AN EVALUATION OF THE WARD COMMITTEE SYSTEM AS A MECHANISM FOR ENHANCING SERVICE DELIVERY IN THE CITY OF CAPE TOWN METROPOLITAN MUNICIPALITY: A CASE STUDY OF DU NOON, WARD 104.

Sisa Jikeka

Submitted in partial fulfilment of the requirements for the degree of Masters in Public Administration in the Faculty of Arts at the Nelson Mandela Metropolitan University.

December 2014

Supervisor: Dr Sindisile Maclean
DECLARATION

DECLARATION BY CANDIDATE

NAME: SISA JIKEKA

STUDENT NUMBER: 212333879

QUALIFICATION: MPA

TITLE OF PROJECT: AN EVALUATION OF THE WARD COMMITTEE SYSTEM AS A MECHANISM FOR ENHANCING SERVICE DELIVERY IN THE CITY OF CAPE TOWN METROPOLITAN MUNICIPALITY: A CASE STUDY OF DUNOON, WARD 104.

DECLARATION:

In accordance with Rule G4.6.3, I hereby declare that the above-mentioned treatise/thesis is my own work and that it has not previously been submitted for assessment to another University or for another qualification.

SIGNATURE: [Signature]

DATE: 08 JANUARY 2015
ACKNOWLEDGEMENTS

Grateful thanks are extended to:

- My supervisor Dr Sindisile Maclean for the expert advice.
- My beloved mentors Mr Sizwe Nyenyiso and Mr Sybert Liebenberg for guidance on a strategic balance.
- Mr Sithemblele Ndum-ndum for a selfless contribution during this period.
- Ward Committee members of Du Noon and their fellow chairperson, Councillor Makeleni of ward 104 of the City of Cape Town.
- My fellow scholars Ms Aphiwe Dinga, Amanda Witbooi, Phendulwa Waqu and Kedibone Mokoena-Sefako for your firm support.
- My immensely great family, Jikeka (oOZibula) as well as Mxunyelwa (oODlamini) for being my source of ethical logic.
- My inspirational children Lisakhanya and Balasela.
ABSTRACT

Since the adoption of the Constitution of the Republic of South Africa, 1996, which identified the three spheres of government as distinctive, interrelated and interdependent, the local government sphere has been perceived in many parts of the country to be failing to fulfil its mandate of delivering essential basic services to local communities.

The mandate of the South African local sphere of government has been to provide a developmental and accountable local government and to ensure provision of services to communities in a sustainable manner. As a key developmental agent, local government is obliged by the Constitution of the Republic of South Africa 1996 to develop a culture of municipal governance that encourage and create conditions for the local community to participate in the affairs of the municipality. In this regard, ward committees have been introduced to municipalities as community structures to play a critical role in linking and informing the municipalities about the needs, aspirations and challenges of their communities.

In adherence to national legislation, such as the Local Government: Municipal Structures Act 117 (Act117 of 1998) and the Local Government: Municipal Systems Act 2000 (Act 32 of 2000), the City of Cape Town Metropolitan Municipality established advisory structures in the form of ward committees throughout its area of jurisdiction to advise the municipal council on any matter within the council’s competence. As a representative structure of the community the ward committee is expected to serve as a link between the council and the community and for this purpose articulates community needs and aspirations to better the living standards of the community.

Despite the stated objectives of ward committees, the Du Noon area has been identified by City of Cape Town Metropolitan Municipality IDP: 2012-2017 as the ward with backlogs in infrastructure and service delivery. This study evaluates the extent at which the Du Noon ward committee (Ward 104) is enhancing service delivery in its area of jurisdiction.

A sequential use of mixed methods was preferred, since quantitative and qualitative research methods were found to be complementary rather than opposed approaches.
Using both obtrusive and unobtrusive collection procedures, the methods employed proofed practically useful.

To this end, the study sought to examine extent at which the Du Noon ward committee is enhancing service delivery in its area of jurisdiction. The study further attempted to suggest practical techniques of bringing a resolve to the challenges faced by the ward committee in as far as providing effective and efficient service delivery to the community without fail.
TABLE OF CONTENTS

DECLARATION ............................................................................................................. i
ACKNOWLEDGEMENTS ................................................................................................. ii
ABSTRACT .................................................................................................................. iii
LIST OF FIGURES ......................................................................................................... ix
LIST OF TABLES .......................................................................................................... x

CHAPTER 1
RATIONALE AND BACKGROUND OF THE STUDY

1.1 RATIONALE OF THE STUDY ........................................................................... 1
1.2 BACKGROUND OF THE STUDY ...................................................................... 3
1.3 PROBLEM STATEMENT. .................................................................................. 4
1.4 OBJECTIVES OF THE STUDY. ................................................................. 5
1.5 LITERATURE REVIEW ................................................................................... 6
   1.5.1 Statement of the Hypothesis ............................................................... 7
1.6 PROPOSED METHODOLOGY ....................................................................... 8
   1.6.1 Research Methodology ...................................................................... 8
   1.6.2 Research Design ............................................................................... 8
1.7 DELIMITATION OF THE STUDY .............................................................. 9
1.8 CLARIFICATION OF CONCEPTS .............................................................. 9
1.9 OUTLINE OF CHAPTERS............................................................................. 12

CHAPTER 2
LITERATURE REVIEW

2.1 INTRODUCTION .............................................................................................. 14
2.2 PERSPECTIVES ON PUBLIC PARTICIPATION ............................................. 15
2.3 THE BENEFITS OF PUBLIC PARTICIPATION ............................................. 19
DIFFERENT FORMS OF PUBLIC PARTICIPATION .............................. 21
PUBLIC PARTICIPATION IN LOCAL GOVERNMENT ...................... 23
LEGISLATIVE FRAMEWORK ON PUBLIC PARTICIPATION .............. 25
   2.6.1 The White Paper on Transforming Public Service Delivery (1997) 25
   2.6.3 The Development Facilitation Act of 1995 .......................... 27
   2.6.4 The Municipal Structures Act of 1998 ............................... 27
   2.6.5 Local Government Laws Amendment Act ............................ 27
THE WARD COMMITTEES .................................................. 28
ESTABLISHMENT AND OPERATION OF MUNICIPAL WARD
   COMMITTEES ........................................................................ 28
   2.8.1 Ward Committee .......................................................... 30
   2.8.2 Ward Councillor ............................................................ 32
PUBLIC PARTICIPATION IN THE IDP (INTEGRATED DEVELOPMENT
   PLAN) ................................................................................. 32
   2.9.1 Community Development Workers .................................... 35
CHALLENGES OF PARTICIPATORY DEMOCRACY ..................... 35
CONCLUSION ............................................................................ 37

CHAPTER 3
RESEARCH METHODOLOGY
INTRODUCTION ........................................................................... 38
RESEARCH DESIGN ....................................................................... 38
   3.2.1 Research Approach .......................................................... 39
      3.2.1.1 Quantitative Research ............................................... 40
      3.2.1.2 Qualitative Research ................................................. 41
DATA COLLECTION METHODS ................................................ 43
   3.3.1 Survey ............................................................................. 44
3.3.1.1 Questionnaire ................................................................. 44
3.3.1.2 Individual Interviews ......................................................... 45
3.3.2 Survey Method for the Study .................................................. 46
3.4 POPULATION AND SAMPLING ................................................. 47
3.5 ETHICAL CONSIDERATION ....................................................... 47
  3.5.1 Competency of the researcher ............................................. 47
  3.5.2 Researcher-respondent relationship .................................... 48
3.6 CONCLUSION ........................................................................... 49

CHAPTER 4
DATA ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION ......................................................................... 50
  4.1.1 Demographic overview ..................................................... 50
4.2 QUESTIONNAIRE ................................................................. 52
  4.2.1 Key Questions .................................................................. 54
4.3 QUESTIONNAIRE INTERVIEW REPORT (SECTION 1) ............... 54
  4.3.1 Gender and Physical Characteristics ............................... 55
  4.3.2 Age Category ................................................................ 56
  4.3.3 Literacy (Education) ......................................................... 57
  4.3.4 Employment Status of Ward Committee Members ............ 58
4.4 QUESTIONNAIRE INTERVIEW REPORT (SECTION 2) .......... 59
4.5 QUESTIONNAIRE INTERVIEW REPORT (SECTION 3) .......... 64
  4.5.1 Role of ward committee in municipal governance and administration. 64
  4.5.2 Relationship between the ward committee and the municipal council. 65
  4.5.3 Role of the ward committee in the process of the IDP. .......... 66
  4.5.4 Capacity challenges experienced by the ward committee ........ 66
  4.5.5 Ward committee role regarding community participation .... 67
4.5.6 Challenges encountered with regard to community participation. ...... 67
4.5.7 Ensuring community participation in municipal matters. ............... 67
4.5.8 Success of the ward committee in meeting developmental duties. ..... 68
4.5.9 Remuneration of ward committee members. .................................. 68

4.6 CONCLUSION ............................................................................. 69

CHAPTER 5
CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION ........................................................................ 71
5.2 REALIZATION OF THE OBJECTIVES OF THE STUDY ............... 71
5.3 CONCLUSION ........................................................................... 72
5.4 RECOMMENDATIONS ............................................................... 74

BIBLIOGRAPHY .............................................................................. 77
Annexure A: Research Questionnaire ................................................. 82
Annexure B: Overall graphic analysis of the ward committee responses. .... 86
Annexure C: Map of the City of Cape Town Metropolitan wards ................ 87
Annexure D: Ethics Clearance .......................................................... 88
Annexure E: Permission Letter .......................................................... 90
LIST OF FIGURES

Figure 4.1: Source (Google Maps, 2011). ................................................................. 52
Figure 4.2: Gender representivity in the Du Noon ward committee......................... 56
Figure 4.3: Age in years ......................................................................................... 57
Figure 4.4: Literacy................................................................................................. 58
Figure 4.5: Employment status................................................................................ 59
Figure 4.6: Graphic description of respondent’s views on frequency of consultation process through meetings. ................................................................. 60
Figure 4.7: Graphic description of respondent’s views on adequacy of consultation process through meetings. ................................................................. 61
Figure 4.8: Graphic description on whether the ward committee has sufficient/insufficient powers to influence decisions on service delivery objectives of the ward. ......................................................................................... 62
Figure 4.9: Diagram depicting the respondent’s assessment level at which the municipal council considers the recommendations of the Du Noon ward committee........................................................................................................... 63
Figure 4.10: Graphic descriptions on training or workshops received as ward committee members. ........................................................................................................ 64
LIST OF TABLES

Table 4.1: Gender and Physical Characteristics ........................................ 55
Table 4.2: Age Composition of the ward committee members .................... 56
Table 4.3: Literacy .................................................................................. 57
Table 4.4: Employment Status of Ward Committee Members .................... 58
Table 4.5: Questionnaire ......................................................................... 59
Table 4.6: Ward committee members’ views on whether the ward committee possesses sufficient powers to influence decisions on service delivery objectives of the ward. ........................................................... 61
Table 4.7: Level at which the municipal council considers the ward committee’s recommendations ................................................................. 62
Table 4.8: Training or workshops received as ward committee members ....... 63
CHAPTER 1

RATIONALE AND BACKGROUND OF THE STUDY

1.1 RATIONALE OF THE STUDY

Ward committees have been established as community participatory structures in South African Municipalities. In terms of section 19 of the Local Government Municipal Structures Act 1998 (Act 117 of 1998) a municipal council must strive within its capacity to achieve the objectives set out in section 152 of the Constitution. Namely to: develop mechanisms to consult the community and community organisations in performance of its functions and exercising its powers; and annually review the needs of the community and municipal priorities and strategies for meeting those needs and involving the community in municipal processes. Ward committees create an enabling environment for meaningful community participation in local government and thereby enhance service delivery. Local government is described as government committed to working with communities to find sustainable ways to improve the quality of life of citizens. These structures are an important mechanism for community engagement with local authorities.

Ward committees are constituted of up to a maximum of ten (10) members of community representatives each ward, each of them elected from ten (10) sectors determined by the Speaker in each ward. They meet at least every six (6) months under the chairmanship of the ward councillor, to advise, monitor and represent interests of the ward.

The purpose of this study is to evaluate the extent to which the ward committee system serves as a mechanism to enhance service delivery in the Du Noon area of the City of Cape Town. As a formal communication channel between the community and the council, the ward committee system is intended to serve as a vehicle to channel communal needs and challenges to the council.

Despite the expected role of the ward committee with regard to enhance service delivery, Du Noon area is still faced with underdevelopment and poverty (City of Cape Town IDP: 2012-2017). City of Cape Town IDP (2012-2017) states that in some areas, the City of Cape Town is faced with underdevelopment which has resulted from
The historic consequences of the country’s politics. Unemployment and poverty levels within the previously disadvantaged areas in the municipality are high and are coupled with underdevelopment and service backlogs. The municipality’s IDP (2012-2017) identified Du Noon as one of the poorest areas in the metropolitan municipality, with a backlog in infrastructure and service delivery.

Tshabalala (2007:2) states that the conceptualization of local government has been placed at the cutting edge of addressing basic national challenges such as underdevelopment, unemployment, stagnation and poverty. According to Section 74 (a) of Local Government: Municipal Systems Act 32 of 2000, ward committees play a crucial role in assisting municipalities in addressing underdevelopment, unemployment and poverty through public participation. As a representative structure of the community, the establishment of the ward committee is intended to assist the municipality to respond to the needs, aspirations, potentials and challenges of local communities in terms of provision of such services in a sustainable manner. As community structures, ward committees are expected to play an active role in taking part in core municipal processes such as Integrated Development and Planning, municipal budgeting and municipal performance management systems.

Participatory local government ensures that communities through their legitimate structures own the process of development, and citizens are enabled to make a meaningful contribution to the development of their own lives. Without the ward committees, the system of democratic and developmental local government cannot be said to be centred among the people (National Policy Framework on Public Participation, 2005:1).

According to the Department of Provincial and Local Government (2005:10) local government is committed to form partnerships that are genuinely empowering. The empowerment of communities involves a range of activities including creating community participatory structures such as ward committees, assisting those community structures to plan at a local level through community based planning, to implement and monitor those plans using a range of working groups and community based organizations, supporting community based services, and to support the local structures through the cadre of community development workers. The rationale for this
study is to investigate the extent to which the ward committee system is able to perform its functions and enhance service delivery.

1.2 BACKGROUND OF THE STUDY.

The current South African local sphere of government derives in part from the past regime’s segregated local government and therefore retains some of the characteristics of the past. In South Africa it is a reality that the population is characterized by a plethora of diversity. It is also a true fact that South African local government has been managed in a discriminatory manner, due to the apartheid policies which caused towns and cities to become racially fragmented. Instead of becoming a bond to cement society, local government in South Africa was used as a mechanism which separated cultural and racial groups. The former local government policies resulted in underdevelopment and non-delivery of basic services and infrastructure to the majority of South African citizens. Local government legislation including the Constitution of the Republic of South Africa 1996 visualizes local government as a key developmental agent which will enhance community participation at local government level and provide better services to all citizens.

The Constitution 1996 provides for a non-discriminatory local government and obliges local government to develop efficient, effective and democratic governance in its sphere of influence.

In this regard section 152 (1) of the Constitution 1996 mandates local government to:

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

Furthermore, section 152 (2) of the Constitution 1996 stipulates that municipalities must strive within their financial and administrative capacity to achieve the objectives set out in section 152 (1) of the Constitution 1996 which emphasizes the need for participatory democracy at the third sphere of governance. Significantly, the
Constitution 1996 also obliges municipalities to structure and manage their administration, budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community. Therefore it becomes imperative that local authorities should develop mechanisms and processes which encourage the involvement of local citizenry in decision making, development and planning of local government matters. Within the framework of the Constitution 1996, the 1998 White Paper on Local Government establishes the basis for a new developmental local government system, which is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way.

Mhotsha (2005:3) is of the opinion that decentralized decision making and planning at the local sphere allows the local populace to actively participate in the affairs that affect them directly. As stipulated in the Constitution 1996, it remains clear that community participation in local government is a legislative obligation which seeks to facilitate mechanisms for community involvement in matters of local government so as to improve service delivery.

### 1.3 PROBLEM STATEMENT.

Ward committees have been established as community participatory structures in South African Municipalities. Local government is described as government committed to working with communities to find sustainable ways to improve the quality of life of citizens. These structures are an important mechanism for community engagement with local authorities.

Ward committees consist of up to ten members of civil society in each ward, elected from ten sectors determined by the Speaker in each ward. They meet at least every six months under the chairmanship of the ward councillor, to advise, monitor and represent interests of the ward. Despite the expected role of the ward committee with regard to enhanced service delivery, Du Noon area is still faced with under-development and poverty (City of Cape Town IDP: 2012-2017). Whilst ward committees exist, service delivery remains a huge challenge.
City of Cape Town IDP (2012-2017) states that in some areas, the City of Cape Town is faced with underdevelopment which has resulted from historic consequences of the country’s politics. The City of Cape Town Metropolitan municipality’s IDP (2012-2017) identified Du Noon as one of the poorest areas in the metropolitan municipality, with a backlog in infrastructure and service delivery.

As a representative structure of the community, the establishment of the ward committee is intended to assist the municipality to respond to the needs, aspirations, potentials and challenges of local communities in terms of provision of such services in a sustainable manner.

Participatory local government ensures that communities through their legitimate structures own the process of development, and citizens are enabled to make a meaningful contribution to the development of their own lives. Without the ward committees, the system of democratic and developmental local government cannot be said to be centred among the people (National Policy Framework on Public Participation, 2005:1).

1.4 OBJECTIVES OF THE STUDY.

The sole determination of the study is to measure the extent at which the ward committee system functions as an instrument to enhance service delivery in the Du Noon area, Ward 104. Through the concept of developmental local government, municipalities have attempted to ensure that communities participate in developing and implementing municipal plans and service delivery objectives through community participatory structures like ward committees; it is the people themselves who know what is best for them. The provision of sustainable municipal services is further enhanced by inclusion of ward committees in core municipal processes such as the Integrated Development Planning, municipal budgeting and municipal performance management system.

This study is motivated by the fact that community participation through the ward committee system particularly in Du Noon is expected to enhance the provision and delivery of basic services in ward 104 of the City of Cape Town.
Key challenges within the Du Noon ward committee that adversely affect its role as a mechanism to facilitate service delivery will be investigated. The choice of Du Noon as a target area for the study is informed by the fact that both the City of Cape Town IDP (2012-2017) and the City of Cape Town Annual Report (2013/2014) have identified Du Noon area as the poorest area in the municipality with high unemployment and service delivery backlogs.

This study will seek to answer the following:

- The role and functions of the Du Noon ward committee with regard to public participation and service delivery.
- The resources and support for Du Noon ward committee.
- The extent to which the Du Noon ward committee system influences decision making of the City of Cape Town Metropolitan Municipality.

1.5 LITERATURE REVIEW

The South African government has committed itself to establishing a wide range of public participatory processes in all three spheres of governance. The advent of democracy in South Africa has catalysed new forms of governance and introduced new approaches to development and planning. The new approaches as put forward by the democratic government are aimed at introducing public participation, accountability and transparency in all levels of government thus bringing about fundamental policy changes in South Africa.

Local government is the third sphere of government which is deliberately created to bring government closer to the people. In this process, it gives the community a sense of involvement through participating in local government matters. Public participation is a principle that is acknowledged and accepted by all spheres of government in South Africa. Participation ensures that government addresses the real needs of communities in the most appropriate way.

The Department of Provincial and Local Government: Ward Committee Resource Book (2005:1) defines public participation as an open, accountable process through
which individuals and groups within selected communities can exchange views and influence decision making. The new South Africa is constructed on the principles of democracy and participation for all, consequently, local government in South Africa was transformed to reflect these values. Democracy is however not only about formally electing representatives, it is equally important that the elected leaders and the community continually interact through established structures. The role of local community in a democratic government becomes very different from other forms of government. In a democratic government like South Africa, the government must act on the will of the people.

Citizens have a right and duty to express their opinions and views and be involved in the way in which the government should work. Local government structures in the new democratic dispensation have a responsibility to promote local democracy, social and economic development of communities. Key to local government function is the provision of sustainable municipal services to communities.

Houston, et al (2001:206) asserts that the local government legislation in South Africa makes provision for local authorities to establish a system of participatory democracy at the local level in the form of ward committees. The ward committees play a critical role in facilitating the attainment of local government objectives. Through working directly with the municipality, ward committees serve as a communication channel which articulates the new system of local government to local communities, more especially to previous disadvantaged communities.

1.5.1 Statement of the Hypothesis

The introduction of the ward committee system in Du Noon is expected to accelerate the process of service delivery through a ward participatory system, yet its impact and effectiveness in regards to service delivery is minimal given the high levels of poverty and underdevelopment in the area.

The hypothesis of the study is based on the assumption that in order for the Du Noon ward committee to serve as an effective mechanism to speed up service delivery, it must be adequately capacitated on a regular basis with necessary skills and resources in regards to service delivery objectives. The study is further based on the assumption
that for the ward committee to meet its developmental mandate it must possess greater decision making powers, as under the new mandate it only serves as an advisory structure.

1.6 PROPOSED METHODOLOGY

1.6.1 Research Methodology

Welman & Kruger, 1999:39 define research methodology as a system through which a researcher is able to collect, analyse and interpret data for the realization of the research aims. Research methodology refers to the methods, techniques, and procedures that will be employed in the process of implementing the research plan. The research will be conducted by employing both the qualitative and quantitative methods. The quantitative method will be used where quantities or figures are sought whilst the qualitative method will be used to gather verbal data. For the purpose of this study a case study research using Du Noon as a study area was undertaken.

Goddard & Melville (2001:9) are of the opinion that a case study research is research in which a specific situation is studied to see if it gives rise to any general theories or to see if existing general theories are born out by specific situation. Denscombe (2003:30-31) is of the view that the logic behind the case study is that there are insights to be gained from looking at the individual case that can have wider implications and that would not have come to light through the use of research strategy that tried to cover a large number of instances.

1.6.2 Research Design

Welman & Kruger (1999:46) describe research design as a plan according to which the researcher obtains participants and collects information from them. Mouton and Marais (1992:155) are of the opinion that there are two approaches to research design, namely, quantitative and qualitative methodologies. Neuman (2000:7) is of the opinion that a quantitative or empirical analytical research method relates to data being expressed as numbers, whereas the qualitative research method considers data in terms of words, pictures or objectives.
For the purpose of this research, it is deemed necessary to employ both the quantitative and qualitative approach mainly because of the nature of the research which requires both figures to explain some instances and direct interrogation of the subjects and explanation in words of the phenomenon under study during the data collection stage. The researcher will employ more than one method of data collection in an endeavour to achieve reliability and validity of the findings.

Data collection methods to be used include, face to face interviews, self administered questionnaires (depending on literacy level of the respondent) and studying existing documentation when necessary e.g. ward committee minutes. Given the varying levels of literacy among the members of the Du Noon ward committee, face to face interviews will be suitable in some instances, for example when the respondent is illiterate, the researcher here will explain or elaborate some questions in more detail. In this regard the researcher will ask questions and record the answers.

Self-administered questionnaires will be used by ward committee members who are literate and showed clear understanding of the aspects posed in the research questionnaire.

1.7 DELIMITATION OF THE STUDY

The study will be undertaken in Du Noon, Ward 104 of the City of Cape Town. The motivation for the choice thereof is that both the City of Cape Town IDP (2012-2017) and the City of Cape Town Annual Report (2013/2014) have identified Du Noon as one of the poorest areas in City of Cape Town. City of Cape Town IDP (2012-2017) states that unemployment and poverty levels within the Du Noon area are high and coupled with service delivery backlogs. The study will be limited to the Du Noon ward committee, Ward 104 of the City of Cape Town Metropolitan Municipality.

1.8 CLARIFICATION OF CONCEPTS

The following section explains some terms in the context of this study

- Municipality

- **Category A Municipality (Metropolitan Municipality)**

  Section 155 (1) (a) of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) defines category A municipality as a municipality that has exclusive municipal executive and legislative authority in its area.

- **Category B Municipality (Local Municipality)**

  Section 155 (1) (b) of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) defines category B municipality as a municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls.

- **Category C Municipality (District Municipality)**

  Section 155 (1) (c) of the Constitution of the Republic of South Africa, 1996 defines category C municipality as a municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

- **Local Community**

  Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) defines local community in relation to a municipality as a body of persons comprising-

  a) The residents of the municipality;
  b) The rate payers of the municipality;
  c) Any civic organizations and non-governmental, private sector or labour sector organizations or bodies which are involved in local affairs within the municipality; and
d) Visitors and other people residing outside the municipality who, because of their presence in the municipality, make use of services or facilities provided by the municipality and include more specifically, the poor, and other disadvantaged sections of such body of persons.

- **Community Participation**

De Beers and Swanepoel (2002:20) asserts that community participation is normally associated with the actions of communities, groups or individuals in relation to development, improvement or positive change of an existing, less acceptable situation. Community participation is local, active and direct and communities must be fully involved in the local development process.

The Concise Oxford Dictionary reference describes the community as a collection of people living in the same area and sharing the same fundamental values. This community is made up of individuals and groups.

- **Public Participation**

The World Bank Learning Group defines public participation as a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them (World Bank 1995). From this perspective, public participation could be viewed from the level of consultation or even decision making in all phases of the programme or project cycle in the community, namely from needs assessment, to implementation, to monitoring and evaluation.

For the purpose of this study the terms public and community will be used interchangeably.

- **Basic Municipal Services**

According to Act 117 of 1998 basic municipal service means a municipal service that is necessary to ensure an acceptable and reasonable quality of life and, if not provided will endanger public health or safety of the environment.

- **Integrated Development Plan**
Section 25 of Act 117 of 1998 defines IDP as a single inclusive and strategic plan which is undertaken for the development of the municipality. IDP (a) links; integrates and coordinates plans and takes into account proposals for the development of the municipality and (b) aligns the resources and capacity of the municipality with the implementation of municipal plans.

- **Capacity**

The National Capacity Building Framework for Local Government (2003:9) defines capacity as the potential for something to happen. Act 117 of 1998 defines capacity as the administrative, financial management and infrastructure that enables a municipality to collect revenue and to govern on its own initiative the local government affairs.

- **Accountability**

Fox and Mayer (1995:1-2) define accountability as the responsibility of government and its agents to achieve previously set objectives and to account for them in public. Greer (1978:15) is of the view that accountability refers to a pattern of behaviour. Only if a pattern of behaviour exists can predictability and therefore, accountability exist.

### 1.9 OUTLINE OF CHAPTERS

**Chapter 1: Rationale and Background to the Study.**

The chapter explains the background and the rationale for the study. The research methodology and research design for the study will also be briefly explained.

**Chapter 2: Theoretical and Legislative Framework for public participation at the local sphere of government.**

This chapter presents a theoretical framework of public participation. This will be achieved firstly, by evaluating the significance of public participation in matters of local government. Secondly, the legislative and policy framework that facilitates public and community involvement in matters of local government will be analysed. Lastly, special attention will be focussed on the ward committee system as a mechanism to facilitate
service delivery to local communities. Powers and functions of ward committees in matters of municipalities will also be presented.

Chapter 3: Research Methodology

The chapter outlines the research methodology and design of the study, the sample and sampling procedure, as well as the instruments used to collect data.

Chapter 4: Data Analysis and Interpretation

The chapter focuses on the analysis and interpretation of data collected.

Chapter 5: Conclusions and Recommendations

The chapter draws conclusions on the role and capability of the ward committee system as a mechanism for enhancing service delivery. Recommendations based on the study with regards to service delivery will be presented.
CHAPTER 2

LITERATURE REVIEW

THEORETICAL AND LEGISLATIVE FRAMEWORK FOR PUBLIC PARTICIPATION AT THE LOCAL GOVERNMENT SPHERE

2.1 INTRODUCTION

The National Development Plan: Vision 2030 (2011), which navigates the development agenda for the Republic of South Africa, asserts that reforms are needed to enable people to do their jobs by strengthening skills, enhancing morale, clarifying lines of accountability and building an ethos of public service.

Citizens are not just consumers of services rendered by government, but are also critical role-players with a stake in the election of governments and how such governments should run the affairs of a country. Given this, it is important that government ensures meaningful mechanisms for citizen engagement, especially in the development and implementation of government policies and programmes. However, different realities may require different modalities in engaging citizens.

This chapter focuses on both theoretical and legislative framework and the DPLG: Ward Committee Resource Book, (2005) that inform public participation at the local government sphere in South Africa, broadly, and specifically in relation to the Integrated Development Planning (IDP) off which the ward committees play a vital role during consultation process. This will be achieved firstly, by evaluating the significance of public participation in matters of local government. Secondly, the legislative and policy framework that facilitates public and community involvement in matters of local government will be analysed. Lastly, special attention will be focussed on the ward committee system as a mechanism to facilitate service delivery to local communities. Powers and functions of ward committees in matters of municipalities will also be presented.

The South African government has, since 1994, instituted policy and legislative frameworks and processes in an attempt to foster “participatory governance” at all levels of government. The fifth Constitutional principle states that people’s needs must
be responded to and the public must be encouraged to participate in policy making. It is a participative, consensus model of policy-making that also takes into cognisance of the fact that public participation is more likely to produce solutions that are the most suitable. In terms of Section 152 of the Constitution, 1996 one of the key objects of local government is: To encourage involvement of communities and community organisations in the matters of local government.

2.2 PERSPECTIVES ON PUBLIC PARTICIPATION

Public participation is an important pillar for building and sustaining democracy throughout the world. It creates a platform for critical engagement between the citizens and the government. Public participation as a concept has been defined by different authors from different perspectives and circumstances.

Pring and Noe (2002:15) define public participation as an encompassing label used to describe various mechanisms that individuals or groups may use to communicate their views on a public issue. They argue that Public participation is used to build and facilitate capacity and self-reliance among the people. Therefore, public participation is an involvement of the citizens in decisions in initiatives that affect their lives.

Davids (2005:17) argues that, in development planning and implementation, people as citizens and consumers of the services are the most valuable resource, since they know and understand their needs and how such needs can be met. This definition is further highlighted in that in public participation, people themselves are afforded an opportunity to improve their conditions of living, with as much reliance as possible on their own initiative.

International experience has shown that citizen and community participation is an essential part of effective and accountable governance at local level. A great deal has been written about the legal and policy arrangements for citizen’s participation in different countries around the world.

International experience has shown that one way of achieving successful and lasting models to ensure that citizen participation takes place is through establishing structured and institutionalised frameworks for participatory local governance.
Structured and institutionalised models of participation generally work when citizens see them as legitimate and credible, where there is political commitment to their implementation and they have legal status. Workable principles for participation as observed in South African local government are as follows:

- Bringing citizens more effectively on board when it comes to local governance and development.
- Making government more responsive to the people’s needs and aspirations.
- Empowering citizens to fulfil their potential as partners with government.
- Deepening democracy beyond the representative dimension into a more participatory system.

DPLG: Ward Committee Resource Book (2005) states that Public participation does not generally work when attempt to co-opt independent and legitimate voices within civil society; when there is no definite political commitment to the model; and when the system exists in principle but when it comes to carrying it out, the necessary resources are not available.

In 2004 a survey conducted by the Australia - South Africa Local Governance Partnership suggested a few simple pre-conditions for the ward committee system to be successful. These include the need:

- For the process of participation to be meaningful and to be seen a meaningful.
- For both parties i.e. the municipality and the public to listen to each other rather than talk to each other.
- To make it clear at the outset who makes the final decision, for an example, if the views of the community are different to that of Council, who’s views will prevail?
- For resources to support the process in all examples of good practice, public participation is funded. In some cases public participation is the object of a special programme, such as the renowned participatory budgeting process in Porto Alegre, Brazil, which involves thousands of community members each year supported by a team of municipal employees dedicated to facilitating the process.
• To ensure that information relevant to the participative process is conveyed in a manner that is relevant and understandable to the communities involved, which may require the use of local languages, for example, isiXhosa would be used in the case of Du Noon at ward 104 of the City of Cape Town Metropolitan Municipality.

• To understand the distinction between providing information, consultation, as well as participation and having clarity on which is being used in particular circumstances.

• To provide feedback on the participation process and the final decision that emerges.

• To include officially elected councillors in the participatory process.

• To ensure that policies exist that guide municipal staff in the manner and the reasons for participation.

• To recognise that meetings are only one form of participation and unless properly managed, can bias input in favour of those that are vocal and/or articulate.

DPLG: Ward Committee Resource Book (2005) states that South Africa’s ward committee system already meets most of conditions, since funding is set aside for ward committees, municipalities are sensitised to the need for appropriate local communication strategy, and there are extensive guidelines and laws to guide both elected councillors and staff participatory processes.

Core Values in Public Participation

• Based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.

• Includes the promise that the public’s contribution will influence the decision.

• Promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers.

• Seeks input from participants in designing how they participate.

• Provides participants with the information they need to participate in a meaningful way.

• Communicates to participants how their inputs affect decisions.
Principles of Public Participation

Building a culture of participatory governance in South Africa requires developing a new, inclusive and constructive attitude towards local governance. This requires an open attitude on the part of councillors and officials, and conversely, an acknowledgement of the responsibilities of constructive engagement in the interests of all citizens.

**Inclusivity** – embracing all views and opinions in the process of community participation.

**Diversity** – in a community participation process it is important to understand the differences associated with race, gender, religion, ethnicity, language, age, economic status and sexual orientation. These differences should be allowed to emerge and where appropriate, ways sought to develop a consensus. Planning processes must build on this diversity.

**Building community participation** – capacity-building is the active empowerment of role players so that they clearly and fully understand the objective of community participation and may in turn take such actions or conduct themselves in ways that are calculated to achieve or lead to the delivery of the objectives.

**Transparency** – promoting openness, sincerity and honesty among all the role players in a participation process.

**Flexibility** – the ability to make room for change for the benefit of the participatory process. Flexibility is often required in respect of timing and methodology. If built into the participatory processes upfront, this principle allows for adequate public involvement, realistic management of costs and better ability to manage the quality of the output.

**Accessibility** – at both mental and physical levels - collectively aimed at ensuring that participants in a community participation process fully and clearly understand the aim, objectives, issues and the methodologies of the process, and are empowered to participate effectively. Accessibility ensures not only that the role players can relate to
the process and the issues at hand, but also that they are, at the practical level, able to make their input into the process.

**Accountability** – the assumption by all the participants in a participatory process of full responsibility for their individual actions and conduct as well as a willingness and commitment to implement, abide by and communicate as necessary all measures and decisions in the course of the process.

**Trust, Commitment and Respect** – Above all, trust is required in a public participatory process. Invariably, however, trust is used to refer to faith and confidence in the integrity, sincerity, honesty and ability of the process and those facilitating the process. Going about participation in a rush without adequate resource allocations will undoubtedly be seen as a public relations exercise likely to diminish the trust and respect of community in whoever is conducting the process in the long term, to the detriment of any community participation processes.

**Integration** – that community participation processes are integrated into mainstream policies and services, such as the IDP process, service planning.

### 2.3 THE BENEFITS OF PUBLIC PARTICIPATION

The National Policy Framework for Public Participation, (DPLG, 2007: 11) states that the experience from elsewhere around the world suggests that improving public participation in government can enhance good government in at least eight important ways which are set out in the table hereunder.

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

Improved Need Identification for Communities. A second benefit of public participation is improved need identification for communities. Bearing in mind that Section 153(a) of the Constitution lists as a key duty of a municipality that it structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, this is of particular importance.
Improved Service Delivery: A third benefit concerns improved service delivery. Indeed, the point of the English quality parish and town councils is to devolve certain issues including control over aspects of service delivery. A similar commitment applies in respect of the Citizen First programme of Orange County, Florida, USA. Clearly the health policy councils of Brazil and Bangladesh impact directly on health services, and, as a general principle, it is clear that government that is better informed about community needs should be able to deliver better services.

Greater Community Empowerment: A fourth benefit is greater community empowerment. Much of this is implied in the 50% community participation in Brazilian Health Councils, or the „bottom-up“ budgeting processes in São Paulo and Kerala. More specific examples include the explicit devolution of some services to parish and town councils under the English quality scheme. Services that could be devolved include: noise and nuisance abatement, development control, aspects of management of libraries and museums, leisure and tourism, street lighting, litter collection and litter control measures, parking restrictions and street lighting.

Greater Accountability: A fifth benefit noted especially in India, was a reduction in corruption. Isaac and Franke (2002:187) argue that „selection of beneficiaries for development schemes have been the main source of corruption in India. In the People’s Campaign, transparent procedures were laid down to ensure that the beneficiaries were selected on the basis of objective criteria with the participation of the people…” While reports of corruption were forthcoming, these were mostly in the first year and the vast majority of observers felt the system was improved.

Isaac and Franke 2002:205 describe the Impact of Community Participation on Wealth Distribution: A sixth, and notable, benefit concerns the impact of community participation on wealth distribution. The shifts in policy evident in Health Councils in Brazil, in budgeting in São Paulo and Kerala, in forest management in India, all suggest that effective participation by poor and marginalised groups can make a difference. Often the difference is small, but not always. Thus supporters of the Kerala People’s Campaign „attribute the increase in the agricultural growth rate… to the increase in land availability and the improvements in irrigation and drainage resulting from local investments fostered by the devolution of funds“. 
Building a Greater Sense of Solidarity: A more obvious benefit of community participation is the way it helps build a greater sense of solidarity or community among residents. An excellent example of this comes from Mexico where, in the state of Chiapas, the autonomous municipalities associated with the Zapatistas movement, have proved very effective in reinforcing the cultural identity of the indigenous people of Chiapas (Ruis, 2004).

Bryan 2004:284 argues that on Greater Tolerance of Difference: The final benefit is greater tolerance of difference, as evident from the experience of Brazilian Health councils, “bottom-up” budgeting in Kerala and Community Organising in the USA. One good example is the town meeting held in New England towns which are much more inclusive of women and poorer classes than the elected officials of local government.

Problems remain about to include poor and marginalised groups, or when such groups are present, more middle class groups, but on the whole, public participatory processes do seem to make people more tolerant of difference.

2.4 DIFFERENT FORMS OF PUBLIC PARTICIPATION

Public participation is about access to power and decision-makers. In most systems, certain individuals or interests have greater access to power and decision-makers as compared to others. Patterns of access will tend to reveal the socio-economic landscape and inequalities of society. Even relatively well-functioning democratic systems tend to favour the views of the powerful and organised over the poor and vulnerable.

Davids (2005:21) developed seven types to demonstrate the different concepts of public participation:

- Passive Participation. People participate by being told what is going to happen or what has already happened.
- Participation in information giving. People participate by answering questions posed in questionnaires or telephone interviews or similar public participation strategies.
- Participation by consultation. People participate by being consulted while professionals, consultants and planners listen to their views. The professions
define both problems and solutions, and may modify these in the light of the people's responses.

- Participation for material incentives. People participate by providing resources, such as labour in return for money or food.
- Interactive participation. People participate in a joint situational analysis, the development of action plans and capacity building. In this context, participation is seen as a right, not just as a means to achieve goals.
- Self-mobilisation. People participate by taking initiatives independent of external institutions to change systems.

It is evident that public participation is multifaceted and takes place in various forms. In South Africa, most of the above-mentioned types of public participation are applied. They all create a platform where citizen's views find their rightful way in development planning and policy making processes.

Lowndes V, 1998: 15 divides the different forms of public participation into four categories:

- Those which are essentially traditional in their format e.g. public meetings, consultation documents, co-potion to committees and question and answer sessions.
- Those which are primarily customer oriented in their purpose e.g. complaints/suggestion schemes, service satisfaction surveys and other opinion polls.
- Innovative methods which are designed to consult citizens on particular issues e.g. interactive websites, citizen’s panels, focus groups and referendums.
- Innovative methods which seek to encourage greater citizen deliberation over issues e.g. citizen’s jury, community plans/needs analysis, visioning exercises and issue forums.

Similarly, techniques which are designated as being primarily deliberative in nature may be used mainly for consultation purposes by individual authorities and vice-versa. Through analysis of the take-up of different methods within these categories some interesting patterns and relationships emerge.
2.5 PUBLIC PARTICIPATION IN LOCAL GOVERNMENT

Jonker, van Niekerk, and van der Waldt, (2001:77) state that the local sphere of government sphere in South Africa is often referred to as grassroots government due to its proximity and intimate relationship with the communities it serves. In general terms local government is regarded as an autonomous body, which in the limits of legislation, by central and relevant provincial governments, has the powers and authority to provide services and amenities to residents in its area of jurisdiction, in an attempt to promote their well-being.

In terms of Section 151 of the Constitution (1996) the local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic. The executive and legislative authority of a municipality is vested in its municipal council.

Public participation could be encouraged to empower local communities to have control over their own lives and livelihoods. Basic assumptions underlying public participation include:

- Public participation is designed to promote the values of good governance and human rights.
- Public participation is acknowledges a fundamental right of all people to participate in the governance system.
- Public participation is designed to narrow the social distance between the electorate and elected institutions.
- Public participation requires recognising the intrinsic value of all of our people, investing in their ability to contribute to governance processes.
- People can participate as individuals, interest groups or communities more generally.
- In South Africa in the context of public participation community is defined as a ward, with elected ward committees.
- Hence ward committees play a central role in linking up elected institutions with the people, and other forms of communication reinforce these linkages with communities like the izimbizo, roadshows, the makgotla and so forth.
Public participation means a lot of different things to different people. Arnstein, 1969 categorises public participation in a ladder that the degree of involvement ranges from manipulation to citizen control.

**Citizen control** – People participate by taking initiatives independently of external institutions for resources and technical advice they need, but retain control over how resources are used. An example of citizen control is self-government – the community makes the decisions.

**Delegated power** – in this regard 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, development of action plans and formation or strengthening of local institutions. The process involves interdisciplinary methodologies that seek multiple perspectives and make use of systemic and structured learning processes. As groups take over local decisions and determine how available resources are used, so they have a stake in maintaining structures or practices.

**Partnership** – an example is joint projects – community has considerable influence on the decision making process but the government still takes responsibility for the decision. Participation is seen by external agencies as a means to achieve project goals, especially reduced costs. People may participate by forming groups to meet predetermined objectives related to the project. Such involvement tends to arise only after external agents have already made major decisions. Participation may also be for material incentives where people participate by contributing resources, for example, labour in return for food, cash or other material incentives.

**Placation** – the community are asked for advice and token changes are made.

**Consultation** – community is given information about the project or issue and asked to comment – e.g. through meetings or survey – but their view may not be reflected in the final decision, or feedback given as to why not. External agents define problems and information gathering processes, and so control analysis. Such a consultative process does not concede any share in decision-making.
Informing - Community is told about the project – e.g. through meetings or leaflets; community may be asked, but their opinion may not be taken into account.

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 listening to people’s responses.

Manipulation – Participation is simply a pretence, e.g. 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. The community’s input is only used to further this existing agenda.

2.6  LEGISLATIVE FRAMEWORK ON PUBLIC PARTICIPATION

The Constitution of South Africa (1996) and key legislation such as Chapter 4 of the Local Government: Municipal Systems Act (2000) and Chapter 4 of the Local Government: Municipal Structures Act (1998) provides a powerful legal framework for participatory local democracy and ward committees in particular. Ward committees were included in the legislation as a way of providing an opportunity for communities to be heard at local government level in a structured and institutionalised way. Ward committees are the structures that make it possible to narrow the gap between local municipalities, since the ward committees have the knowledge and understanding of the citizens and communities they represent.

2.6.1  The White Paper on Transforming Public Service Delivery (1997)

The White Paper on Transforming Public Service Delivery (1997) provides for the eight principles for transforming public service delivery known as Batho Pele Principles. These are expressed in broad terms in order to enable national and provincial departments to apply them in accordance with their own needs and circumstances. The eight principles are as follows:

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

- **Access**
  All citizens should have equal access to the services to which they are entitled.

- **Courtesy**
  Citizens should be treated with courtesy and consideration.

- **Information**
  Citizens should be given full, accurate information about the public services they are entitled to receive.

- **Openness and transparency**
  Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge.

- **Redress**
  If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response.

- **Value for money**
  Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

The White Paper on Transforming Public Service Delivery is encouraging public participation in every sphere of government on the basis that it seeks to achieve a transformed public service.

2.6.2 **The White Paper on Local Government of 1998**

The White Paper on Local Government, 1998 stipulates that municipalities must work with all sections of the community to build a shared vision to set goals for development. Each and every municipality is expected to represent the interests of its community.
2.6.3 The Development Facilitation Act of 1995

Section 3(1) (d) of the Development Facilitation Act, 1995 stipulates that members of communities affected by local development should actively participate in the process of local development. Section 3(1) (e) also points out that the skills and capacities of disadvantaged persons involved in local development, should be developed.

2.6.4 The Municipal Structures Act of 1998

Section 19(2) of the Municipal Structures Act, 1998 stipulates that a Municipal Council must annually review –

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) Its overall performance in achieving these objectives.

Section 19 (3) determines that a Municipal Council must develop mechanisms to consult the community organisations in performing its functions and exercising its powers.

2.6.5 Local Government Laws Amendment Act

The Local Government Laws Amendment Act, 2008 suggests a number of changes to the governance and functioning of ward committees. Firstly, the Act proposes that the term of office of ward committees be standardised and aligned to the five-year term of councils. Secondly, the Act includes a suggestion that municipalities must make financial provision for ward committee functioning, such as reimbursement of committee members’ out of pocket expenses. Such expenses should be allocated from the municipal budget. The Act also proposes that funds should be allocated to ward committees to enable them to undertake development in their wards.
2.7 THE WARD COMMITTEES

Since 1994, there has been a widely observed commitment in South Africa to participatory governance within both government and civil society, which has been given legal standing and encouragement through the country’s Constitution and other pieces of progressive legislation. While in many instances implementation has lagged behind the ideals of legislation and policy, it has to be said that never in the country’s history has law and policymaking and development practice been as democratic and participatory as under the present dispensation.

A number of municipalities have introduced their own municipal policies in dealing with methods of public participation, and in some cases, by-laws to regulate the powers, functions and operation of ward committees. However, to a large extent, the provisions within these policies and by-laws appear to be taken straight from the Structures Act and the DPLG: Ward Committee Resource Book, (2005). One exception is the City of Cape Town Metropolitan Municipality where, following the 2006 municipal elections, the municipality opted to establish “ward forums” instead of ward committees. These forums consist of up to twenty representatives of various sectors within the wards.

Ward committees are encouraging approach of achieving one of the aims of developmental local government mentioned on section 152 the Constitution of the Republic of South Africa, 1996. This is the involvement of communities and community organisations in the matters of local government.

2.8 ESTABLISHMENT AND OPERATION OF MUNICIPAL WARD COMMITTEES

In June 2005 Guidelines for the Establishment and Operation of Municipal Ward Committees were gazetted by the then Department of Provincial and Local Government (Notice 965 of 2005), currently known as the Department of Co-operative Governance and Traditional Affairs.

The guidelines supplement legislation by providing uniform guidelines to ward committee members, councillors and officials on the procedures to be followed in establishing ward committees, how they are intended to operate and the conduct of ward committee members.
The DPLG: Ward Committee Resource Book, (2005) state that the objective of ward committees is to enhance participatory democracy in local government. The document describes a ward committee as:

a) an advisory body,
b) a representative structure,
c) an independent structure,
d) an impartial body that must perform its functions without fear, favour or prejudice.

The DPLG: Ward Committee Resource Book, (2005) offer some possible powers and duties that municipalities may delegate to ward committees, namely:

a) To serve as an official specialised participatory structure in the municipality.

b) To create formal unbiased communication channels as well as cooperative partnerships between the community and the council through:

- Advising and making recommendations to the ward councillor on matters and policy affecting the ward;
- Assisting the ward councillor in identifying challenges and needs of residents;
- Disseminating information in the ward concerning municipal affairs e.g. the budget, IDP, performance management system, service delivery options and municipal properties;
- Receiving queries and complaints from residents concerning municipal service delivery, communicating these to council and providing feedback to the community on council’s response;
- Ensuring constructive and harmonious interaction between the municipality and community through the use and co-ordination of ward residents meetings and other community development forums;
- Interacting with other forums and organisations on matters affecting the ward.

c) To serve as a mobilising agent for community action within the ward (e.g. ensuring the active participation of the community in service payment
campaigns, IDP and budget processes and decisions about municipal services and by-laws)

2.8.1 Ward Committee

The Department of Provincial and Local Government: Ward Committee Resource Book (2005) explains the roles and responsibilities of both the ward committees and the roles of ward councillors. The ward committee system is meant to facilitate participatory democracy at local level and to give a “face” to the local ward councillor. Key roles for ward committees are listed below:

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

DPLG: Ward Committee Resource Book (2005) clarifies the fact that no executive powers should be delegated to ward committee members. They also indicate that a ward committee may express dissatisfaction with the non-performance of its ward councillor in writing to the municipal council. The ward committee may only discuss matters affecting that particular ward.

With regard to capacity building, the DPLG: Ward Committee Resource Book, (2005) require ward committees to prepare an annual capacity building and training needs
assessment for members of the committee. A capacity building plan for each member, with a budget, should then be developed.

In terms of the composition of ward committees, the DPLG: Ward Committee Resource Book, (2005) echo the Structures Act’s call for equitable representation of men and women. The document goes on to suggest the diversity of interest groups that should be included, such as youth, religious groups, sports and culture, health and welfare, business, environment, education, older persons etc.

The election procedure for members of the ward committee can be one of two types: either sectoral representation or geographic representation. In the case of the former, the different interest groups in the ward are first identified and then organisations and individuals representing each sector are invited to stand for election onto the ward committee. In the case of geographic representation, the municipality identifies the different geographical areas, villages or clusters of farms that will represent an equitable geographic spread of the residents of the ward, and then calls for nominations from each area. At a community meeting, voting is then carried out to elect the ward committee members.

Ward committees are required by the DPLG: Ward Committee Resource Book, (2005) to meet at least quarterly. Public, or ward, meetings should also be convened regularly. These meetings are supposed to enable the ward committee and ward councillor to register the concerns and inputs of the community with regard to service delivery and other issues in the ward, and to report back to the community on issues that affect it.

The DPLG: Ward Committee Resource Book, (2005) also require that municipalities make administrative arrangements to enable ward committees to perform their functions and exercise their powers effectively. Administrative support can include assistance to community members to identify ward committee members (e.g. providing identity cards), making available administrative staff to assist the committee with clerical functions, arrange meeting venues, provide logistical resources such as office equipment and stationery, advertising of community meetings, providing transport, and developing and implementing capacity building and training programmes for ward committee members.
The DPLG: Ward Committee Resource Book, (2005) indicates that the term of office of ward committee members should be determined by the municipality. The document recommends that the term be no less than two years and no longer than three years.

2.8.2 Ward Councillor

The ward councillor is an enabling agent of public participation to the community. Since public participation is a mandatory requirement, the entire municipal council, through that particular ward councillor, has a duty to adhere to all major policy and development issues. Furthermore, a ward councillor ensure is knowledgeable and understands the listed roles below:

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

2.9 PUBLIC PARTICIPATION IN THE IDP (INTEGRATED DEVELOPMENT PLAN)

The Integrated Development Plan is the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development in a municipality.
IDP is a process through which the municipality prepares a strategic development plan for a five-year period. The Integrated Development Plan (IDP) is a product of the integrated development planning process. It spells out what the council is going to do, how it is going to do it and the cost in response to the needs of the community.

Houston, G. (2001: 207) acknowledges that measures have been introduced to entrench popular participation in the workings of local government structures. Measures have also been introduced to transform the functions of local government in South Africa to emphasise development rather than regulation, as was the case under the previous dispensation.

With regard to public participation, the most common structure, apart from the ward committees, that has been established by municipalities to interact with the community is the IDP Representative Forum, more commonly known as the IDP forum. This Forum is established specifically with the intention of involving the community in the development and review of the municipalities integrated development plan. In this respect it is mentioned that a municipality must, inter alia, in terms of section 29 of the Municipal Systems Act, through appropriate mechanisms, processes and procedures established in terms of Chapter 4, allow for the local community to be consulted on its development needs and priorities; and the local community to participate in the drafting of the integrated development plan. The IDP Framework Document provides that the IDP representative forum should be constituted as follows:

The chairperson of the IDP Forum should preferably be the chairperson of the executive committee or the executive mayor or a member of the committee of appointed councillors. Members of the Forum should be constituted from:

- Members of the executive committee/mayoral committee/committee of appointed councillors
- Councillors (including councillors who are members of the District council and relevant portfolio councillors)
- Traditional leadership
- Ward committee chairpersons (or representative)
- Heads of departments/senior officials
- Stakeholder representatives of organised groups
• Stakeholder representatives of unorganised groups
• Resource persons
• Community representatives (e.g. RDP Forum); and
• CDWs (Community Development Workers)

Section 29 of the Municipal Systems Act (2000) stipulates that the IDP Forum should operate in terms of the principles of Community-Based planning, which looks to actively involve the community, especially poor people, in the planning process. This is so to improve the quality of plans, the quality of services, extend community control over development and empower community so that they take action, and become less dependent.

There are two essential tools for developmental local government, namely Integrated Development Planning and Performance Management. Each municipality is expected to produce an integrated development plan. Local communities should be genuinely empowered and be participants in planning and development. This involves a range of activities including creating democratic representative structures (ward committees), assisting those structures to plan at a local level (community-based planning), to implement and monitor those plans using a range of working groups and CBOs, supporting community-based services, and to support these local structures through a cadre of CDWs (Community Development Workers).

Community participation in the IDP is dependent on the extent to which municipalities encourage and create conditions for this participation in municipal affairs such as the IDP. Municipalities should contribute to local community capacity building in participating in the municipal affairs, and such participation should be fostered by the councillors. The IDP should be a document that reflects the community’s needs and should integrate local, provincial and national government programmes that seek to integrate the national and provincial programmes within the local space; this will then enable it to become the “face” of all of government plans.

Community participation is the involvement of persons or groups which are affected (positively or negatively) or are interested in, a proposed project, policy, program, plan or which are subject to a decision-making process. This means community participation is a methodical approach used to identify and recognise the different
relevant members of the public, while providing relevant and understandable information to them and working to resolve their concerns about the proposed project, programme or policy with them.

2.9.1 Community Development Workers

DPLG: Ward Committee Resource Book (2005) notes that the CDWs have the potential to contribute greatly to the activities of both ward committees and IDP forums, so long as a clear and common understanding of their role at the municipal level has been developed. There is clearly great potential for synergy between CDWs and both ward committees and the IDP Forum, especially as regards improving service delivery, so municipalities should make clarifying the relationship between officials and CDWs, and especially ward councillors and CDWs, a top priority.

In respect of the IDP forum, CDWs are required sit on the forum as a formally recognised interest group. In respect of ward committees it is recommended that, subject to pre-existing agreements as to their relationship with, and role on, ward committees, CDWs sit as ex-officio on the several ward committees in the area they service. In addition to assisting with Community-Based Planning (CBP) and Ward Plans, CDWs assist in information gathering for ward committees and support ward committees in advising residents on how to solve their problems. Given that CDWs are also meant to do much of this work, this is yet another reason to clarify relations between the two at a municipal level, and build a partnership orientated towards ward development.

2.10 CHALLENGES OF PARTICIPATORY DEMOCRACY

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. The following are conditions that would contribute to the proper functioning of participatory democracy at the local government level:

a) There must be a certain level of education and intellectual sophistication among most members of society within the specific municipality.
b) Information must flow freely and the public must also be informed about local government and its operations.

c) A liberal ethos as a matter of public morality, and thus cherished in the hearts and minds of a cross-section of the inhabitants, must be in place.

d) There must be a measure of material prosperity and economic development that more or less makes for comfortable living in the municipality.

e) A sense of national as well as local pride and loyalty to collective aspirations that transcends the impetus of self-interest, so as to facilitate promotion of general wealth, must exist.

f) A situation of political stability and overall peace must prevail, which will permit the effective functioning of regular local government structures.

Bekker (1996:49) is of the opinion that the concept of public participation is of crucial importance in local government, as it strikes directly at the core of the structuring of relationships between citizens and their government.

This is in fact the first time in the history of South Africa that all citizens and racial groups are able through the mechanism of public participation to make their voices heard in every sphere of government. However, various challenges can be noted in implementing the notion of public participation.

One major concern, according to Bekker (1996:50) is that the expectations that accompany attempts at community participation in many cases can be unrealistically high. Community participation cannot be considered a panacea for all the ills of society; it is simply a change in the process. Through this change in process, participation advocates claim that changes will occur in the even distribution of power in society, in the attitudes of citizens towards their government and in the type of policies produced by government. However, as already noted, it needs to be stated that instituting community participation does not guarantee that the expected effects of public participation will automatically materialize. If the communities are involved in municipal plans and programmes, the authorities will be able to know the immediate needs and aspirations of such communities and address them accordingly.
2.11 CONCLUSION

This literature review provided diverse scholarly writings about the multi-dimensional perspective of governance conceptual and theoretical underpinnings with regard to public participation.

The importance of drawing up accurate and realistic strategic plans cannot be overestimated. In the absence of coherent plans, government departments cannot properly quantify the needs of those requiring their services or properly estimate costs, nor can these departments accurately track, control or report on expenditure. Consequently, they cannot properly monitor the delivery of services to ensure the efficient and effective use of scarce public resources to address the human rights of those dependent on public services.

Citizens need to participate more fully in local government, whether in making decisions or by taking part in the direct management of services. The result both strengthens representative democracy and encourages participative democracy. This helps to reconnect citizens to their local authority and increase a sense of local identity and ownership of the municipality. Ward committees that work well with both their community and municipal officials will afford every citizen a say in municipal
CHAPTER 3

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter offers a description of the research methodology to be used for collecting data for the study. In an attempt to fairly describe the research methodology, a number of sources in the research field will be consulted.

Research methodology is a system through which a researcher is able to collect, analyse and interpret data for the realization of the research aims. Research methodology refers to the methods, techniques, and procedures that will be employed in the process of implementing the research plan (Welman & Kruger, 1999:39). The research will be conducted by employing both the qualitative and quantitative methods. The quantitative method will be used where quantities or figures are sought whilst the qualitative method will be used to gather verbal data. For the purpose of this study in particular, a case study research using Du Noon as a study area will be assumed.

Goddard & Melville (2001:1) maintain that research is not just a process of gathering information, as is suggested. Rather, it is about answering unanswered questions or creating that which does not currently exist. In many ways, research can be seen as a process of expanding the boundaries of our ignorance.

A research methodology that digs deep enough data will be used in order to ensure provision of valuable solutions should there be an indication of setbacks or challenges in the findings.

3.2 RESEARCH DESIGN

Welman & Kruger (1999:46) refer to research design as a plan according to which the researcher obtains research participants (subjects) and collects information from them. The researcher also describes the purpose and role of the participants with a view to reaching conclusions about the research problem (research questions or research hypothesis). In the case of Ward 104 of the City of Cape Town Metro, the
participants will be the ward committee members, the ward councillor as well as residents of Du Noon.

Research design is a set of logical procedures that if complied with, enables the researcher to obtain necessary evidence to determine the degree to which he/she is aligned or not. Research design is often referred to as the ‘glue’ that holds the research project together. This is for the reason that it interprets the methodology in a practical mode.

Research design will be utilised as a guide to structure the research, to show how all the key areas of the research project. The samples or group measures, programmes and methods of assignment work together in an attempt to address the main research question.

3.2.1 Research Approach

Babbie and Mouton (2008: 72) are of the view that there are two major aspects of research design. Firstly, the researcher must specify as clear as possible what she/he wants to find out. Secondly, the researcher must determine the best way to do it. Interestingly, the two aspects complement each other because if the researcher handles the first consideration fully, the probability of handling the second in the same process are high.

According to Mouton and Marais (1992:155) there are two approaches to research, namely, quantitative and qualitative. The qualitative and quantitative approach describes groups of research methods, rather than being methods in their own right. Any given method of conducting research will therefore belong to one or the other. Neuman (2000:7) states that the quantitative research approach relates to data being expressed as numbers, whereas the qualitative research approach considers data in terms of words, pictures or objectives.

Neuman (1997: 29) describes a case study research as a qualitative research method whereby in a cross-sectional and longitudinal research, a researcher examines features on many people or units, either at one time period or across time periods. In both, a researcher precisely measures a common set of features on many cases, usually expressed in numbers. In a case study research, the researcher examines
very many features of a very few cases in-depth over a duration of time. These cases can be individuals, groups, organisations, movements, events, or geographic units. The data are usually more detailed, varied, and extensive.

Goddard & Melville (2001:9) are of the opinion that a case study research is research in which a specific situation is studied to see if it gives rise to any general theories or to see if existing general theories are born out by specific situation.

3.2.1.1 Quantitative Research

Basically, the quantitative research method focuses more on variables and measures the objective facts when analysing the statistics. In this method, the researcher is usually detached to the case study or topic and reliability proves to be one of the key features.

Welman & Kruger (1999:7) argue that a quantitative research method may be described in general terms as that approach to research in the social sciences which is more highly formalized. It is more explicitly controlled with a range that is more exactly defined in terms of the methods used and is relatively close to the physical sciences.

Jackson (1985:13) is of the view that quantitative research seeks to qualify human behaviour through numbers and observations. The emphasis is on precise measurement, the testing of hypotheses based on a sample of observations and a statistical analysis of the data recorded. Jackson (1995:13) continues, the relationship among variables is described mathematically, and the subject matter is, as in physical science, treated as an object. Brynard & Hanekom (1997:29) are of the opinion that in quantitative methodology the researcher assigns numbers to observations, by counting and measuring, data is produced. This approach therefore deals with data that is highly numerical.
Welman & Kruger (1999:7) further suggest that measures that are mostly used in this type of method are highly structured, tend to use primarily closed ended questions and may be administered in either a questionnaire or interview format. According to Leedy (1989:100) certain requirements must be met in order to apply quantitative method, these requirements are as follows:

- The problem has to be properly defined;
- Analysis of such a problem must be meticulous and comprehensive; and
- Solutions must take place consciously, rationally, logically, systematically and scientifically.

Although both quantitative and qualitative research methods share basic principles of science, the two approaches differ in significant ways. Each approach has its strengths and limitations, issues where it shines, and classic studies that provide remarkable insights into social matters.

Neuman (1997: 14 -15) argues that key features common to all qualitative methods can be seen when they are contrasted with quantitative methods. Most quantitative data techniques are data condensers. They condense data in order to see the bigger picture. Qualitative methods, by contrast, are best understood as data enhancers. When data are enhanced, it is possible to see key aspects of cases more clearly.

### 3.2.1.2 Qualitative Research

Qualitative research method ordinarily constructs social reality, social meaning and largely focuses on interactive processes and or events. The researcher mostly involved in the case study as well as a principle of truthfulness is playing a key role in the process.

Qualitative research is an umbrella concept that covers forms of inquiry in order to help us understand and explain the meaning of social phenomena with as little disruption of the natural setting as possible (Merriam 1998: 5). Welman & Kruger (1999:186) state that qualitative research is orientated towards exploration, discovery and inductive logic. Data is collected through observations, interviews and other qualitative methods. The product of the research is a new model, theory or hypothesis (Welman & Kruger, 2001:5)
According to O’Sullivan and Rassel (1999:36) a qualitative research method produces verbal data, which is difficult to convert into numbers. It is defined by its extensive use of verbal information and its preference for developing full information. However, Merriam (1998) is of the opinion that qualitative researchers are concerned primarily with process, rather than outcomes. The researcher physically goes to the people, setting, site or institution to observe or record behaviour in its natural setting.

Qualitative research can be better described through the following three key elements:

- **Exploratory**

  Qualitative research is exploratory and it is used by researchers to explore a topic when the variables and theories are unknown (Mouton, 1996: 72). According to Mouton and Marais (1992: 43) the aim with exploratory research is the exploration of a relatively unknown research area.

  The qualitative exploratory approach will enable the researcher to share in the understanding and perceptions of others and to explore how people structure and relate to their daily lives (Mouton, 1996: 102-103). In this research study, therefore, the researcher will be able to hear from ward committee members how the experience public participation particularly in their ward, as a vehicle to enhance service delivery.

- **Descriptive**

  The descriptive paradigm enables the researcher to obtain access to hidden data, that is, information from actors which is both unexpected and unintended. This research study will be seeking to provide an accurate description of the ward committee system in the Du Noon area of Ward 104 in the City of Cape Town Metropolitan Municipality. The researcher will nevertheless be aware of the idea that to describe accurately would vary with context (Mouton, 1996: 102).

- **Contextual**

  According to Mouton (1996: 133) contextual research studies phenomena because of its intrinsic and immediate contextual significance. Contextual research also focuses
on subjects within a specific context in order to gain an understanding of the subjects within the context (Mouton and Marais, 1994:43).

This research study is contextual in nature because it is concerned with the unique context of the Du Noon area of Ward 104 in the City of Cape Town Metropolitan Municipality. It will enable the ward committee to produce an extensive description of their experiences in their specific context.

Welman & Kruger (2001:5) documented the following about qualitative research:

- The data is in the form of words from documents, observations or transcripts.
- Theory can be causal or non-causal and is often inductive.
- Hypotheses are frequently undeclared or merely in the form of a research goal.
- Concepts are in the form of themes, generalizations and taxonomies.
- Research procedures are particular and replication is very rare.

The verbal encounter between the researcher and the respondents relies heavily on interviews that are usually unstructured and those that concern mainly open ended questions and in-depth probes (Welman & Kruger 2001:5).

The experienced social researcher cautiously chooses the most appropriate approach to a particular problem. In nearly all cases the line between qualitative and quantitative method is somewhat blurred. In fact a comprehensive study will use both methods and thus cannot strictly be called either qualitative or quantitative (Denzin & Lincoln’s 1994). As qualitative research uses sources that exist prior to research and also uses primary sources e.g. annual reports, strategic plans, legislation, minutes of meetings Integrated Development Plans, budget, interviews, questionnaires and own experience, the qualitative approach will be used to test the hypothesis of the study. The quantitative approach also suited the objectives of the study as some responses had to be quantified to reach conclusions, hence the use of both methods in the study.

3.3 DATA COLLECTION METHODS

According to Mouton (1996:107) the data collection method refers to the way in which data has been collected or some of its intrinsic properties or the way a researcher is going to collect data. In this study data will be collected through a survey.
3.3.1 Survey

Neuman (1997: 231) describes a survey as an experiment whereby researchers place people in small groups and test one or two hypotheses with a few variables. Subjects respond to a treatment created by the researcher. Survey researchers sample a number of respondents who answer same question, the latter is done so as to measure many variables, to test multiple hypotheses, and infer temporal order from questions about past behaviour, experiences, or characteristics.

Neuman (1997: 228) is of the opinion that a research survey is the most widely used data collecting technique in sociology. Neuman (1997: 231) further states that good surveys require a great deal of thought as well as effort. Surveys can be divided into two broad categories, namely the questionnaire and the interviews.

Questionnaires are usually the “paper and pencil” instruments that the respondent completes whilst interviews are completed by the interviewer based on the responses of the respondents. The following section will discuss questionnaires and interviews as data collection methods in research and why they were preferred to gather data for this study.

3.3.1.1 Questionnaire

Questionnaires are essential to and most directly associated with survey research, they are also widely used in experiments, evaluation research, and other data-collection activities. Mouton (1996:107) defines a questionnaire as a set of questions on a form which is completed by the respondent in respect of a research project. Denscombe (2003:159) suggests the following as some of the advantages of questionnaires:

- Questionnaires are economical - Questionnaires are economical in the sense that they can supply a considerable amount of research data at relatively low cost in terms of material, money and time.
- Easier to arrange - Questionnaires are easier to arrange than for example, personal interviews. They can be simply sent unannounced to the respondent.
- Questionnaires supply standardized answers - Respondents are posed with exact same questions, with no scope for variations to slip during face to face
contact with the researcher. Data collected is unlikely to be contaminated through variations in the wording of the questions or the manner in which questions are asked.

Labovitz & Hagedorn (1981:68) suggest the following as major disadvantages of questionnaires:

- The population under study is restricted because the respondents must be able to read and write.
- There is a high degree of self-selection, leading to a comparatively low response/return rate (a 30% return is not uncommon)
- The questionnaire must be restricted in length and scope, because respondents lose interest or become fatigued.
- There is a lack of depth interviewing or probing for the meaning of the statements.

3.3.1.2 Individual Interviews

Clark and Sartorius (2004:15) are of the view that interviews are qualitative, in-depth and semi-structured. They rely on interview guides that list topics or questions on the particular phenomenon under study. Labovitz & Hagedorn (1981:68) state that the interview guide comprises of questions (structured or unstructured) that are asked and filled in by an interviewer in a face to face situation with the respondent(s). Schnetler et al (1989:16) state that this type of data collection method allows the interviewer to communicate by asking questions using voice, body language, facial expressions and it also allows the interviewee to formulate his/her responses making use of voice, body language and facial expressions.

Bless and Higson-Smith (1995:111), identify three advantages of individual interviews as a form of data collection method. Firstly, this method of data collection can be administered to illiterate respondents. Because the interviewer reads the question and writes down the response, the respondent does not have to be able to read or write. Secondly the interviewer has the opportunity to further explain a question or words in a question if he/she senses that the respondent does not fully understand the question. Thirdly, by using the interview method, the interviewer can ensure that all questions are answered and that challenging or difficult questions are not left out. This is made
possible by the fact that the interviewer is personally administering the questionnaire.

Other studies list the following as further advantages of individual interviews:

- Misunderstood questions and inappropriate responses can be clarified.
- Fewer incomplete responses.
- Higher response rate.
- Greater control over the environment that the survey is administered in.
- Additional information can be collected from respondents.

Jackson (1995:122) categorises two challenges of individual interviews. Firstly, using the individual interview as data collection method is one of the most expensive methods of survey. Secondly, it is a very time consuming method of data collection as an interviewer can only handle a limited number of respondents per day. For the study, the interviews were limited only to the Du Noon ward committee and were only conducted to respondents who could not self-administer the questionnaire.

3.3.2 Survey Method for the Study

Weighing both the advantages and disadvantages of the outlined types of survey, the researcher used both the questionnaire and individual interviews based on semi structured interviews. Questionnaires were mainly be used to gather data focusing on the demographics and basic operational necessities of the ward committee of Du Noon by simply ticking in the appropriate box or indicating Yes/No in the box provided. The decision to use individual interviews is informed by the fact that interviews enable the researcher to adapt the formulation of the interview including the terminology to fit the background and educational level of the Du Noon ward committee members. Interviews also permit the researcher to use probes and reviews to clear up vague responses, or to ask for clarification of incomplete answers.

During data collection, the interviewer read the questions and recorded the responses himself. This was done in order to accommodate any possibility of Du Noon ward committee members who struggle to read yet able to write. In addition, ‘interviews are more personal than questionnaires and tend to produce a better response rate. They also provide the researcher with more control of the survey, making it possible to collect information at precise times’ (Moore 1993:27).
3.4 POPULATION AND SAMPLING

Brynard and Hanekom (1997:43) suggest that population refers to subjects, objects, phenomena, cases, events and activities which the researcher would like to study in order to gain some new insights. Babbie and Mouton (2001:100) define population as the group of participants from whom conclusions are to be drawn. Welman & Kruger (2001:46) further suggest that population is the study object which may be individuals, groups, organizations, human products and events or conditions to which they are exposed.

The size of the population usually determines the practicality of whether to include all members of the population or not. Issues like time and costs determine if it is possible for the researcher to involve all members of the population in a research project, this situation often leads the researcher to select a sample from which to obtain data. The research population for the study was all the members of the ward committee (Ward104). Data collected from the ward committee members will be analysed and interpreted in the next chapter.

3.5 ETHICAL CONSIDERATION

According to De Vos (1998: 24), ethics are widely accepted set of moral principles which offers rules and behavioural expectations about the most correct conduct towards participants by researchers. The following ethical considerations were honoured continuously in this research:

3.5.1 Competency of the researcher

According to De Vos (1998:30) researchers are ethically obliged to ensure that they are competent and adequately skilled to undertake the proposed investigation. The researcher has completed a National Diploma in Public Management, Baccalaureus Technologiae in Public Management as well as the theoretical examination for Masters in Public Administration. The researcher has been working for the past nine years in the Public Sector for government and public entities and currently holds the position of an Assistant Director: People Policy at the Department of the Premier in the Western Cape, Republic of South Africa.
3.5.2 Researcher-respondent relationship

- **Confidentiality**
  De Vos (1998: 28) is of the opinion that confidentiality implies that only the researcher and possibly a few members of his/her staff (if applicable) should be aware of the identity of participants and commitments with regard to confidentiality should be made.

- **Fidelity**
  The researcher has a responsibility and an obligation to remain faithful to his/her commitments. This includes keeping promises and maintaining confidentiality at all times throughout the research study. The researcher kept the appointments as arranged with the participants timeously.

- **Informed consent**
  The respondents gave an informed consent in order to participate in the survey. This means that the respondents must be fully informed about the research in which the interview is going to be used.

- **Participation**
  Participants must be aware that they are at liberty to withdraw from the research at any time (De Vos, 1998: 26). In this research study, participation was on a voluntary basis off-which it also included the right to withdraw from the research at any time.

- **Permission**
  Permission was obtained from the ward councillor of Du Noon where the research study took place as well from all other participants.

- **Privacy**
  The researcher enforced the necessary precautionary measures whereby all participants reserve the right to decide themselves to what extent their attitudes, beliefs and behaviour would be revealed. Throughout the research study, the researcher would respect the participants’ right to privacy.
• **Veracity**  
  The researcher has an obligation to tell the truth and not lie or deceive others. In this research study, all the participants were informed about the methods to be used, namely, questionnaires, observation, interviews, and tape recording.

### 3.6 CONCLUSION

In this chapter, the researcher provided a brief theoretical background to the research methodology used in this study.

The fact that the general ignorance with regard to governance matters finds existence is an indication of the dire need for research more especially in local government sphere. That there are public participation tools and measures in place does not mean that service delivery will be achieved. The research methodologies in the case of Du Noon will prove whether the ward committee system as well as the annual Integrated Development Plans in the City of Cape Town Metropolitan Municipality does utilise its public participation system to enhance service delivery in Ward 104 of the municipality.
CHAPTER 4

DATA ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

According to Census (2011) the area of study Du Noon is approximately 91.15 hectares and part of Ward 104 of the City of Cape Town. It is bounded by the railway line on the south-west, Potsdam Road on the north-west, the N7 on the east and agricultural land on the north-east. Du Noon was one of the first low-income housing developments to be established in the Western Cape, in line with South Africa’s National Housing Subsidy Scheme. The then Milnerton Municipality appointed Planning Partnership on the 12th of November 1990 to identify possible sites for the permanent location of a formal low-income settlement. Prior to the establishment of Du Noon various parcels of land were analysed in order to determine the most suitable site for a township development and after extensive research was conducted, it was decided that Du Noon would be the most suitable site. It was envisaged that Du Noon would accommodate approximately 1000 housing units and municipal services in terms of the National Housing Subsidy scheme. In addition, community facilities would also be provided.

The primary reason for its establishment is attributed to the shack settlement of Marconi Beam and the endeavor to transform this informal settlement into a formal, low-income RDP settlement (Reconstruction and Development Programme). Marconi Beam was an informal settlement which developed on privately owned land in Milnerton during the Apartheid era in the 1960s. Given its prime location with regard to employment opportunities large numbers of people settled there. Accelerated growth in Marconi Beam took place during the 1980s primarily as a result of a Milnerton Race Course which employed a number of grooms from the former independent homeland states of Transkei and Ciskei. Approximately 1350 shacks were demolished in the 1990s and the residents were relocated to Du Noon and Joe Slovo Park.

4.1.1 Demographic overview

According to the 2001 Census conducted, the population of Du Noon was approximately 9,036. Roughly 46% of the population was aged between 18 and 34
and 18% was aged between 35 and 54. Of the total adult population, about 40% had an education level between Grade 8 and 11 and 15% possess a Matriculation. In terms of the employment profile of Du Noon, approximately 53% were unemployed and of those employed, 42% were engaged in Elementary occupations. Furthermore, 86% of the Du Noon working population earned a monthly income between R0 and R1,600 per month, followed by 13% earning between R1,601 and R6,400 per month. Work opportunities stem primarily from the nearby industrial areas of Montague Gardens, Killarney Gardens and Paarden Eiland and the middle income suburbs of Parklands and Milnerton that are in close vicinity.

However, according to Census 2011 the population of Du Noon had tripled to 31 133 and the number of households was 11 496. The average household size was 2.71. The population was predominantly Black African (90%). Approximately 29% of those aged 20 years and older had completed Grade 12 or higher. 63% of the labour force (aged 15 to 64) was employed. 77% of households had a monthly income of R3 200 or less. 41% of households were living in formal dwellings. 68% of households had access to piped water in their dwelling or inside their yard. 74% of households had access to a flush toilet connected to the public sewer system. 97% of households had their refuse removed at least once a week. 78% of households use electricity for lighting in their dwelling.
The main purpose of this chapter is to provide a thorough report on findings of the practical research conducted in the City of Cape Town.

- **Du Noon ward committee**
  
  The Du Noon ward committee is in good standing. Currently it has eight ward committee members democratically elected as per the legislative requirements. The two vacancies are yet to be filled. In terms of the composition of ward committees, both the DPLG: Ward Committe Resource Book, (2005) and the Municipal Structures Act call for an equitable representation of men and women. The DPLG: Ward Committee Resource Book, (2005) further suggest that the diversity of interest groups that should be included, such as youth, religious groups, sports and culture, health and welfare, business, environment, education, older persons etc.

### 4.2 QUESTIONNAIRE

The research questionnaire was divided into three sections. Section 1 was used to collect data on the demographics of the ward committee in terms of gender, age,
education and employment status. Sections 2 and 3 of the research questionnaire were developed to identify weaknesses and strengths in the chosen ward committee with regard to aspects such as municipal support, resources and ward committee involvement in municipal matters. Such aspects would enable the study to establish the challenges and limitations of the committee in its service delivery objectives.

- **Gender**
  
  The gender facet shall provide assistance to the study in determination of the extent to which equity and representivity in the ward committee in terms of gender. In terms of the composition of ward committees, both the DPLG: Ward Committee Resource Book, (2005) and the Municipal Structures Act call for an equitable representation of men and women.

  Section 17 (4) of Act 32 of 2000 further states that a municipality may establish one or more advisory committees consisting persons who are not councillors in any matter within a municipal council’s competence. Gender representivity must be taken into consideration when such advisory committee members are appointed.

- **Age**
  
  The DPLG: Ward Committee Resource Book, (2005) suggest that the diversity of interest groups should be included, such as youth, religious groups, sports and culture, health and welfare, business, environment, education, older persons etc.

  The age category sought to determine representivity in the ward committee in terms of various age categories as determined by the study. Find out whether all age groups are equally represented. The respondents were required to choose between the ages of A.18-30, B.31-40 and C.51-60 and 61 and above. The choice of the different age categories is informed by various needs among the different age groups.

- **Literacy (Education)**
  
  The category on a degree of literacy amongst the ward committee members is rightfully determined by their level of education.
Section 17 (3) of Act 32 of 2000 states that when the municipality establishes community advisory committee(s), it must take into account the special needs of people who cannot read or write. The respondents will be required to choose from four categories, namely, Below Matric, Matric, Diploma, and Degree.

- **Employment status**
  This aspect sought to determine whether the respondent is employed or not, as this status determines the dedication levels of ward committee members. Inclusion of this aspect is informed by the high levels of unemployment in the study area as recorded in the City of Cape Town Metropolitan Municipality IDP (2012 – 2017).

### 4.2.1 Key Questions

Section 2 and 3 of the questionnaire had produced a total of nineteen questions in order to elicit responses on key aspects derived from the hypothesis of the study.

The case study questions focused on the following aspects:

- The powers and functions of ward committees.
- Level of municipal support for ward committees.
- Challenges experienced with regard to community participation.
- Skills and capacity of ward committee members for effective execution of their duties.

### 4.3 QUESTIONNAIRE INTERVIEW REPORT (SECTION 1)

The researcher collected qualitative and quantitative data from eight members of the Du Noon ward committee, Ward 104 of the City of Cape Town. All the interviews were conducted face to face. The initial part of each interview took the form of a conversation between the researcher and the respondent so as to put the respondent at ease. Furthermore respondents were assured that their identities would persist on anonymity, this was done to promote and ensure honest deliberations.
4.3.1 Gender and Physical Characteristics

Table 4.1: Gender and Physical Characteristics

<table>
<thead>
<tr>
<th>Gender</th>
<th>Number of Ward Committee Members</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>3</td>
<td>38%</td>
</tr>
<tr>
<td>Female</td>
<td>5</td>
<td>62%</td>
</tr>
</tbody>
</table>

Out of the eight members of the ward committee including the ward councillor, five ward committee members are female and there are three and there are no physically challenged members on the committee.

The findings illustrate that the ward committee to a certain extent does conform to the stipulations set in Section 17 (2) of the Municipal Systems Act of 2000, which obliges community advisory structures to be representative of women and the disabled.

It can therefore be proven that the committee is gender balanced and is gender representative as reflected by ward community members. Since there is not a single member of the ward committee who is physically challenged, the committee does not comply with the stipulations of the Municipal Systems Act 2000, that physically challenged individuals must also be included in community structures. Non-involvement of such individuals in the ward committee may impact negatively on community members who are physically challenged as their interests and needs may not receive priority. For example, all public facilities including official buildings must be accessible to every member of the public inclusive of people with disabilities.
Figure 4.2 below illustrates the outlook of the Du Noon Ward Committee in terms of the gender aspect.

![Figure 4.2: Gender representivity in the Du Noon ward committee.](image)

### 4.3.2 Age Category

Ward committee member’s responses indicate that all age categories used in the study are represented on the ward committee. The responses further reveal that 75% of the members of the ward committee fall between the ages of 31 & 50, 13% of constituted by the ages 16 – 30 and the 12% was made up of ages 61 & above, whilst no representation could be found for the ages 51-60.

**Table 4.2: Age Composition of the ward committee members.**

<table>
<thead>
<tr>
<th>Age Category</th>
<th>Number of Ward Committee Members</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>16 -30</td>
<td>1</td>
<td>13%</td>
</tr>
<tr>
<td>31- 40</td>
<td>3</td>
<td>37%</td>
</tr>
<tr>
<td>41-50</td>
<td>3</td>
<td>38%</td>
</tr>
<tr>
<td>51-60</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>61 &amp; above</td>
<td>1</td>
<td>12%</td>
</tr>
</tbody>
</table>
Figure 4.3: Age in years

Above illustrates the viewpoint of the Du Noon ward committee with regard to the age aspect.

4.3.3 Literacy (Education)

The table below illustrates the literacy levels as far as education is concerned.

**Table 4.3: Literacy.**

<table>
<thead>
<tr>
<th>Literacy (Education)</th>
<th>Number of Ward Committee Members</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Below Matric</td>
<td>2</td>
<td>25%</td>
</tr>
<tr>
<td>Matric</td>
<td>5</td>
<td>62%</td>
</tr>
<tr>
<td>Diploma</td>
<td>1</td>
<td>13%</td>
</tr>
<tr>
<td>Degree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

The above table indicates that a majority of 62% of the ward committee members are in possession of education level equivalent to matric, whilst 25% possess education levels below matric. It should be further noted that one ward committee member in possession a diploma which contributes 13%.
Figure 4.4 below graphically illustrates the literacy levels of the Du Noon ward committee members.

![Pie chart showing literacy levels](image)

**Figure 4.4: Literacy.**

In this regard the sub-council of the municipality has a considerable responsibility for the 25% of ward committee members who have below matric qualifications to capacitate the ward committee members with special skills and knowledge which will enable them to function more effectively in their duties as some of the municipal plans and programmes require a certain standard/level of education to enable an individual to comprehend.

### 4.3.4 Employment Status of Ward Committee Members

**Table 4.4: Employment Status of Ward Committee Members**

<table>
<thead>
<tr>
<th>Status</th>
<th>Number of Ward Committee Members</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employed</td>
<td>4</td>
<td>50%</td>
</tr>
<tr>
<td>Unemployed</td>
<td>4</td>
<td>50%</td>
</tr>
</tbody>
</table>

The above table illustrates the fact that about 50% of the ward committee members including the ward councillor are employed and the rest was unemployed during period off which the study was conducted.
The figure 4.5 below graphically illustrates the employment status of the Du Noon ward committee members.

![Employment Status](image)

**Figure 4.5: Employment status.**

The employment status of the ward committee members provides for a well-balanced valuation with regard to relative skills. This further poses a challenge with punctuality and absenteeism on ward and ward committee meetings; this is due to the fact that some of the employed ward committee members normally work unstable shifts at their respective workplaces. This situation has caused instability in the ward.

### 4.4 QUESTIONNAIRE INTERVIEW REPORT (SECTION 2).

<table>
<thead>
<tr>
<th>Consultation prior to developmental programmes</th>
<th>Number of Ward Committee Members</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rarely</td>
<td>6</td>
<td>75%</td>
</tr>
<tr>
<td>Always</td>
<td>2</td>
<td>25%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Level of support received from the municipal council.</th>
<th>Number of Ward Committee Members</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adequate</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Average</td>
<td>4</td>
<td>50%</td>
</tr>
<tr>
<td>Inadequate</td>
<td>4</td>
<td>50%</td>
</tr>
</tbody>
</table>
The respondents provided an interesting feedback with regard to whether the municipal council consults prior to developmental programmes of the ward, 75% of the respondents were of the opinion that consultation was rare, whilst 25% was of the view that the council always consult the ward committee members.

Furthermore, the latter respondents are of the opinion that sometimes there are pressing matters affecting the community that need to be addressed urgently. So if the ward committee meets only once a month some issues will be postponed and sometimes left not attended to.

Figure 4.6: Graphic description of respondent's views on frequency of consultation process through meetings.
Regularity of meetings of the ward committee and if such meeting times are sufficient all the respondents responded that they hold their meetings once a month. Regarding their views of whether such meetings are adequate, 50% of the respondents were of the view that such meeting times are enough while 50% were of the view that such meeting times are not enough.

Table 4.6: Ward committee members’ views on whether the ward committee possesses sufficient powers to influence decisions on service delivery objectives of the ward.

<table>
<thead>
<tr>
<th>Sufficient power to influence decisions on service delivery objectives.</th>
<th>Number of Ward Committee Members</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enough</td>
<td>1</td>
<td>12%</td>
</tr>
<tr>
<td>Not enough</td>
<td>7</td>
<td>88%</td>
</tr>
</tbody>
</table>

Research findings indicate that 12% of the respondents were of the view that the ward committee possesses sufficient powers to influence decisions on service delivery objectives of the ward, while 88% disagreed by responding that their ward committee does not possess sufficient powers to influence decisions on service delivery objectives of the ward. The latter respondents claimed that most decisions were taken without them being consulted or asked for an input.
Figure 4.8: Graphic description on whether the ward committee has sufficient/insufficient powers to influence decisions on service delivery objectives of the ward.

Table 4.7: Level at which the municipal council considers the ward committee’s recommendations.

<table>
<thead>
<tr>
<th>Consideration of ward committee recommendations</th>
<th>Number of Ward Committee Members</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfactory</td>
<td>2</td>
<td>25%</td>
</tr>
<tr>
<td>Not satisfactory</td>
<td>6</td>
<td>75%</td>
</tr>
</tbody>
</table>

About 75% of the respondents indicated that the municipal council considers the ward committee’s recommendations satisfactorily. Whilst 25% of the respondents felt that their recommendations were not considered satisfactorily by the municipal council.
Overwhelming responses on whether the ward committee members must be given more skills and knowledge so as to execute their duties effectively. All the ward committee members responded that they needed to be given more skills and knowledge to execute their duties more effectively. They felt that they still lacked basic skills with regard to public participation and municipal programmes like IDP and municipal budgeting.

75% of the respondents answered that they did receive training in their capacity as ward committee members. 25% indicated that they are still to receive training as ward committee members. Those that have received training recorded that such training has improved their capacity to perform their duties effectively. The respondents who claimed to have been trained once further indicated the fact that the training/workshop were presented in a form of an induction.
When enquired whether the respondents needed further training in their capacity as ward committee members, all the respondents expressed that they needed more training in order to improve their capabilities as ward committee members.

Figure 4.10: Graphic descriptions on training or workshops received as ward committee members.

The following section gives ward committee member’s responses on research questions posed in section 3 of the questionnaire.

4.5 QUESTIONNAIRE INTERVIEW REPORT (SECTION 3).

4.5.1 Role of ward committee in municipal governance and administration.

70% of the ward committee members were aware of their roles in municipal governance and administration. The following were responses given by the ward committee members.

- That the ward committee should be playing a huge role in communicating municipality’s developmental plans for the entire ward.
- That the ward committee serves as a contact and link between the communities and the municipal council.
- That the ward committee encourages and ensures community participation in government programmes.
• That the ward committee serves as an advisory body in council policies and matters affecting communities.
• That the ward committee serves as an official recognized participatory organ in municipality.

Even though the respondents indicated the need for skills development, responses given illustrates that most committee members were aware of their roles and responsibilities within the notion of developmental local government. The responses captured the vision of ward committees which is the facilitation of local community participation, the articulation of entire ward interests and the representation of these interests within the municipality. Such knowledge can enable the committee to deliver on its mandate.

4.5.2 Relationship between the ward committee and the municipal council.

There were mixed responses to the above question. About 27% of the responses suggested that the relationship between the council and the ward committee is good as there is a sound working partnership between the two committees. A further 23% of the respondents felt that the relationship between the two committees was average/fair as their requests and suggestions were not all fully responded to. The remaining 50% felt that the working relationship between the ward committee and the municipal council was not good.

The following are some of the common responses rendered.

• That the two committees were tolerant to each other and working quite well.
• That the relationship between the ward committee and the municipal council is good although not good enough it needed to be strengthened.
• Other experiences are that sometimes there would be a severe communication breakdown between the municipal council and the ward committee.
• The latter has posed a challenge that would be aligned to unclear roles and responsibilities between the two committees.
• That it sometimes takes time for the municipal council to respond to community needs as advocated by the ward committee. Aspects such as community
projects, housing, electricity and sanitation are still among the urgent needs of the people.

4.5.3 Role of the ward committee in the process of the IDP.

The respondents indicated understanding of the Integrated Development Plan (IDP); however the ward committee members have a different view on issues such as priority as well as implementation of this five-year-plan. These are responses given in respect of the question.

- IDP set out priorities of the municipality.
- IDP ensures good use of municipal resources
- It facilitate public participation of communities
- IDP serves as a ‘bible’ which informs the municipality on its service delivery objectives.
- IDP is where community’s needs are listed and the ward committee’s role is to ensure that such needs are responded to.
- The ward committee’s role with regard to the IDP is to evaluate and monitor if such needs and priorities of the municipality are achieved.
- The respondents highlighted that the IDP has been taken-over and interpreted as a document that implements the 5-year manifesto of that particular party in power.

4.5.4 Capacity challenges experienced by the ward committee.

Responses from the respondents clearly indicated that the Du Noon ward committee is experiencing some major challenges which impact negatively on the performance of their functions. The following are responses given:

- That the understanding of local government policies was unclear to some of the committee members, it obstructed the ability of ward committee members to execute their duties effectively.
- Sound knowledge of municipal processes for example municipal planning and budgeting and project evaluation pose some challenges for ward committee members.
• Respondents felt that some of the skills needed include but are not limited to leadership skills as they serve as leaders of their respective communities, interpersonal skills, report writing skills, computer literacy skills and budgeting skills

• Other respondents felt that limited resources such as basic office equipment like computers, telephones, stationary, printers and faxes limits the ability of the ward committee members to do their duties.

Respondents felt that they can overcome these challenges by being fully capacitated in skills they need. 75% of the respondents suggested that an ongoing training of ward committee members is needed. Furthermore respondents felt that ward committees are sometimes not give the respect they deserve form the council.

4.5.5 Ward committee role regarding community participation.

All the respondents indicated that they were accountable on municipal plans and programmes to their respective communities. Through transparency when reporting back, this assists to elicit community participation.

Religious formations and interest groups were well represented in the Du Noon ward committee which made it lighter to account. Only the youth formations that still need to be attracted and encouraged to participate in related future plans and programmes.

4.5.6 Challenges encountered with regard to community participation.

The respondents highlighted the fact the when there are public meetings, the tools that would assist in community participation were limited. Communication tools such as the loud-speaker, PA system, banners, etc.

It was further indicated that the ward committee is able to utilise the limited resources it has, in order to successfully host public participation activities such as meetings and dialogues.

4.5.7 Ensuring community participation in municipal matters.

The respondents indicated that the chairperson of Du Noon ward committee does encourage public participation in many ways. One is by ensuring that invites are sent
to the community in the ward. The chairperson further assess through challenging that
the ward committee members submit their reports that they presented to their
respective organisations that they represent in the committee.

Furthermore, the ward committee members indicated that they report back on
municipal plans and programmes to their respective communities.

4.5.8 Success of the ward committee in meeting developmental duties.

75% of the respondents felt that they were still experiencing some challenges in
performing their duties effectively so as to meet the objectives of local government.
They stated that developmental programmes to uplift the community were not done by
the municipality.

Budget proposals and IDP are not followed by the municipal council. There are also
inadequate reports on projects and service delivery targets achieved.

Although depending on that specific developmental matter, 25% of the respondents
responded that they are succeeding in achieving the developmental duties of local
government but there is a need for a closer interaction and cooperation between the
municipality and the community.

The respondents further suggested that to achieve local government objectives there
should be more capacitating of ward committee members so that they can facilitate
service delivery objectives of local government in their communities.

4.5.9 Remuneration of ward committee members.

About 25% of the respondents indicated that there was no need for ward committee
members to be remunerated. One respondent mentioned that this is due to the fact
that the ward committee members did not have enough occasions of success when
carrying a community mandate to the City of Cape Town municipal council.

75% of the respondents felt that there is a great need for ward committee members to
be remunerated. Responses recorded supported the need mainly because there is
high rate of unemployment in the City of Cape Town municipality and above all, some
of the ward committee members of Du Noon ward are unemployed and as such have
no source of income. To take part in ward matters such as attending and organizing ward meetings, ward committee members need to have transport. As they are unemployed it is very difficult for them to secure a taxi fare. This has often led them in incurring debts due to ward responsibilities. Some responses recognized a vast need specifically because the ward committee members have to forsake their own responsibilities for community needs without any pay.

4.6 CONCLUSION

The findings of the case study in Du Noon (Ward 104 of the City of Cape Town Metropolitan Municipality) indicated that public participation has a crucial role to play in enhancing development and effective service delivery to local communities. Development and changing people’s lives in a democratic society is inconceivable without community participation. The hypothesis of the study was based on the assumption that in order for the ward committee to serve as an effective mechanism to speed up service delivery, they must be adequately capacitated on a regular basis with necessary skills and resources with regard to service delivery objectives.

During the study it became visible that due to an alleged political landscape at the time, the Du Noon ward committee is still experiencing fundamental challenges with regard to the performance of its duties in an effective manner. It must be pointed out that, ward committee capacity building and training has an impact on preparing the ward committee to perform its duties and functions in a satisfactory manner. Ward meetings serves as:

- A forum to organize and discuss community issues relating to poverty, unemployment, crime and service delivery;
- A platform to share information and strategies between different sectors such as sport, religion, business, gender forums, art and culture forums etc.
- A forum to highlight problems and challenges experienced in the ward and to seek solutions.

Ideally, such engagement meetings take important decisions which inform municipal plans and service delivery objectives. The council must also take an initiative to encourage the community to attend the ward meetings. As an essential member of the
committee, the ward councillor must be able to identify challenges and weaknesses of his/her ward and bring about appropriate intervention to counter those challenges and weaknesses. For this reason, sound relations and support between the ward councillor, the ward committee and the municipal council is essential. Good performance of the ward committee therefore relies heavily on the relationship the ward committee has with the municipal council.

The municipal council should be in possession of both the political will and commitment to use public participation through ward committee structures as mechanisms to facilitate enhanced service delivery in all the wards of the City of Cape Town Metropolitan Municipality.
CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter offers an outline of the extent to which objectives for the study have been realized. Then the chapter will provide conclusions based on the research findings. And finally the chapter ends with a set of recommendations for the Du Noon ward committee as well as the entire City of Cape Town Metropolitan Municipal Council.

5.2 REALIZATION OF THE OBJECTIVES OF THE STUDY

Firstly, the initial objective of this study was to evaluate the extent to which the ward committee system does serve as a mechanism to enhance service delivery in the Du Noon area of the City of Cape Town. In that regard, chapter 2 of the study provided both theoretical and legislative framework and the DPLG: Ward Committee Resource Book, (2005) that inform public participation at the local government sphere in South Africa, broadly, and specifically in relation to the Integrated Development Planning (IDP).

This would be achieved firstly, by evaluating the significance of public participation in matters of local government. This was realized by outlining the importance of participatory democracy in developmental local government. It was stated that local government is mandated with developmental functions obliging it to work together with local communities to find sustainable ways to meet the needs of the communities and to improve their quality of life. An essential route towards attainment of this mandate is working with ward committees as a link between the municipality and the local community.

The second objective was to describe mechanisms and processes for the functioning of ward committees within the pillar of public participation. This was achieved through analysis of the supreme law of the Republic of South Africa, Act 108 of 1996; Local government legislation including the White Paper on Local Government 1998 as the foundation of community participation at local government level; The Local Government: Municipal Structures Act 1998 and the Local Government: Municipal
Systems Act 2000 are a legislative imperative that encourages local government to create conditions for local communities to participate in the affairs of their local municipality.

For this purpose they legislate for the establishment and functioning of ward committees in municipalities. As the representative structure of local communities the ward committees enhance and strengthen community participation in municipal decision making thus improving service delivery.

Thirdly, the objective of the study was to evaluate the extent of the ward committee system in serving as a mechanism for enhancing service delivery in the City of Cape Town Metropolitan Municipality. This objective was tested by means of an empirical survey with the use of questionnaires. Data was collected through qualitative and quantitative methodologies as the methods were deemed fit to realize the objectives of the study. The response rate was 100% as all the members of the ward committee responded to the questionnaire. This therefore adds to the objectivity and reliability of the study.

5.3 CONCLUSION

South Africa has made great strides in creating mechanisms for citizens to participate on an ongoing basis and not just during elections. This is evident in the policy and legislative framework and the establishment of numerous statutory bodies, structures and programmes. The 1997 White Paper on Transforming Public Service Delivery (Batho Pele White Paper) focused on ensuring that government is responsive to the needs of its citizens. Legislation such as the Promotion of Access to Information Act of 2000 and the Promotion of Administrative Justice Act of 2000 are designed to enable citizens to access state information and administrative justice. Participatory governance and advisory structures, consultative forums and grievance mechanisms have been established to enable citizens to participate in and inform governance processes.

Turning these formal structures into dynamic mechanisms that elicit meaningful community engagement remains a challenge. Participatory processes are often run as isolated events without effective feedback mechanisms or are sometimes
outsourced to consultants, raising questions about their credibility. There is a perception that the state does not always take these structures seriously. In poor communities, limited resources, social inequality and prevailing power relations can present obstacles to meaningful citizen engagement.

The intensification of service delivery protests provides visible evidence that the state is struggling to ensure that poor communities feel that they are being heard. Protests are typically prompted by a range of concerns including access to services, the quality of services and the perceived non-responsiveness of local government.

From the research findings, it could be concluded that:

- Public participation in local government matters is crucial if past imbalances and underdevelopment are to be addressed.
- Public participation is futile if communities do not take responsible ownership of municipal plans and programmes.
- The ward committee members need continuous training with regard to municipal plans and programmes.
- The ward committee members need continuous training with regard to their roles, functions and responsibilities.
- Ward committee members need to recognise that their role is only advisory and as such do not possess any executive or decision making powers.
- That there is a general lack of knowledge and understanding among the ward committee members on their roles and responsibilities.
- The literacy level among ward committee members sometimes poses a challenge in enabling some of them to understand municipal plans and programmes.

At the local government level, the commitment to participatory governance is reflected in an impressive host of laws and policy documents, and is intended to be realised through new modalities of development that require formal participatory processes and institutions in local governance. Since 2001, ward committees have emerged as a key institutional mechanism intended to contribute towards bringing about people-centred, participatory and democratic local governance. The rationale for ward committees is to supplement the role of elected councillors by creating a bridge between
communities and the political and administrative structures of municipalities. These committees have been set up in the vast majority of wards in municipalities across the country.

Ward committees have been the focus of considerable attention by government as well as civil society, with substantial investment already made in an attempt to ensure that these structures have the necessary capacity and resources required for them to fulfil their envisaged roles as the “voice” of communities. At the same time, questions have been asked about how effective these institutions actually are; whether they are useful conduits for community involvement in local governance; whether, as “created spaces” for public participation, they are inherently capable of playing the critical role expected of them; and whether they create opportunities for real power-sharing between municipalities and citizens.

5.4 RECOMMENDATIONS

This study has reached the following recommendations:

- Possible revision of the mandate of the ward committee system from an advisory structure to that of decision making structure is needed.
- For effective development and execution of municipal plans and programmes, citizen participation must not be reduced to consultation alone but communities must also be actively involved in the planning and decision making of the municipalities.
- As the ward committee serves as a link between the communities and the municipality, good working relationships between the two should be of paramount importance if adequate service delivery is to be achieved.
- An audit of the capacity of ward committee members should be undertaken to identify training needs.
- A performance management system must be established for City of Cape Town Metropolitan Municipality ward committees with a view to monitor, evaluate and manage these ward committees.
- The ward committees must report to and continuously engage their communities in a regular and structured fashion on municipal programmes and undertakings.
- Communities should be encouraged to attend ward/public meetings.
As ward committee work is not remunerated under local government legislation, there could however be an 'out-of-pocket stipend' to assist to offset transport costs of ward committee members on ward duties.

It is furthermore recommended that the priority should therefore be ensuring that mechanisms for promoting participation, accountability and responsiveness are used effectively. Attention needs to be given to improving accountability mechanisms for routine day-to-day interactions between citizens and the state, particularly at the point of delivery. This includes enabling citizens to provide direct feedback on the quality of services through citizen-based monitoring, and ensuring that frontline public servants and their managers are given adequate authority to address issues as and when they arise.

More emphasis needs to be put on engaging citizens in their own spaces rather than only expecting them to use forums and structures established by the state. At local government level, there is a particular need to ensure that participation in the integrated development planning (IDP) processes is deliberative, with citizens being involved in identifying and resolving trade-offs rather than simply developing shopping lists of needs. Chapter 4 of the Municipal Systems Act obliges a municipality to create the systems, mechanisms and enabling conditions for meaningful participation of the community in the affairs of the municipality beyond the IDP process, including in monitoring and reviewing municipal performance. The Act requires councillors and officials to play a key role in fostering community participation.

However, while structures such as ward committees have been created to enable councillors and officials to engage with communities, these have not worked in the manner intended. Interactions are often formulaic and symbolic rather than meaningful and have generally not helped to strengthen links between communities and councillors. On the contrary, many councillors have become estranged from communities and their critical concerns. The link between councillors and citizens via the ward committee system needs to be improved. This could be addressed through the translation of IDPs into ward-level service improvement plans that respond to the specific needs of each ward. Additionally, greater emphasis needs to be placed on ensuring two-way communication and interaction that enables citizens to express their
needs and concerns as well as for citizens to be kept informed by councillors of key issues and developments that are underway in the ward.
BIBLIOGRAPHY


Zimmerman, J.F. 1976. Citizen involvement in urban transportation planning and development. Planning and Administration. 3(2), Autumn.
Annexure A: Research Questionnaire

Thank you for taking time to complete this questionnaire. The aim is to evaluate and determine if the ward committee system is a mechanism for enhancing service delivery in the City of Cape Town, by choosing Du Noon, ward 104, as a case study. The information/data gathered shall be used for research purposes only.

**SECTION 1: DEMOGRAPHY SCHEDULE**

(Please mark X in the space provided)

<table>
<thead>
<tr>
<th>1. Gender</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>M</td>
<td></td>
<td></td>
</tr>
<tr>
<td>F</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>2. Age category (Years)</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>16-30</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>31-40</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>41-50</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>51-60</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>61 &amp; above</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>3. Literacy (Education)</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Below matric</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Matric</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Diploma</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Degree</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>4. Employment Status</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Employed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unemployed</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**SECTION 2**

(please indicate in the appropriate box (Yes/No) or as suggested)

1. How frequently do you hold your ward committee meetings? (Please indicate using the table below).

<table>
<thead>
<tr>
<th>Weekly</th>
<th>Fortnightly</th>
<th>Monthly</th>
<th>Other….</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

82
2. In your opinion do you think such meeting times are sufficient in order for you as a ward committee to fulfil your mandate?

3. Indicate the level of support your ward committee receives from the municipal council in relation to aspects such as human resource, office space, and financial support for effective performance.

<table>
<thead>
<tr>
<th>Adequate</th>
<th>Average</th>
<th>Inadequate</th>
</tr>
</thead>
</table>

4. How often does the municipal council consult your ward committee before undertaking developmental programmes in your ward?

<table>
<thead>
<tr>
<th>Rarely</th>
<th>Always</th>
</tr>
</thead>
</table>

5. In your opinion do you think your ward committee possesses sufficient powers to influence policy decisions on service delivery objectives of the ward?

6. Indicate the level at which the municipal council considers the ward committee’s recommendations.

<table>
<thead>
<tr>
<th>Satisfactory</th>
<th>Not Satisfactory</th>
</tr>
</thead>
</table>

7. In your opinion do you think your ward committee members must be given more skills and knowledge to execute their duties effectively?

8. Have you received any induction, workshop or training in your capacity as a ward committee member so as to strengthen your ability to fulfil your duties?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
</table>

If yes, has the induction/training improved your capacity in any way?

83
9. Do you feel you need further training in your capacity as a ward committee member so that you can fulfil your duties more effectively?

**SECTION 3: INTERVIEW SCHEDULE**

(Please briefly explain on the following:)

**Question 1:** In your own opinion, what is the role of a ward committee in municipal governance and administration?

**Question 2:** How do you view the relationship between your ward committee and the municipal council?

**Question 3:** What is your understanding of the Integrated Development Plan (IDP) and your role as a ward committee member in this process?

**Question 4:** What are the overall capacity challenges experienced by your ward committee?

**Question 5:** How do you think the ward committee can overcome these challenges?
Question 6: What role do you play as a ward committee member in relation to community participation?

Question 7: Are there any challenges you encounter in terms of community participation?

Question 8: How do you ensure that the community participates fully in the municipal matters?

Question 9: In your opinion, is the Du Noon Ward Committee succeeding in meeting the developmental duties of local government?

Question 10: What is your opinion on remunerating Ward Committee Members? Do you see the need?
Annexure B: Overall graphic analysis of the ward committee responses.
Annexure D: Ethics Clearance

Achmat Ebrahim
City Manager
City of Cape Town Metro
Tel: (021) 400 1330
For attention: Cllr Lubabalo Makeleni

REQUEST FOR PERMISSION TO CONDUCT RESEARCH AT WARD 104: DU NOON [CITY OF CAPE TOWN METROPOLITAN MUNICIPALITY]

Dear Lubabalo

My name is Sisa Jikeka, and I am a Master’s in Public Administration student at the Nelson Mandela Metropolitan University in Port Elizabeth. The research I wish to conduct for my Master’s treatise involves “an evaluation of the ward committee system as a mechanism for enhancing service delivery in the City of Cape Town: A case study of Du Noon, ward 104”. This project will be conducted under the supervision of Dr Sindisile Maclean (NMMU, South Africa).

I am hereby seeking your consent to approach the ward councillor as well as the ward committee members of ward 104: Du Noon to provide participants for this project.

I have provided you with a copy of my treatise proposal which includes copies of the measure and consent and assent forms to be used in the research process, as well as a copy of the approval letter which I received from the NMMU Research Ethics Committee (Human).
Upon completion of the study, I undertake to provide the City of Cape Town with a bound copy of the full research report. If you require any further information, please do not hesitate to contact me on 072 468 3526 and sisajikeka@gmail.com or s212333879@nmmu.ac.za. Thank you for your time and consideration in this matter.

Yours sincerely,

Mr Sisa Jikeka
Nelson Mandela Metropolitan University
Annexure E: Permission Letter

Councillor L.C Makeleni
Ward 104
DUNOON – CAPE FARMS-DEPARTMENT B (West of N7 Freeway, north of the Du Noon, Kilianry Gardens, Milnerton, Table View, Parklands build-up areas)

93 Woodberry Street
DU NOON
Milnerton
Cape Town
7441

Cell: 073-361-8488
Office number 021 556 0625
Office fax no. (1) 021 556 0625
Office fax no. (2) 086 5586 154
Lubabo.Lyambo@capetown.gov.za

23 October 2014

Dr Sindisile Maclean
HOD: Public Management and Leadership
School of Governmental and Social Sciences
Nelson Mandela Metropolitan University
Tel: 041 5043770
Fax: 041 504 1506

PERMISSION LETTER TO CONDUCT THE STUDY

Dear Dr. Maclean

As a Ward Councillor of Ward 104: Du Noon of the City of Cape Town Metropolitan Municipality, I have given Mr. Sisa Jikeka permission to conduct his study in our ward system of the sub-council.

I have spoken with Mr Jikeka and understand the scope of his research and how he will collect and present his data. All information to be gathered will be done in a confidential and appropriate manner.

I further understand that Mr Jikeka’s study is expected to run from November 1, 2014 to April 30, 2015.

Should you have any questions, please feel free to contact me at 073 3618488.

Yours sincerely,

Cllr Lubabo Makeleni

City of Cape Town Metropolitan Municipality