORTING TO IMPROVE ACCOUNTABILITY**

The findings revealed that the NMBM is increasingly engaging with citizens to ensure public participation. However, respondents indicated that there is a lack of feedback and communication on projects and programmes, despite this being requested by communities. It is therefore recommended that the NMBM reports realistically to the community in terms of resources available to implement community requests, align these requests to realistic time frames, and identify whether there are any challenges.

The Local Government Municipal Systems Act, 2000 stipulates performance reporting as a legislative requirement and specifies that it is an important mechanism for providing useful information to statutory bodies. Furthermore, this Act also states that performance reporting is used to provide relevant information to guide and educate citizens and taxpayers on the utilisation of public resources. The Nelson Mandela Bay Municipality’s Integrated Development Plan (IDP) serves as a strategic framework that guides its five-year planning and budgeting (IDP 15th edition, 2016/2017-2020/2021).

As indicated in Chapter Three of this thesis, the IDP is aligned to the National Development Plan 2030 Vision, and it is therefore a stepping stone towards advancing the goals of the National Development Plan. Similarly, the Municipal Performance Planning and Management Regulations (2001) provide for specific requirements for
performance, roles and responsibilities of the local government and the local communities.

Results from the empirical study indicate that ward councillors in certain areas do not attend ward committee meetings and as a result, there is often limited consultation with communities on matters that affect them. This in turn leads to low voter turn-out at municipal elections as communities lose confidence and trust in their ward councillors. This study has identified the correlation between public participation, co-production, accountability and trust. It is recommended that ward councillors conduct themselves professionally by communicating with communities and accounting for their actions.

**RECOMMENDATION 6: PROMOTE CO-PRODUCTION OF SERVICES TO IMPROVE TRUST**

This research recommends a new normative model for enhanced co-production of trust, utilising the principles of the systems model as introduced by David Easton. The Department of Local Government has introduced the concept of Neighbourhood Development Planning, which proposes a more innovative and practical approach of involving local communities in the planning and development of the areas or neighbourhoods in which they live (IDP 15th edition, 2016/2017-2020/2021). Neighbourhood Development Planning achieves three essential purposes, namely:

i) it provides a vision of what the area/neighbourhood should look like over a period of time;

ii) it sets out clear developmental objectives; and


Despite the introduction of Neighbourhood Development Planning, the findings of this research have revealed that the NMBM is facing challenges in terms of fulfilling its constitutional mandate of creating a democratic, transparent and responsive governance. If this situation persists, the most likely outcome will be a decrease in
trust levels and ultimately, an increase in violent service delivery protest action by more communities, which should be a matter of serious concern for the NMBM.

RECOMMENDATION 7: PROMOTE COMMUNITY INVOLVEMENT AND PUBLIC PARTICIPATION

The Constitution of the Republic of South Africa 1996 places an obligation on municipalities to encourage the involvement of communities and community organisations in the matters of local government. Similarly, within the Municipal Systems Act, 32 of 2000, the attention of municipalities is focused on the need to encourage the involvement of communities in their own affairs.

To achieve citizen participation, it is vital to achieve the objective of service delivery to local communities and render services that are more relevant to the needs and circumstances of local communities. This in itself empowers local communities to manage their own lives and livelihoods and fundamentally promotes co-production of trust.

The NMBM should actively seek to empower the most marginalised groups within its jurisdiction in order to be in line with the mandate of developmental local government. According to Maphazi (2015:289), to ensure that community engagement and participatory democracy are complete, they must include and encompass all their principles such as inclusivity, diversity, transparency, flexibility, accessibility, accountability, trust, commitment, respect and building community capacity.

RECOMMENDATION 8: IMPLEMENT INTENSIVE CIVIC EDUCATION PROGRAMMES

It is recommended that South Africa, through its municipalities, embark on a civic education campaign with the intention of creating a better informed citizenry with whom government can connect in its service delivery efforts. The findings disclosed that a lack of understanding of how local government functions affects the ability of communities to participate in local government activities. According to Gumede
(2012:113), the South African public remains inadequately informed about how government works in terms of prevailing legislative environment, policies and procedures pertaining to service delivery and development, and as a result, citizens appear, in their frustration, to be turning into a nation of violent, rude and intolerant people.

Local government utilises taxpayers’ funds each year in the delivery of basic services to communities and this creates a culture of accountability and value-for-money regarding taxpayers and citizens.

A lack of information in communities promotes apathy and therefore it is recommended that the municipality should embark on creating a division within the municipality that will focus on creating civic awareness. It is important that citizens are knowledgeable about the procedures and processes of how government functions as well as their rights and responsibilities.

RECOMMENDATION 9: GOVERNMENT SHOULD UPHOLD ELECTION MANIFESTOS

In terms of Chapter 7, Section 152(1) of the Constitution, local government is required to be democratic and accountable, ensuring sustained service delivery, promoting socio-economic development and a safe and healthy environment, and encouraging the involvement of all communities and community organisations in its affairs. The findings revealed that amongst the causes of service delivery protests within the NMBM are unfulfilled promises, poor service delivery, political interference and maladministration of funds and resources.

An emerging theme from the focus group interviews with ward committee members underlined the need for the NMBM and other government departments to deliver on their promises, as communities have generally lost trust in these role players. The failure on the part of the NMBM to act on its promises and mandate was identified as one of the factors affecting the declining levels of trust in government.
In the 2016 local government elections, Nelson Mandela Bay was one of the most contested metros in the build-up to the these elections, with a year-long election campaign seeing the Democratic Alliance (DA) taking control from the African National Congress (ANC) by securing 46.7 % of the votes and 57 seats in the 120 seat council. The ANC secured 40.9 %, thus gaining just 50 seats, a major drop from its 62 seats won in 2011 (https://www.news24.com). Results from the empirical study have revealed that the change in political leadership in the Nelson Mandela Bay Municipality has positively impacted the level of trust in local government.

RECOMMENDATION 10: BATHO PELE PRINCIPLES SHOULD SERVE AS A GUIDE TOWARDS PROVIDING IMPROVED, EFFICIENT SERVICE DELIVERY AND PROMOTING CO-PRODUCTION

The Batho Pele principles include the promotion of transparent actions of municipal officials, which includes holding municipal officials accountable for their actions. In addition, municipal officials are expected to benchmark their actions in relation to citizen needs, resulting in setting service standards and giving citizens value for money. In South Africa, municipalities are obligated to ensure openness and transparency in processes against the background of the new developmental role assigned to local government in South Africa. This new role emphasises democratisation, citizen participation and the empowerment of citizens and communities regarding local government matters.

It was noted from the views expressed by respondents in Chapter 5 that, in order to improve the trust and confidence levels, extensive consultation and constant engagement with communities are required. Despite only a small percentage of respondents disagreeing with the statement that ward councillors in the NMBM are adequately consulting and communicating with their communities regarding service delivery issues, it is imperative that ward councillors constantly consult and inform community members about the quality and progress of public services. Chapter 10, Section 195 of the Constitution stipulates that services must be provided impartially, fairly, equitably, without bias and transparency must be fostered by providing the public with timely, accessible and accurate information.
It is therefore recommended that public officials adopt these Batho Pele principles as the adoption could lead to an improvement in service delivery, improved awareness of accountability amongst public officials and ultimately an increase in trust.

7.8. FURTHER RESEARCH ON THE TOPIC
This study concentrated on the co-production of trust for effective local governance within the Nelson Mandela Bay Municipality (NMBM). It deliberated particularly on the perceptions of ward councillors, ward committees, senior officials and members of the Mayoral Committee in the governance of the NMBM. It is therefore deemed necessary to focus a study on the interface between the role players in local government and communities. The normative model proposed in this study could provide a model for this interface and how this relationship can progressively influence levels of trust in government.

It became evident during the study that public officials have acknowledged that by engaging citizens and community groups in the affairs of the municipality and in decision-making issues, trust levels in government should increase. However, citizens have chosen their own way of communicating with government, which they believe to be more effective. As previously stated, as a result of communities' increasing lack of trust and confidence in local government, service delivery protests are increasing.

The thesis should be viewed as a starting point for studies on the topic of co-production for local government institutions. The potential for further research on this topic clearly exists.

7.9. CONCLUSION
The thesis focused on the Nelson Mandela Bay Municipality (NMBM) as a case study. The sample group comprised Mayoral Committee members, senior officials and councillors as delegates of local municipalities within the jurisdiction of the Nelson Mandela Bay. The significance of this study is that it proved that there is an underlying problem of lack of public participation and co-production at local government level due to trust in and within local government. It is therefore incumbent upon all stakeholders at the local sphere of government to make efforts to promote participation and co-production in local government affairs.
The research undertaken in this thesis was based on the assumption stated in Chapter One that if co-production is non-existent or problematic and if communities lose trust in the performance of municipalities, any attempts by government to address these challenges relating to effective governance would be ineffective. Despite numerous findings and recommendations being NMBM specific, a number of these could be adapted to the conditions existing in other municipalities.

It became apparent during the study that communities have lost trust in the engagement process with their government and that communities express their dissatisfaction and distrust through violent service delivery protests.

Legislative frameworks and policies are critical in decision-making processes, but communities increasingly are required to play a more assertive and inclusive role in local government decision-making processes. The NMBM should actively seek to engage citizens and community groups in decision-making issues as the research findings indicated that citizen engagement will increase trust levels in government. This would be in keeping with the fundamental nature of the new developmental local government mandate. According to the White Paper on Local Government, 1998, developmental local government is defined as government that should be committed to working with the citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

To this end, the literature review, as well as the results of the empirical study, has revealed that as a result of the political and administrative shortcomings of the NMBM, communities have little or no trust in local government and that transforming the relationship between the citizen and local government will lead to an increase in trust in local government. Furthermore, it became apparent that there is a need for intensive civic education programmes that would empower citizens to participate in decision-making matters and provide local government with fundamental opinions and recommendations. In this regard, a normative model has been proposed, as illustrated in Chapter Six.
The insight and experience gained during this research process is viewed as a useful point of departure for further study and research. By implementing the suggested normative co-production model, the Nelson Mandela Bay Municipality will place itself at the forefront of addressing the causes of the declining levels of trust in local government. This approach could be beneficial to other affected municipalities, not only within South Africa, but internationally as well, as the issue of trust manifests itself at both national and international levels.
REFERENCE LIST


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**POLICY DOCUMENTS, REGULATIONS, CIRCULARS, GUIDELINES AND REPORTS**


**NEWSPAPERS**


**WEBSITE REFERENCES**


UNPUBLISHED SOURCES


Dissertations and Theses


the Degree of Doctor of Philosophiae, Faculty of Arts, Nelson Mandela Metropolitan University, Port Elizabeth, South Africa.

ADDENDUMS

Addendum 1: Research Methodology Questionnaire

SECTION A: BIOGRAPHICAL DATA

PLEASE MARK THE APPLICABLE BLOCK WITH AN “X”

A1 – CATEGORY OF PARTICIPANT

<table>
<thead>
<tr>
<th>1. MAYORAL COMMITTEE</th>
<th>2. WARD COUNCILLOR</th>
<th>3. SENIOR OFFICIAL</th>
</tr>
</thead>
</table>

A2 – AGE GROUP (IN YEARS)

<table>
<thead>
<tr>
<th>20-29</th>
<th>30-39</th>
<th>40-49</th>
<th>50-59</th>
<th>+60</th>
</tr>
</thead>
</table>

A3 – MOTHER TONGUE

<table>
<thead>
<tr>
<th>ISIXHOSA</th>
<th>ENGLISH</th>
<th>AFRIKAANS</th>
</tr>
</thead>
<tbody>
<tr>
<td>OTHER (Please specify)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

A4 – GENDER

<table>
<thead>
<tr>
<th>MALE</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>FEMALE</td>
<td></td>
</tr>
</tbody>
</table>
### A5 – HIGHEST GRADE PASSED AT SCHOOL

<table>
<thead>
<tr>
<th>Grade</th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Grade 10</td>
<td></td>
</tr>
<tr>
<td>Grade 11</td>
<td></td>
</tr>
<tr>
<td>Grade 12</td>
<td></td>
</tr>
</tbody>
</table>

### A6 – HIGHEST TERTIARY QUALIFICATION

<table>
<thead>
<tr>
<th>Qualification</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Certificate</td>
<td></td>
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<tr>
<td>Diploma</td>
<td></td>
</tr>
<tr>
<td>Degree</td>
<td></td>
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<tr>
<td>Post Degree</td>
<td></td>
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<tr>
<td>Other (Please specify)</td>
<td></td>
</tr>
</tbody>
</table>

### A7 – EMPLOYMENT STATUS

<table>
<thead>
<tr>
<th>Status</th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Employed</td>
<td></td>
</tr>
<tr>
<td>Unemployed</td>
<td></td>
</tr>
<tr>
<td>Self-Employed</td>
<td></td>
</tr>
<tr>
<td>Retired</td>
<td></td>
</tr>
<tr>
<td>Other (Please specify)</td>
<td></td>
</tr>
</tbody>
</table>

### A8 – EMPLOYER, IF EMPLOYED

<table>
<thead>
<tr>
<th>Sector</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Sector</td>
<td></td>
</tr>
<tr>
<td>Private Sector</td>
<td></td>
</tr>
<tr>
<td>SELF-EMPLOYED</td>
<td>OTHER (Please specify)</td>
</tr>
<tr>
<td>----------------</td>
<td>------------------------</td>
</tr>
</tbody>
</table>

**A9 – LENGTH OF SERVICE**

<table>
<thead>
<tr>
<th>LESS THAN 1 YEAR</th>
<th>01-04 YEARS</th>
<th>05-09 YEARS</th>
<th>10-19 YEARS</th>
<th>20+ YEARS</th>
</tr>
</thead>
</table>

**A10 – IN WHICH WARD DO YOU SERVE AS A WARD COUNCILLOR (THIS SECTION TO BE COMPLETED BY WARD COUNCILLORS ONLY)**

<table>
<thead>
<tr>
<th>WARD 1</th>
<th>WARD 16</th>
<th>WARD 31</th>
<th>WARD 46</th>
</tr>
</thead>
<tbody>
<tr>
<td>WARD 2</td>
<td>WARD 17</td>
<td>WARD 32</td>
<td>WARD 47</td>
</tr>
<tr>
<td>WARD 3</td>
<td>WARD 18</td>
<td>WARD 33</td>
<td>WARD 48</td>
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<tr>
<td>WARD 4</td>
<td>WARD 19</td>
<td>WARD 34</td>
<td>WARD 49</td>
</tr>
<tr>
<td>WARD 5</td>
<td>WARD 20</td>
<td>WARD 35</td>
<td>WARD 50</td>
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<tr>
<td>WARD 6</td>
<td>WARD 21</td>
<td>WARD 36</td>
<td>WARD 51</td>
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<tr>
<td>WARD 7</td>
<td>WARD 22</td>
<td>WARD 37</td>
<td>WARD 52</td>
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<tr>
<td>WARD 8</td>
<td>WARD 23</td>
<td>WARD 38</td>
<td>WARD 53</td>
</tr>
<tr>
<td>WARD 9</td>
<td>WARD 24</td>
<td>WARD 39</td>
<td>WARD 54</td>
</tr>
<tr>
<td>WARD 10</td>
<td>WARD 25</td>
<td>WARD 40</td>
<td>WARD 55</td>
</tr>
</tbody>
</table>
SECTION B:
For purposes of this study, below is a brief definition of the key concepts used in this questionnaire:

**Public participation** implies a process that seeks to ensure that members of the public have the opportunity to be notified, to express their opinions and ideally to influence decisions regarding projects, programmes, policies and regulations that could affect them (Atlee, 2002:2).

**Trust** implies the belief that others, through their action or inaction, will contribute to the well-being of citizens and refrain from inflicting damage upon them (Offe, 1999:47).

**Co-production** implies the involvement of citizens in the delivery of public services and to develop strategies to design and deliver services, and to monitor standards (Martin, 2004:194).

**PLEASE INDICATE TO WHAT EXTENT YOU AGREE WITH THE FOLLOWING STATEMENTS BY CIRCLING THE APPROPRIATE NUMBER**

1. = Strongly disagree (SD)
2. = Disagree (D)
3. = Neutral (N)
4. = Agree (A)
5. = Strongly agree (SA)

Please note that the following statements have not been constructed to favour particular responses.
<table>
<thead>
<tr>
<th>NO</th>
<th>Statement</th>
<th>SD</th>
<th>D</th>
<th>N</th>
<th>A</th>
<th>SA</th>
</tr>
</thead>
<tbody>
<tr>
<td>B1</td>
<td>The local government system in South Africa, both in practice and theory, can be regarded as people-centred.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B2</td>
<td>The majority of the citizens of Nelson Mandela Bay have a clear understanding of their rights to which they are entitled.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B3</td>
<td>Communities in the Nelson Mandela Bay Metro are well informed and participate in matters of their municipality.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B4</td>
<td>Communities in the Nelson Mandela Bay Metro are well informed about development plans of the municipality.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B5</td>
<td>A lack of understanding of the way local government functions affects the ability of communities to participate in local government activities.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B6</td>
<td>As a result of communities’ fading lack of trust and confidence in local government, service delivery protests are increasing.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B7</td>
<td>The Nelson Mandela Bay Municipality (NMBM) has sufficiently trained and experienced staff to deal with tasks assigned to the municipality.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B8</td>
<td>The NMBM has the necessary technical skills or capacity to render effective and efficient public services to its communities.</td>
<td>1</td>
<td>2</td>
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<td></td>
</tr>
<tr>
<td>B9</td>
<td>Staff within the NMBM participate in capacity building initiatives so as to strengthen their ability to fulfil their duties.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B10</td>
<td>The NMBM has implemented policies, strategies and legislative frameworks that will promote public participation.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B11</td>
<td>Ward committees in the NMBM are effective vehicles for public participation and co-production.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B12</td>
<td>To ensure accountability ward committees get the necessary support from the NMBM in order to carry out their responsibilities in an effective and efficient manner.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B13</td>
<td>Ward committees face major challenges as their powers are limited to only advising the communities.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B14</td>
<td>Ward councillors play an extremely important role in promoting democracy.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B15</td>
<td>Ward councillors, in certain areas, do not attend ward committee meetings and as a result there is often no consultation with communities on matters that are affecting them.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B16</td>
<td>Ward councillors in the NMBM are adequately consulting and communicating with their communities regarding service delivery issues.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B17</td>
<td>Trust in the NMBM is important for the success of policies, programmes and strategies.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>B18</td>
<td>Local government, and the NMBM specifically, are facing challenges in terms of fulfilling its</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>
constitutional mandate of creating a democratic, transparent and responsive governance.

B19 The change in political leadership in Nelson Mandela Bay has positively impacted the level of trust in local government.

B20 The NMBM is increasingly engaging with citizens to ensure public participation and ultimately trust in government.

B21 Citizens trust local government to adequately deliver necessary services to local communities.

B22 The lack of trust in local government manifests itself in low municipal polls.

B23 Engaging citizens and community groups in the affairs of the municipality will increase voter turnout at local government elections.

B24 Engaging citizens in decision-making issues will increase trust levels amongst citizens.

B25 Citizens are more likely to participate in matters that will directly improve their well-being.

OPEN ENDED QUESTIONS

7) In your opinion, what do you think are the reasons behind the service delivery protests in the Nelson Mandela Bay Municipality? Can you please rank them in a descending order (most important to least important) of importance?

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……………………………………………………………………………………………………
8) As a consequence of the political and administrative shortcomings of the NMBM, communities have little or no trust in local government. Do you agree with this statement? Please provide reasons for your answer.

9) The interaction between citizens and local government is a crucial factor for trust in government. Do you agree with this statement? Please provide reasons for your answer.
10) In your opinion, what should the municipality and government do to improve the trust levels, enhance public participation and regain the confidence of communities within the Nelson Mandela Bay?

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11) Transforming the relationship between the citizen and local government officials will lead to an increase in trust in local government. Do you agree with this statement? Please provide reasons for your answer.

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……………………………………………………………………………………………………………………

12) Are there any other comments you might wish to make?

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……………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………

THANK YOU FOR YOUR VALUABLE INPUT AND CO-OPERATION
Addendum 2: Interview Schedule

GROUP B (FOCUS GROUP INTERVIEWS): WARD COMMITTEE MEMBERS (60)

FOCUS GROUP DISCUSSION GUIDE

Moderator's Instructions:

- Introduce yourself as moderator and clarify to the group the reasons why you are conducting the interview
- Agree with the group that the discussion will be confidential
- Inform them that their conversation will be recorded on a tape recorder or any other audio/audio-visual recording instrument and permission will be obtained to do so
- Inform participants/informants that they may withdraw from the discussion at any point should they wish to do so
- Obtain verbal consent
- Obtain written consent forms.

READ TO FOCUS GROUP PARTICIPANTS:

“Thank you for agreeing to participate in this discussion today. Before we begin, I would like to confirm that you have given your voluntary consent to participate. Do you agree freely?”

“Okay, then I would like to start with the instructions.”

Begin:

- Start with the instructions;
- Proceed with participant introductions; and
- Introduce an ice-breaker activity.
SECTION 1: Focus group questions for the 60 Ward Committee members (Interview schedule)

1. As ward committee members do you think that the service delivery protests are an indication by communities of their fading trust and confidence in local government?
2. Do you feel that the municipality’s development programmes are informed by community needs and participation?
3. Do you think that ward councillors and their ward committees are doing enough to provide the public with sufficient opportunities to participate in the issues relating to service delivery?
4. How much progress has the municipality made with respect to engaging communities in service delivery and decision-making matters?
5. Can the municipality increase the trust of citizens in government by improving services and better engaging them?
6. Do you think that the policies, strategies and legislative frameworks that have been implemented within the NMBM are reviewed, monitored and evaluated on a regular basis to ensure that service delivery is improved?
7. Do you think that by increasing public participation in local government affairs there will be improved trust in governance?
8. What do you think this government and the municipality should do to address the challenges raised by the communities during the recent service delivery protests?
9. How do you think the municipality is changing the way in which they engage with communities?
10. Do you think that citizens will continue to disengage from government no matter how much progress is made?

Thank the participants for their participation.

Addendum 3: Statistician Letter
TO WHOM IT MAY CONCERN

Student: Amina Jakoet-Salie

This is to certify that I assisted the student with the statistical analysis of the empirical data of her PhD study titled Co-production of trust for effective local governance: A case study of the Nelson Mandela Bay Municipality.

Dr J Pietersen
Statistical Consultant
USC
North Campus
Tel: +27 (0)41 504 3119
Addendum 4: Ethical Clearance

SOUTH CAMPUS FACULTY OF ARTS
Tel.: +27 (0)41 5042855
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Noxolo.mngonyama@nmmu.ac.za

Ref: H/17/ART/PML-005
8 June 2017

Ms A Jakoet-Salie
65 Raphael Crescent
Gelvan Park
PORT ELIZABETH
6020

Dear Ms Jakoet-Salie

RE: APPLICATION FOR ETHICS CLEARANCE

APPROVED TITLE:
PUBLIC MANAGEMENT AND LEADERSHIP CO-PRODUCTION OF TRUST FOR EFFECTIVE LOCAL GOVERNANCE: A CASE STUDY OF THE NELSON MANDELA BAY MUNICIPALITY

Your above-entitled application for ethics clearance was considered by the Faculty Postgraduate Studies Committee meeting (FPGSC) of the Faculty of Arts.

We take pleasure in informing you that the application was approved by the committee.

Your Ethics clearance reference number is H/17/ART/PMS-005, and is valid for three years, from 7 June 2017 – 7 June 2020. Please inform the FPGSC, via your supervisor, if any changes (particularly in the methodology) occur during this time. An annual affirmation to the effect that the protocols used are still those for which approval was granted, will be required from you. You will be reminded timeously of this responsibility.

We wish you well with the project.

Yours sincerely

Mrs N Mngonyama
FACULTY ADMINISTRATOR
Addendum 5: Institutional Permissions Letter from NMBM

29 June 2016

Ms Amina Jakoet
Nelson Mandela Metropolitan University
Faculty of Arts
Department of Public Management and Leadership

Dear Ms Jakoet

PERMISSION TO CONDUCT RESEARCH AT THE NMBM

The NMBM hereby grants you permission to conduct academic research as part of the requirement for your PhD in Public Administration.

Attached kindly find a list of Executive Directors that may be contacted when you need to contact employees in their respective directorates.

We wish you well in your research and the best on your career.

[Signature]
MR M R CLAY
CHIEF OPERATING OFFICER

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Addendum 6: Letter of Introduction to Participate in Research

Dear Sir/Madam

My name is Amina Jakoet-Salie and I am currently studying towards a Doctoral degree in Public Administration at the Nelson Mandela Metropolitan University in Port Elizabeth.

I hereby invite you to participate in a research study assessing the co-production of trust for effective local governance with specific reference to the Nelson Mandela Bay Municipality (NMBM). You will need to answer the questionnaire in your capacity as a member of the Mayoral Committee or as a Ward Councillor or as a member of Senior Management of the NMBM. Please indicate this on the questionnaire that will be provided to you.

Participation in this research study is completely voluntary. If you do participate, you have the right to withdraw at any given time during the study, without any negative consequences. If you feel that certain questions are too personal or if you feel uncomfortable answering them, you have the right to refuse to answer, should you wish to do so. Your responses will be used for the purpose of this study only. Your identity will at all times remain confidential and the final document will not disclose any identifying information.

I have provided you with a copy of the approval letter which I received from the Faculty of Arts Postgraduate Studies Committee. Upon completion of the study, I undertake to provide the Nelson Mandela Bay Municipality with a bound copy of the full research report. The research findings obtained from this research study will be presented as recommendations to the municipality towards improving the trust relationship between local government and communities within the NMBM.

Thank you for your time and consideration in completing this questionnaire.

Yours sincerely
Amina Jakoet-Salie (Ms)
Nelson Mandela University