Partnership as a strategy in implementing sustainable community development in Mandeni Municipality

By

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DECLARATION

I, Bonga Blessing Mdletshe, declare that this dissertation , "Partnership as a strategy in implementing sustainable community development ", is my own work and that all the sources used or quoted have been indicated and acknowledged by means of complete references.

Signature: _____

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Abstract

Community development in rural areas is under stress due to numerous setbacks such as theft, neglect, and lack of skills from the community to support development initiatives. The municipality remains the only relevant government institution that could deal with this unsustainable nature of community development by establishing an effective partnership with rural communities. In principle partnerships offer many advantages including that of sustainability of community development infrastructures.

This study demonstrates that municipality has a valuable role to play in dealing with sustainability of community development. The study emphasises that both the municipality officials and the community should acquire relevant skills that would promote sustainable community development. The study was descriptive, exploratory and qualitative in nature. A survey questionnaire containing both qualitative and quantitative questions was used to collect the data from the respondents.

The findings in this study indicate that the rural communities in Mandeni municipality are not empowered by the partnership between them and the municipality. The municipality is also experiencing a shortage of personnel and appropriate specialists to facilitate mentorship programmes for the rural communities on sustainable community development. In the study respondents also indicated that a partnership is necessary to empower a rural community on sustainable community development provided the community and municipality officials are trained adequately. Partnerships will increasingly become a popular approach to government-community relations, from this perspective there is a hope for improved services for communities in rural areas.

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EU	–	European Union
SADC	–	Southern African Developing Countries
IDP	–	Integrated Development Plan
MCPs	–	Municipal-Community Partnerships
PPPs	–	Public Private Partnerships
MSP	–	Municipality Service Partnerships
CSOs	–	Civil Society Organisations
NGOs	–	Non-governmental Organisations
CBOs	–	Community Based Organisations
WSSD	–	World Summit on Sustainable Development

Chapter One

1. Orientation of the study

1.1. Introduction

Despite efforts of community development initiatives by government in South Africa, community development infrastructure especially in rural communities remains under stress. This situation renders most infrastructural development projects in these communities unsustainable. This difficulty could arise from various factors. Among them is the lack of proper partnership between public development agents and communities. Currently, partnership is emerging as an increasingly popular approach to government-community relations (Vargas-Hernandez & Noruzi, 2010:60). In principle partnership offers many advantages including that of sustainability of community development infrastructures.

It has been almost a decade since partnership was acknowledged as an imperative instrument for implementing sustainable development. During the World Summit on Sustainable Development in 2002 (Van Huijstee, Francken, & Leroy, 2007:76). Partnership should not only be a strategic tool for environmental sustainability, but also for sustainability of community development infrastructure. The community development infrastructure is considered to be important to the community, as it 'provides the backbone for communities to shape the arrangement of interactions among residents and determine resource use over many generations' (Connelly, Markey, Roseland, Kennedy, & Allen, 2007:2).

Partnerships towards sustainability of community infrastructure can assist to deliver the objectives of both the public sector and communities (Bovaird & Tizard, 2009:241). Therefore the public sector has to establish partnerships with the communities in order to enhance the sustainability of community infrastructure. The most common branch of government that could easily establish such partnership is the local government. O'Toole (2006:305) affirms that local government is more like a place where local communities live and work and where ordinary citizens can participate in the business of the state.

Keevers, Treleven, and Sykes (2008:461) suggest that the transforming the community services requires the participation and self-regulation of both organisations and their employees; this is indeed relevant to municipalities and rural communities. Swanepoel (2006:71) echoes the same sentiments in that even the South African Constitution indicates that the participation of communities and community groups in the matters of local government should be encouraged, and that South Africa has shown that community participation in projects is vital. The purpose of this study was to establish whether the partnership between Mandeni municipality and the rural community enhances the community capacity to sustain its community infrastructure.

1.2. Statement of the problem

In most rural communities the bulk of the existing municipal infrastructure investments were made at a time and in a context where there was little understanding of the impacts that humans can make on the development process. In many cases, communities locked into patterns that are recognized as being unsustainable by government institutions (Connelly *et al.* 2007:2). In addition, the development of the community should also involve the development of the individuals, their personal insights, and understanding of who they are (Roberts, 1979:37).

The rhetoric of community participation has been rehearsed many times, but on the ground it remains the exception rather than the norm (Swanepoel, 2006:72). As a result many rural community infrastructures are under threat of extinction due to lack of sustainable measures implemented by the community through municipal partnership. This gap will in turn hamper the activities of the larger community as there would be no community infrastructure ready for use by current and future generations.

1.3. Motivation of the study

Usually most public institutions apply new public management methods to governance. These approaches have a potential of reducing citizens to mere customers of public services (O'Toole, 2006:305). Partnership remains a best approach to governance that a public institution can explore in efforts to improve the participation level of the community in decision processes which concern community development initiatives. He further observes that when citizens become 'individual customers of government goods

and services they are left with few avenues to express their concerns. The main emphasis is upon the individual citizen's ability to get state services working for them, rather than any attempt to extend their participation in democratic governance', hence partnership is the viable solution.

Regional organisations such as the European Union (EU) consider partnership as an instrument that promotes 'economic and social cohesion through broadening and deepening participation in policy processes' (Bache, 2010:59). Furthermore, this author acknowledges that through this instrument there has been an 'overall effect of promoting more participatory and consensual styles' of policy making in the EU. However, it is noted that such effects have been highly uneven across space and overtime within the European Union countries. The regional organization like EU comprises well developed countries which may find it simple to devise workable partnerships with its communities. On the other hand South Africa, in its regional organization Southern African Developing Countries (SADC), is still a teething country commonly regarded as a developing country as a result it may encounter countless hurdles when establishing instruments such as partnerships.

Rogers and Gravelle (2011:29) postulate that 'apart from cultural resistance on the part of governmental agencies to engage with others, community groups and individuals may not be sufficiently organized to enable the process to come to fruition'. Therefore, both the municipality and community will need to agree and operate under a co-operative, productive, mutual partnership. Involving local communities is likely to address issues of sustainable community infrastructure. Commonly the partnership instrument is mostly used to inculcate the culture of public participation in the policy making process and decision making. It also has other functions like partners assisting each other with things such as money, expertise and the workload (Vargas-Hernandez & Noruzi, 2010:61).

Sustainable development also requires participatory action which has identification with the democratic community because it depends on the legitimacy and trust with which governments are perceived and a sense of citizenship which enables individuals to participate in civic society (Warburton, 1998:35). Furthermore, community based sustainable development offers an approach which can be holistic, as it respects

differences, individual growth and development. Further, community based sustainable development recognizes the need for collective action for mutual learning. Current opinion agrees that poverty should be recognized as a common problem for everyone rather than just for poor people only.

The idea of partnership between government and community in South Africa has gained popularity. Even the current government endorsed the partnership approach. Hence the government's current theme "Together we can do more" recognises if government can work with the communities and private sector, more progress can be achieved to improve the lives of South African communities. Significantly partnership seems to be the additional source towards improving service delivery in South Africa.

1.4. Significance of the study

The study is of significance to the Mandeni municipality, since it aims to assist them to understand whether the current strategies used to engage rural communities regarding community infrastructure are effective. Additionally, the community would also benefit from the study, since the knowledge of sustaining community infrastructure will be provided through the municipality. The study further emphasizes the community participation in decision-making, particularly on the community project aimed at improving the community wellbeing. The municipal employees as well as councillors and community leaders would understand the importance of partnership to sustain the infrastructural investment.

1.5. Aim and objectives of the study

1.5.1. Aim

The primary aim of the study is to establish the challenges that hamper the municipality-community partnership. The following objectives are established in order achieve the aim of the study:

1.5.2. Objectives of the study

The objectives of the study are:

- To establish whether the partnership between the Mandeni local municipality and its rural community empowers it to sustain its community infrastructure.
- To determine the process through which the municipality prioritizes its services for sustainable development.
- To identify the challenges that hamper sustainability of community infrastructure of rural community.

1.5.3. Research questions

The research questions of this study are:

- How effective has been the partnership between the Mandeni municipality and its rural community towards empowering the community to sustain its community infrastructure?
- What are the linkages between the Mandeni municipality and the rural community in terms of sustainability of public infrastructure?
- What are the challenges encountered in the process of ensuring sustainability of community infrastructure?
- What can be done to strengthen or establish the partnership between Mandeni municipality and its rural community in order to enhance the sustainability of community infrastructure?

1.6. Literature Review

This study reviewed relevant books and journal articles relating to government community partnerships. Government legislation and other publications that relate to partnerships and sustainable development were also part of the literature review for this study. The purpose of reviewing the highlighted documents was to see in detail different perspectives about partnerships that could be adopted as a strategy to implement sustainable community development.

1.7. Methodology

According to Creswell (2009:3) a research design is the tentative plan and the 'procedure for research that informs the decisions from broad assumptions to detailed methods of data collection and analysis'. In this study a case study was employed as a

strategy of inquiry. Case studies are a 'strategy of inquiry in which the researcher explores in depth a program, event, activity, process and one or more individuals' (Creswell, 2009:13). The researcher considers partnership as an activity that involves more than one entity, in this case the municipality and the rural communities partnering towards achieving sustainable community infrastructure.

The study further employed the triangulation method. The rationale behind the triangulation approach was that various methods are able to complement each other to balance out the shortcomings of the other (Mouton, 1996:156). By combining both qualitative and quantitative approaches in the same study the restrictions of one tool are often the strength of the other. In the study, quantitative design that is explorative and descriptive was used to share participant's knowledge on the municipality-community partnership. This was done to determine whether the partnership empowers the community to sustain its community infrastructure. In order to gather the data about the challenges that hamper the establishment or success of the municipality-community partnership, unstructured survey was used.

1.7.2. Population

Singh (2007:88) suggests that research population is a group of individuals, objects from among which samples are taken. The population of this study was comprised of certain Mandeni Municipality staff and Municipal Councillors who are community leaders. The researcher was interested to discover their views concerning the partnership of the municipality and the community, to enable sustainable community infrastructure. These individuals were targeted as they provide a considerable sample to reflect relevant data that would have helped the researcher to answer the research questions and thus achieve the desired research objectives.

1.7.3. Sample and Sampling Technique

Singh (2007:89) postulates that sampling is the process of selecting the research participants from the population. The researcher used non-proportional quota sampling strategy. According to Singh (2007:108) in this sampling strategy, sampling is done as per a fixed quota. However, a minimum number of sampled units were selected in each category, irrespective of the strata.

1.7.4. Data Collection

A questionnaire containing both structured and unstructured questions was used in this study, and self-administered among respondents with the assistance of the Community Manager from the Mandeni municipality. Sarantakos (1997:223) confirms that the main advantage of using a questionnaire is that data is offered by the respondents with limited interference on the part of research personnel. Unstructured questions allowed the participants to provide the researcher with their own perspectives on the municipality community partnership.

1.7.5. Data Presentation and analysis procedures

Struwig and Stead (2007:169) assert that data analysis methods enable the researcher to organize and bring meaning to the large amount of data. Owing to the nature of the data that was collected, two modes of analysis were used namely content analysis and statistical methods using Statistical Package for Social Sciences (SPSS). In content analysis, themes were extracted through coding of data, elaborating on the data, and interpreting the data (Terre Blanche, Durrheim, & Painter, 2006:322).

1.7.6. Validation

A pilot study was conducted amongst five (5) University of Zululand employees and five (5) KwaDlangezwa community leaders, who were solicited by the researcher based on their experience in community engagement. These respondents were not part of the main study. The pilot study aimed at testing the validity and reliability of the data collecting instrument. Sarantakos (1997:293) suggests that the 'purpose of pilot studies is to discover possible weaknesses, inadequacies, ambiguities and problems in all aspects of the research; so that they can be corrected before actual data collection takes place'. If these shortfalls are not corrected the validity of the instrument is compromised including the reliability of the collected data. The pilot study detected few shortfalls on the data collection instrument. All of them were corrected as advised.

1.8. Limitation of the study

This study was limited to Mandeni municipality and its rural community. As a result the generalizing of the findings to the whole population of local government and other rural community would be inappropriate. The researcher identified further limitations such as

non-response behaviour from research participants. These limitations are further outlined in chapter four of the study.

1.9. Ethical considerations

The researcher notified individuals from whom data was obtained that their identities would be kept confidential. Furthermore, the researcher ensured that at the conclusion of the study, any information with the identity of individual participants in the research would be destroyed. No information revealing the identity of any individual would be included in the final report or in any other communication prepared in the course of the study.

1.10. Definition of concepts

The following terms are defined in the context of this study:

1.10.1. Municipality

Section 2 of the Local Government: Municipal Structures Act 117 of 1998 defines a municipality as an 'organ of state within the local sphere of government exercising legislative and executive authority within an area determined in terms of the Local Government: Municipal Demarcation Act 27of 1998' (http://www.info.gov.za). For the purpose of this study municipality refers to the Mandeni municipality.

1.10.2. Rural community

Mphahlele and Maepa (2003:220) also suggest that there are varying definitions of the concepts rural areas. In the South African context, they suggest that there is no legal definition attached to this concept. Rural Development (1997) in Mphahlele and Maepa (2003:220) defines rural areas as sparsely populated areas where people may depend on agricultural farming and other natural resources. For the purpose of this study, rural community refers to area under the jurisdiction of Mandeni municipality. Notably, the researcher has used terms communities, community and partially rural communities interchangeably. The emphasis of the study is on rural communities as partners with the municipality towards achieving sustainable community development.

1.10.3. Community development

According to Cavaye (2006) community development is a 'process where people are united with those of governmental authorities to improve the economic, social and cultural conditions of the communities and communities are integrated into life of the nation by enabling them to contribute fully to national development'. In this study, this concept is used loosely to define the processes used by local government authorities to empower the communities. Furthermore, community development referred to in this study includes community infrastructure and other basic services rendered to rural communities.

1.10.4. Sustainable Development

Sandham and Van der Walt (2004:68) assert that the commonly accepted definition of sustainable development is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs. In this study, this concept is used to establish whether municipality-community partnership could yield sustainable development.

1.10.5. Sustainable community development

According to Amadi and Abdullah (2011:276) sustainable community development refers to 'all activities, efforts and expenditures harnessed to support communities to improve and maintain their capabilities to generate and sustain their own socio-economic progress and quality of life'. In this study, sustainable community development is viewed as an end goal which could result from effective partnership between the rural community and the municipality.

1.10.6. Partnership

Lascoumes & Le Gales (2007) in Bache (2010) outline partnership as a policy instrument that is both technical and social, which organises specific social relations between the state and those it is addressed to, according to the representations and meaning it carries. This statement implies that partnership can exist as part of the government objective of working together with the communities as served by government institutions such municipalities. This study focused on the Mandeni rural community partnership towards sustainable community development.

1.11. Summary

This chapter has extensively highlighted the background that motivated the initiation of this study. The chapter further highlights the research procedures proposed for conducting the study.

Chapter Two

2. Literature Review

2.1. Introduction

This chapter provides an extensive literature review based on the municipality and community partnership toward sustainable community development. The chapter begins by conceptualising partnership; it further discusses the role of local government in community partnership, sustainable development and sustainable community development. The rationale for partnership, types, benefits and barriers to partnerships are also highlighted in this chapter. Various arguments are presented regarding rural communities and participatory development.

2.2. Conceptualising Partnership

In recent years partnerships have received an overwhelming support, mostly in the public sector as a new approach to enhance service delivery by governmental institutions. International organisations and other regional organisations such as the European Union have also waived their support to the integration of partnership to new method of governance for enhanced service delivery (Bache, 2010).

Partnership has been defined broadly by various researchers and authors to an extent that there exists no absolute definition. Tett (2005) defines partnership as a phenomenon that is characterised by the 'processes of inclusion and exclusion, dominance and subordination'. This definition implies that there is a possibility of exploitation in partnership, where one powerful partner member will overshadow the ideas of less powerful members.

Sinclaire (1999) looks at partnership as a contractual agreement between two bodies or organisations for the delivery of any municipal service. This definition resonates with the characteristics of the municipal services partnership wherein the municipality and the service providers enter into an agreement for the delivery of public services. Thus partnerships can also be about a relationship that exists between two or more persons or entities joined together to carry on a trade or business. Partnerships of this

magnitude usually assist each other with things like finances, expertise and the workload (van Huijstee *et al.* 2007).

The views of Lascoumes & Le Gales (2007) as cited in Bache (2010) explain partnership as a 'policy instrument that is both technical and social, which can assist to organise certain specific societal relations between the government and the intended community. The implication of this assertion is that partnerships can exist as part of the government intention of working together with the communities as served by government institutions such as municipalities.

Seifer (2006) studied municipality community partnership and thereafter came up with a definition. He sees partnership as 'collaboration between community-based organisations and other institutions such as state departments, local public agencies, health care institutions, higher education institutions and funding agencies'. On the same note, Gray and Stewart (2009) also view partnership as a collaborative arrangement in which parties from two or more spheres of society are involved in a non-hierarchical process so that these parties could strive for a sustainability objective. This suggests that it's also possible that partnerships can be established in a collaborative arrangement where there would be no absolute party to dictate terms to other parties.

According to Glasbergen (2007:2) partnerships can also be perceived further as an arrangement that can thrust the drive for sustainable development, especially when communities are given a significant role. Boulgne and Hamann (2008) also insist that partnerships should be based on the voluntary participation and horizontally organised. The emphasis is that all partners have an influence on decision making within the partnerships' objectives and procedures.

Eilbert (2003) asserts that partnership is an 'organisational system based on a common goal, where participating organisations share benefits and risks, as well as resources and power'. He further suggests that these partners should have a formal written or verbal agreement, and such partnership is closely linked to municipality services partnership. A lesson to be drawn here is that partners share rewards and risks as well as challenges. This situation suggests that the establishment of the municipality

community partnership ensures all involved parties share partnership benefits and challenges thereof.

Definitions provided here clarify reasons that lead to the establishment of various partnerships. The evolution of the concept 'partnership' has contributed to the paradigm shift on community development services. This concept is now becoming a new institutional arrangement that can contribute good governance in environmental development and other related initiatives such as ensuring sustainable community development (Van Huijstee, Francken & Leroy, 2007). However, in case partnership is sought as the only solution to the task at hand, Mitchell (2008:02) warns that partnerships themselves are inherently more complex than traditional project delivery. As such a partnership may require a different set of skills and strong mind set. However, this does not suggest that a partnership should not be pursued. Instead parties in partnership should be mindful of the required skills and thinking that complement the ideas behind establishing the partnership.

This study focuses on government and community partnerships, in particular municipality-community partnerships; however, public private partnership will also be included in the discussion for comparative analysis. This analysis will be done with the purpose of weighing different types of partnerships best suited to implement sustainable community development.

2.3. The role of local government in community partnership

Generally local government has a clearly defined physical structure and the communities it serves. The South African Constitution and the White paper on Local Government mandate local government to guarantee that services are rendered to the communities in a sustainable manner. In that process municipalities must further encourage the involvement of communities and community organisations in matters of local government (Baadjies, 2007:4). These pieces of legislation show the extent to which the South African government has committed itself to institutionalizing participatory processes in various spheres of government (Ababio, 2007:615).

The new approach informs policies relating to the services delivery in that a community is recognized as central stakeholders to their own community development. Van

Rooyen (2003:129) states that by recognising community as stakeholders in democratic local government, government 'enables them to actively become involved in planning, implementation and monitoring processes'. Beckenstein *et al.* (1996) in Van Rooyen (2003:129) state that the stakeholder concept is critical to sustainable development. In other words the stakeholder concept is important for the sustainability of community development initiatives and it lies at the centre of recognition of communities as stakeholders in development.

Moshebi (2012:4) contends that by recognising the participation of communities as a principle, government stands a chance of addressing the core needs of communities in a more appropriate way. Despite adopting the participatory approach, service delivery in South Africa remains in tatters as numerous government organs fail to ensure effective and efficient services. South African municipalities seem to be the most common culprits of poor service delivery in the country. Probably, if municipalities were to establish effective partnerships with communities and non-governmental organisations, services would be improved.

Partnership as a concept has received an overwhelming recognition globally as a new approach of handling government services to the community as well as ensuring sustainability and improvement of community development. Government now recognizes that policies cannot be imposed for community development. Instead of imposition, 'negotiating both policies and implementation with partners in the public, private and voluntary sectors has become a norm' (Tett, 2005:01).

As local government is placed closer to the communities, it owes sustainability of community development to the rural community. Valeta and Walton (2008:374) suggest that each municipality has a specific role which includes structuring and managing its administration, and budgeting and planning in order to promote social and economic development of the community. The municipality also has the mandate to establish municipal community partnerships to enhance sustainability of community development. This study does not suggest that a municipality must deviate from its original plan. However, it is equally important to consider provision of sustainable community development. In turn this could decrease the expenditure of resources largely used on one community projects repeatedly.

Bauer (2009:37) also suggests that the primary role of local government is to ensure that service delivery, becomes a reality among many communities. In principle, local government provides an important level of community participation where communities can play a role in ensuring that the municipality commits to its primary role. He further indicate that the time of acknowledging communities as passive actors in the municipal processes is over, as communities can now hold municipal councils accountable for lack of proper services.

Partnership approach could further allow the community to have suggestions that could enhance the delivery of community services. South Africa has discovered that municipal services can be improved and expanded through municipal service partnership as a new approach in governance. Some municipalities are exploring municipal service partnerships. However this kind of partnership is yet to fulfil the goal of sustainable community development. Given the nature in which municipal service partnerships are structured, it may be difficult to ensure sustainability of community development. As this chapter will later reveal the types of partnerships explored by municipalities, municipality service partnership will be included.

Generally, municipalities operate under set priority areas that were adopted by the national government as service delivery target areas (Valeta & Walton, 2008:375) in (SALGA, 2004).

- eradicating of the bucket system;
- providing basic water;
- providing basic sanitation;
- providing housing;
- providing basic electrification; and
- providing roads and infrastructure

Valeta and Walton (2008:375) further suggest that the provisioning of the above mentioned service delivery priorities is largely dependent on the ability of each municipality to strategically plan, budget and cooperate with other municipalities, district councils, provinces and national government departments, institutions and organs of state, whose activities have a bearing on the municipality. These authors suggest that

municipalities should establish effective partnerships with other stakeholders in order to fulfil its mandate to ensure sustainable community development.

The delivery of the prioritised services is a daunting exercise; however, it depends entirely on the capability and capacity of an individual municipality. Furthermore, it is equally important that any community service delivered by a municipality be in a condition that would necessitate sustainability of community development. The key role of local municipalities in ensuring sustainable community development is the establishment of effective partnership with the communities.

Currently, local government uses Integrated Development Planning (IDP) as a vehicle to enforce community participation in all development plans, including financial planning for community development programmes. From the onset, IDP is not a strategy that could result in effective partnerships between municipalities and communities, rather community participation in decision making. The idea behind IDP came to along with the demarcation process, wherein it was introduced by the South African Government, and is legislated by Municipality Systems Act 2000 (Abrahamse, 2002). Cranko and Khan (1999) in Van Rooyen (2003:135) suggest that local government confuses municipality partnerships with community participation and employment programmes. As result the true spirit of partnership and the intensive involvement of the community in the activities of the local government are to be seen in its true vigor.

IDP is well documented in the municipal legislative framework. IDP is normally explained as a process through which municipalities prepare a strategic development plan, for a five-year period. By law 'every new council that comes into office after the local government elections has to prepare its own IDP' (Abrahamse, 2002). Initially the process of IDP aims to provide basic services to the community through making the community part of the entire process. Arguably, making someone part of the entire development process does not mean that person is in partnership with the principal institution that is the municipality. By merely participating in the development process, one remains a participant not a partner because the participant position is less significant than that of a partner.

IDP is another way in which South African local governments indicate their intention to promote consultation in connection with developmental planning (Moshebi, 2012). However, Davids (2005) in Moshebi (2012) argues that consultation should only be regarded as an incomplete form of public participation that may invite referendum-like approval of a plan or decision, or may structure dialogue in a limited way. On this note (Moshebi, 2012) opines that for many ordinary South Africans consultation denotes a pseudo-process in which people are asked to give input, but the municipality officials ultimately define both the problem and its solution. Typically some municipalities like Goven Mbheki, as Tshabalala and Lombard (2009:405) point out, do not even create an enabling environment for meaningful community participation in the IDP process.

Therefore, it may be concluded that IDP may not have assisted some local municipalities in South Africa, as they still face numerous complex challenges such as high level of service delivery backlogs through different stages of the IDP. The low level of participation by communities and community organisations in major decisions related to local development initiatives especially in the provision of services and infrastructure is still a serious issue throughout the country (Madzivhandila & Asha, 2012).

Van Rooyen (2003) argues that South African local governments should review their roles in areas of municipal jurisdiction. He points out that management at local government should adjust to new approaches concerning how best to improve municipal service delivery and how to achieve developmental objectives on a sustainable basis.

In support, Madzivhandila & Asha (2012) purports municipalities have to build on their existing capabilities, and identify and harness the potential and opportunities in the external environment. From these researchers, it is evident that municipality community partnership cannot be established through the IDP only. Instead municipalities have to explore other avenues by which the community will be fully engaged in community development processes.

2.4. Sustainable Development

No absolute definition of the phrase 'sustainable development' exists. However, Sandham and Van der Walt (2004:68) assert that the commonly accepted definition of

sustainable development is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". Sustainable development carries two contrasting perspectives according to Grainger (2004:1). In developed countries, sustainable development is about conserving the environment; while, for developing countries sustainable development simply refers to continuous pursuit of development with an aim of reducing poverty and attaining the status of modern societies.

Going by Grainger's views, South Africa is no exception to the latter perspective on sustainable development. The country suffered a lengthy top-down development approach. As a result, during apartheid rural and other communities had no voice over development processes. As a result rural communities were excluded from various community development initiatives and were left to tolerate underdevelopment in their areas.

When the post-apartheid government came to power in 1994, it had to embrace community participation as a foundation for democratic processes (Siyongwana & Mayekiso, 2011:147). The new government came when the South African population lived in two different worlds in one country. Some lived in rural areas while others in urban areas. As a result, government had to prioritise rural communities' needs to receive dignified services. Thus due to the urban and rural divide sustainable development in South Africa has to recognise both perspectives highlighted by Grainger.

Baker (2012:20) states that sustainability is probably one of the most interesting concepts to have emerged onto the national and world stage, although, it is least understood. Furthermore, sustainability has the potential to reshape the economy, the people's lives and the communities. Sustainability is the integration of human activities in order to maintain or improve the communities' wellbeing. He further state that building communities in a sustainable way includes changing development patterns and infrastructure development.

Every sustainable development activity should be guided by internationally recognised eighteen (18) principles. The following principles were extracted from (http://www.unep.org):

- People are entitled to a healthy and productive life in harmony with nature.
- Development today must not undermine the development and environment needs of present and future generations.
- Nations have the sovereign right to exploit their own resources, but without causing environmental damage beyond their borders.
- Nations shall develop international laws to provide compensation for damage that activities under their control cause to areas beyond their borders.
- Nations shall use the precautionary approach to protect the environment. Where there are threats of serious or irreversible damage, scientific uncertainty shall not be used to postpone cost-effective measures to prevent environmental degradation.
- In order to achieve sustainable development, environmental protection shall constitute an integral part of the development process, and cannot be considered in isolation from it. Eradicating poverty and reducing disparities in living standards in different parts of the world are essential to achieve sustainable development and meet the needs of the majority of people.
- Nations shall cooperate to conserve, protect and restore the health and integrity of the Earth's ecosystem. The developed countries acknowledge the responsibility that they bear in the international pursuit of sustainable development in view of the pressures their societies place on the global environment and of the technologies and financial resources they command.
- Nations should reduce and eliminate unsustainable patterns of production and consumption, and promote appropriate demographic policies.
- Environmental issues are best handled with the participation of all concerned citizens. Nations shall facilitate and encourage public awareness and participation by making environmental information widely available.
- Nations shall enact effective environmental laws, and develop national law regarding liability for the victims of pollution and other environmental damage. Where they have authority, nations shall assess the environmental impact of proposed activities that are likely to have a significant adverse impact.

- Nations should cooperate to promote an open international economic system that will lead to economic growth and sustainable development in all countries. Environmental policies should not be used as an unjustifiable means of restricting international trade.
- The polluter should, in principle, bear the cost of pollution.
- Nations shall warn one another of natural disasters or activities that may have harmful trans-boundary impacts.
- Sustainable development requires better scientific understanding of problems. Nations should share knowledge and innovative technologies to achieve the goal of sustainability.
- The full participation of women is essential to achieve sustainable development. The creativity, ideals and courage of youth and the knowledge of indigenous people are needed too. Nations should recognize and support the identity, culture and interests of indigenous people.
- Warfare is inherently destructive of sustainable development, and Nations shall respect international laws protecting the environment in times of armed conflict, and shall cooperate in their further establishment.
- Peace, development and environmental protection are interdependent and indivisible.

These principles provide the evidence that sustainable development has taken center stage in ensuring a people centered approach in community development. Thus sustainable development principles become even more relevant in accordance with one's activities. As a result the first and second principles are relevant to this study. The study is based on sustainable community development guided in the South African context by the first and second sustainable development principles. Sandham and Van der Walt (2004:68) state that the first principle of sustainable development emphasizes the importance of the people, whereas the second principle emphasizes the recognition of different generations, in that development desires of current and future generations must be of priority. The emphasis of this study is on sustainable community development for rural communities through partnership between the municipality and rural community.

Čiegis and Gineitiene (2008:107) insist that sustainable development should be implemented in all domains and levels of life while sustaining all dimensions of sustainability in the process of planning. The rural communities cannot be expected to understand this concept. As a result the municipality should fill that gap by empowering them with necessary skills. Skills would enable the rural communities to participate meaningfully in their own development.

Čiegis and Gineitiene (2008:111) further assert that participation of citizens in different aspects of local life is especially important as communities are the products of their own commune. The premise behind success in achieving sustainable development is partnership as well as community participation in decision making. These authors further recommend that local authorities should provide the community with an opportunity to iron out their general and specific problems in public meetings, forums and conferences. In turn, this will ensure that the communities find consensus on the solutions towards the communities' problems.

A clear solution would result in participatory planning. According Čiegis and Gineitiene (2008:111) this process presents various public stakeholder groups an opportunity to participate in sustainable development strategic planning and implementation process. These writers further highlight that a strategic plan helps to create management and planning systems of municipalities, based on the principles of sustainable development.

Consequently, successful implementation of sustainable development plans requires co-ordination of various stakeholders. It does not necessarily refer to municipality and rural communities only. Furthermore, sustainable development should become a strategic priority of municipalities. This may even lead to the empowerment of the community. Maila (2007:78) further points out that, sustainable development strategies and other initiatives relating to development must ensure that communities benefit not only economically, but also by maximising capacities. In essence, communities should become responsible for their won development. However without any capacity to do so, the goal of sustainable community development will difficult to achieve.

2.5. Sustainable community development

According to Amadi and Abdullah (2011:276) sustainable community development refers to 'all activities, efforts and expenditure harnessed to support communities to improve and maintain their capabilities to generate and sustain their own socio-economic progress and quality of life. The meaning of sustainable community development clearly indicates that it cannot be achieved without proper engagement between the communities and development agencies. In order to achieve sustainable community development, communities must be placed as main movers of their development with a view of sustaining the development programmes and projects'.

The partnership, among communities and other development stakeholders such as municipalities, seems to be the viable approach that can enable sustainable community development. The study by Amadi and Abdullah (2011) indicates that this approach has been adopted by private organisations with development stakeholders, such as corporate bodies, civil society, government agencies and international organisations in Nigeria. The study further indicates that this was a strategy to achieve sustainable development (p.276). Establishing partnership in this context should be understood as a useful approach to compliment the capabilities of all. In this way the community and government agencies would benefit full from sustainable community development.

The intention for partnerships towards sustainable development is not to shift the responsibility and risk from one party to another (Warner, 2003:4). In partnerships towards achieving sustainable community development risks are shared, resources and talents deliver mutual benefit. He further warns that not even a single institution can solve every problem encountered in the context of sustainable community development. Therefore there is a need for partnerships in order to successfully achieve sustainable community development. Also there is a need for those who are partnering to have mutual understanding of one another's role in the development process.

In the process of delivering community development, Khan and Haupt (2006:45) stress that it would be essential that such development relates to the people involved in it in all aspects. Generally, development seeks to firstly identify human needs and thereafter concerns itself with raising the level of living standards that will provide opportunities for

the development of human potential. Brinkerhoff (2007:71) also states that the rationale of a partnership approach centers on enhancing efficiency and effectiveness of public service delivery. It is important that development should also enhance the wellbeing of communities, in a way that seems achievable through a partnership for sustainable community development.

2.6. The rationale for establishing Municipality-Community Partnership (MCPs)

In literature on community participation, partnerships are recognised as another method of increasing program relevance and community empowerment (Besley & Ghatak, 1999). Municipality community partnerships offer a strategic approach to enable government to deliver community development services more effectively and efficiently. Cranko and Khan (1999) posit that the South African government's enthusiasm for establishing partnerships with community based organisations evolves from its retrospection that there is human, financial and technical constraints in delivering development.

Cranko and Khan (1999) also state that globally governments partner with civil society for the following reasons:

- To support participatory approaches in service delivery and infrastructure provision.
- To facilitate large-scale government programmes which may include programme conceptualization, implementation, service delivery and monitoring and evaluation.
- To contribute to policy formulation and socially responsive development interventions through structured and unstructured interactions.
- To institutionalize alternative delivery systems where considerable change has to be achieved through such systems.
- To improve accessibility of the goods and services to the poor communities and effect changes in municipal policies and procedures so that there is a fundamental change in favour of the poor.

2.7. Benefits for entering into MCPs

Usually individual organisations join together in pursuit of self-interest. Even in MCPs self-interest cannot be out ruled. However, this study insists that any MCP should be established to implement sustainable development. Besley and Ghatak (1999) posit that a partnership must be developed for a shared purpose, with a mutual understanding of the problem and the role each party has to address. According to Cranko and Khan (1999) organisations are motivated by a various factors to create partnerships. These factors depend on the organisations' objectives, values and priorities. This means, for a profit making organisations, establishing partnerships might be based on organisation's interest.

Besley and Ghatak (1999) state that a partnership eventually fails it the motives to establish partnership between partners become incompatible. They further warn that there is a possibility that a dominant partner might misuse the partnership to sustain the upper hand and as another way to garner resources to replace decreasing governmental resources. Mitchell (2008) states that while a partnership can be useful in providing services and development, finding partners, establishing partnerships and maintaining them can be complicated and difficult.

Cranko and Khan (1999) further provide motivating factors from the perspective, of the municipality and civil society organisations respectively.

2.7.1. Municipality perspective:

Municipalities often venture into partnership based on the ability to meet the following objectives:

- Cost-effective service delivery and better value for money as alternatives to direct service provision.
- To deepen democracy, partnerships are perceived as essential to cultivate a participative ethos which enhances democratic relations through community based development and advocacy.
- Supplementing capacity or extending service delivery. Partnerships supplement their capacity to deliver services and fill gaps. Municipalities typically allocate a specific sum of money to support voluntary bodies.

2.7.2. Civil society organization's (CSO) perspective

CSO perspectives of partnership with local government are usually aimed at innovation, sustainable service delivery to improve access to services, community empowerment, monitoring and advocacy.

- Innovation; CSOs are often motivated by the potential to innovate through working in partnerships.
- Sustainable service delivery to improve access to services; partnerships to encourage more efficient and effective use of scarce financial resources with a view to ensuring that development resources do reach targeted groups.
- Community empowerment; representation of the interests and needs of the poor in decision making processes and structures of governance.
- Monitoring and advocacy; partnerships to monitor progress to meet basic service needs, to ensure policy is implemented and promote transparency. Cranko and Khan (1999:27-28).

2.8. Types of partnerships

Various types of partnerships exist internationally. All of them exist for a particular purpose. Due to this phenomenon, partnerships vary in terms of type and roles. But in most cases 'participants can achieve their objectives more effectively and efficiently by making strategic alliances with others rather than acting independently' (Hamann & Boulogne, 2008:54).

Judging from the call made in 2002 by the World Summit on Sustainable Development (WSSD) held in Johannesburg (Hamann & Boulogne, 2008), partnerships between government and community towards community sustainable development should by now be the order of the day.

In that World Summit held in Johannesburg in 2002, member states including South Africa, agreed that sustainable development must be pursued within a framework of true partnership in decision-making and collective action among all stakeholders (Nicholson, 2002). This would otherwise eliminate the common practise of viewing communities as mere recipients of services by governments. State and Civil Society Partnerships,

Public Private Partnerships are among various partnerships that exist. This is the focus of this study.

2.8.1. State-Civil society partnership

According to Hamann and Boulogne (2008) co-management arrangements are partnerships between the state and the civil society. The first point that needs to be clarified is that civil society itself cannot partner with the state individually. Often partnerships should be established through channels of community organisations as well as non-governmental organisations.

Mitchell (2008) supports the latter option because civil society is composed of diverse population that is divided in terms different opposed social and political agendas. In order to avoid confusion among communities, community organisations, non-governmental organisations should be prepared to encourage community participation on its development.

This does not necessary imply that the element of cohesion within a civil society does not exist. There should be a point on which both the state and communities meet each other on certain concessions. In establishing that partnership between these two parties, the state has to drop its dominant hold over the civil society, while the civil society has to select certain individuals who can be recognised as community leaders.

Mitchell (2008:15) further confirms that as South Africa is a democratic country civil society organisations can be a force for making the government accountable to its constituencies. On the other hand the state is politically led by a government that has formally committed itself to the welfare of all citizens. Yet the need to overcome the legacy of past neglect and misrule will still prevail. The connection between the two parties is that one has to account to the other. However they can still establish a partnership of some sort.

Serra (2000) postulates that in the community development paradigm the state should contribute to community institutional and technical capacity and to the financial resources required to carry out local development programmes. The premise of this

paradigm is about helping communities help themselves and to sustain their own community development initiatives.

However, in the instance where civil society is perceived as Mohan (2002:125) outlines that in theoretically terms, civil society could be treated as a space of freedom, separate from the state, and constituted by non-governmental organisations (NGOs). This will ignore the mutual linkages between the state and the society. In some other places local associations, similar to municipality in the south African context, had been successful in the field of local resource sustainability and have been increasingly relied upon by the government as partners in local rural programmes aimed to protect the environment for rural development (Serra, 2000).

This is, however, not the reflection of the South African experience, Robbins (2008:8) states that across South Africa municipalities have only limited attempts to build less structured strategic oriented partnerships with civil society stakeholders in their territories. Robbins further highlights that there have been few efforts aimed at establishing longer term partnerships between relevant stakeholders for complementing a common vision for the future and to enable collaborative programmes in fields where municipalities might have limited influence.

2.8.2. Public-private partnership (PPP)

Hamann and Boulogne (2008) posit that this partnership is usually between the state and private sector. ASB (2008) PPP agreements can be seen as an substitute to the traditional ways of procuring services usually used by public sector entities. ASB further insist that such agreements may be intended to improve value for money through high quality services. The infusion of private capital and management can ease fiscal constraints, increase efficiency and lead to better quality services for citizens.

Generally, PPPs are sought to have a capability to deliver various types of products and services. The intention behind any municipality opting for this sort of partnership could be to improve service delivery and create a suitable climate for equitable citizen participation in the mainstream of community development process (Maserumule & Mathole, 2006). Antoniou (2007) postulate that if PPPs are properly structured, potentially there could be greater commercial discipline introduced and thus

sustainability in developing and operating infrastructure services and even better leverage in private finance into sectors where commercial realities allow. Consequently, as Ngowi (2009) points out, PPPs should be increasingly viewed as a mechanism to provide state functions, public goods and services on a cost effective and sustainable basis.

Providing the quality of services through PPPs is something that is imminent based on the South African government's goal. Evidently, PPPs emphasise mostly quality of services and less on the sustainability of such services. According McNamara (2011) PPPs may 'offer a number of advantages in the development process for regional, as opposed to just national infrastructure'. This includes a sharing of capital, technology, and organisational expertise between the public and private sector. The further advantage is that it provides the community with new infrastructure, while providing the opportunity for private investment and profit.

Consequently through PPPs, a number of skills and resources could accelerate the discovery, development and delivery of new products to those in need, and most of all sustainability of such products (Widdus, 2005:52). According to Binza (2009) the Department of Provincial and Local Government (DPLG) refers to PPP as one of the forms of municipal service partnership. This is due to the provision of The White Paper on Local Government which recommends that municipalities look for innovative ways of providing and accelerating the delivery of municipal services (Government Gazette, 2000).

In as much as the municipality concedes some of its authority to the contracted business or party, DPLG insist that the municipal service partnership option should not be an end in itself, but simply another of the development avenues available to the councils when addressing the municipal infrastructure and service backlogs (Government Gazette, 2000). Evidently, the obligation of the municipality to ensure that the services are rendered to the community in a sustainable manner cannot fully materialise due to the nature of the agreement between the municipality and the other party on the PPP or Municipal Service kind of partnership.

Although, a plethora of MSPs currently exist all over the world, the same experience is common for South Africa (Robbins, 2008:4). If PPPs are seen as a service delivery or development solution in South Africa, more still has to be clarified in terms of involvement of the community in the process. However, Robbins (2008:4) opines that PPPs have become a new method in which local government functions in both developed and developing countries.

2.8.2.1. Municipal Service Partnership (MSP) Regulation

The MSP White Paper sets out the processes and principles guides the municipality decision-making with respect to exploring the options around a variety of service delivery choices. It further sets out a framework for supporting the overcoming of obstacles to both the exploration of service delivery options and the actual implementation of partnership arrangements (Robbins, 2008:6).

This means for a municipality to establish any partnership it should be guided by the principles outlined in the White Paper of 2004. Notable is that the element of sustainability of services does not reflect from the policy as something that any MSP would ensure after the release of delivered service. Establishing MSP without any consideration for sustainability after completion of community services could further exacerbate unsustainable community development.

Although it would be unfair to compare a developed and developing country, but in terms of partnership a developing country has to learn from the developed. Robbins (2008:7) observe that MSPs are not by the developed countries seen as an instrument for supporting local enterprise by providing them with indirect subsidy. However, MSPs are encouraged with an aim to guarantee environmental and economic activity within the surrounding communities.

On the contrary, in the developing countries guarantees of state employment through municipal service delivery entities are increasingly being replaced by an approach to develop MSPs to help fill service gaps (Robbins, 2008:7). Apart from the stipulations of the White Paper which provides offer a variety of potential MSP opportunities that can be obtained on a more substantial service contract arrangements. He further notes that

while MSPs can have a significant contribution to the municipalities other municipalities struggle to explore MSP linkages.

Robbins (2008:7) further gives five factors that contribute to failure by the municipality to explore MSPs linkages. Four of those reasons are shared by this study:

- Partnership choices are often over-regulated thus making it impossible to roll-out low administrative burdens;
- There is a trend to see empowerment elements of MSPs as the sole means to leverage economic impact with a consequent failure to address cost, quality aspects and other points of leverage such as local technology transfer;
- More municipalities have focused on strengthening public delivery entities as their primary objective and see any attempt at partnership building as an admission of failure;
- There is a resistance to community level partnerships as they are seen to undermine uniformity of delivery objectives, even if such delivery remains only a plan on paper.

2.9. Types of MSP Contracts

According to the Department of Local Government Practical Guide, there are five general types of contracts, generally categorised in terms of length and intended outcome or expected action, namely: Service Contract (1-3 Years); Management Contract (5 years); Lease Contract (10 years); Concession (about 15 years) and Build Operate Transfer (about 15 years (Department of Local Government Practical Guide, 1999).

2.9.1. Service Contract (1-3 Years)

This nature of an agreement, the municipality is expected to pay a fee to a public or private organisation to provide specific operational services such as meter reading, garbage collection, and responsibility of the contractor (Department of Local Government Practical Guide, 1999).

2.9.2. Management Contract (5 years)

In this agreement, the municipality is expected to pay a fee to a public or private organisation to assume overall responsibility for operation and maintenance of a service

delivery system, with the freedom to make day-to-day management decisions. Capital investment is usually not the responsibility of the contractor (Department of Local Government Practical Guide, 1999).

2.9.3. Lease Contract (10 years)

A lease agreement give rights to the public or private organisation to rents facilities from a municipality and thereafter assumes responsibility for operational expenses and maintenance. The lessee finances working capital and replacement of capital components with limited economic life, but usually not fixed assets, which remain the responsibility of the municipality (Department of Local Government Practical Guide, 1999).

2.9.4. Concession (about 15 years)

A public or private organisation assumes the operations, maintenance and financial investments in addition to the working capital. Assets are usually owned by a municipality, but leased and operated by the concessionaire over the concession period. When the contract comes to an end the assets are returned to the municipality in specified conditions. Project is this nature is designed to generate adequate income to cover the concessionaire's investment and the operating costs, plus an acceptable rate of return. The municipality has to exercises a regulatory and oversight role and receives a concession fee for the arrangement. Concessions typically focus on operating and financing the expansion of the existing system components (Department of Local Government Practical Guide, 1999).

2.9.5. Build Operate Transfer (about 15 years)

This type of partnership is a form of concession this time with an emphasis on the construction of new stand-alone systems. The municipality may or may not receive a fee or share or profits (Department of Local Government Practical Guide, 1999). In summary, the presented partnerships do not indicate a point where the communities would benefit from sustainability of community development. Therefore, it safe to state that, MSPs cannot contribute sufficiently to sustainability of community development.

2.10. Barriers to partnership establishment

The study by Cranko and Khan (1999:15-16) discovered that the barriers to the establishment of a municipality-community partnership (MCP) is three fold. The municipality has its perspectives while the non-governmental organisations (NGOs) have their stand point including those involved in the existing MCPs.

2.10.1. Municipality perspective

- There is deficiency of capacity in municipalities to establish appropriate principles, service standards contracts and to monitor the output of MCP;

- In most municipalities there is a lack of financial and management capacity needed to engage in partnerships;

- There is an inability of service providers to make a paradigm shift necessary to become a local government service delivery agent.

- Service providers tend to rely on strong individuals thereby jeopardising the sustainability of the partnership.

- Political divisions or conflict within communities constraints the establishment of community partnerships.

- Many municipality officials and councillors have limited knowledge about the transformation agenda, alternative service delivery methods and strategies such as municipality-community partnership.

- Other municipality officials resist the engagement with service providers because they lack the experience or have negative experience.

2.10.2. Non-governmental organisation perspective

- In some areas local governments have a deficiency in terms of technical and managerial capacity initiate and sustain MCPs.

- Many municipalities cannot identify, design, manage and monitor the outputs of partnerships.

- Different work ethos between municipalities and NGOs also constraints the establishment and sustainability of partnerships. Some municipalities tend to become over bureaucratic in terms of responding to the community proposals.

- Few municipality personnel are committed to engaging with service providers to explore alternative sustainable delivery strategies.

- Municipal officials and politicians are often not sensitive to the difficulty of social and economic processes within communities, particularly around the survival and livelihood strategies of poor household and developmental communities.

- Municipality officials do not always fully engage with communities and their representatives thereby forgoing opportunities generating trust, goodwill and mutual respect considered critical to sustainable MCPs.

- Different municipal departments work in isolated and non-integrated ways leading to poor integration of MCP projects into overall development plans for specific areas.

2.10.3. MCP case studies

The views of those involved in existing MCPs pinpointed the municipality capability as the dominant barrier to successful MCPs in South Africa. Observations included the following barriers:

- Deficiencies in terms of skills, expertise and commitment to MCPs have hampered the capacity of the local government to engage to it meaningfully.

- Municipality departments have poor coordination and integration at planning and operational levels.

- Differences between the organisational and operational ethos of partners are not easy to reconcile.

- Municipality officials and politicians seldom engage in MCPs processes. This further compromise openness to engage with service providers and communities, and where there is a clear understanding of alternative delivery strategies.

- Municipalities often tend to render project oriented development and once the project is over, community participation and engagement ceases (Cranko & Khan 1999:15-16).

2.11. Characteristics of partnerships

Mitchell (2008) provides the following characteristics of partnerships:

Table 2.1: Characteristics of partnership

Public Private Partnership	Cross Sector Partnership
Single party (government) determines the objectives.	All parties involved in determining objectives
Contracts-based arrangement	Less emphasis on transactions with significantly more emphasis on horizontal accountability.
Business contracted	Informed coming together of parties
Specific performance targets deliverables and timeframes	Greater flexibility around target deliverables and time frame as expected to evolve organically
Performance is within legal constructs	Partners operate with legal constructs but the partnership itself is unregulated.
Limited stakeholder engagement expected – although, in South Africa this is a requirement.	Extensive stakeholder engagement generaly considered a critical success factor.
Risk is frequently transferred to the private sector.	Shared risk among all parties.
The motivation for business is direct profit from their participation in the partnership	The direct benefits to business are not financial.
The partnership involves the money from public funds or from individuals paying for a concessional public service to the private sector	The business and the public sector both put in resources towards a programme of joint interest. Where there is transfer of funds between any partners, it is to cover costs, not for profit.

Source: Mitchell (2008)

Table 2.1, depicts the common characteristics which may be used to distinguish between various partnerships. These characteristics clearly identify the difference

between two main partnerships Municipal Service Partnership (MSP) and Municipal Community Partnership (MCP). As reflected in table 1, MSPs cannot be regarded as a partnership that would encourage the partnering with the community; instead community could be engaged for their approval and nothing more. Such a practice would undermine the involvement of the community and, as a result, would further exacerbate unsustainable community development. The MSP provide an appropriate tool in a well-developed country where communities have extensive experience to deal with community development stakeholders. In the South African context MSP are relevant in urban areas, while in rural areas MCP could thrive better.

2.12. The rural community

Given the lack of an absolute definition of word 'rural', it becomes apparent that it is difficult to define the word. Numerous scholars put forward a definition which suits the context of their study. Therefore it adequate to simply say that a rural community is one situated in a nonmetropolitan area and characterized by underdevelopment. It also makes sense to define a rural area by referring to characteristics wherein comparison will be drawn between rural areas and urban areas. Mphahlele and Maepa (2003:220) also suggest varying definitions of the concepts rural areas. In the South African context, they suggest that there is no fixed legal definition for it.

Mphahlele and Maepa (2003:220) in Rural Development (1997) define rural areas as a sparsely populated area where people may depend on agricultural farming and other natural resources.   Brown and Schafft (2011) point out that 'rural areas differ from urban areas in many aspects including among others sociocultural domain, institutional capacity, economic activities, geographic characteristics and population density. Due to these characteristics, most rural communities in Africa often lack skills and financial resources to address its community development'.

An American rural areas experiences as written in USDA (2011) indicates that in some rural jurisdictions there is limited local government staff, experience, which have resulted in few resources being dedicated to comprehensive planning, regional collaboration, and similar efforts to identify shared community goals and visions that can

help shape growth and development in rural areas. The same experience could be said regarding numerous underdeveloped rural areas in South Africa.

Noeth (2006:32) emphasize that people living in rural communities face numerous challenges compared to those living in urban areas. Apart from lack of economic and financial resources, people in rural areas are poorly educated and likely to be out of work, inadequately housed and exposed to multiple hazardous risks. In summary, reports seem to point towards the plight of rural communities due to their circumstances.

It should be noted that the conditions of plight are not created by rural communities themselves. Mphahlele and Maepa (2003:220) suggest that they were a result of the apartheid policies. Although sustainable community development is useful to addressing many community challenges, however, it remains an approach which stands to change the manner in which community development is pursued. It is an approach that emphasizes the recognition of the community during the planning and implementation of community development initiatives. If municipalities would fully adopt this approach, rural communities would stand to gain in terms of the sustainability of partnership for community development.

The normal attitude in South Africa has been to see rural communities as just mere consumers of services who have no significant contribution to make to community development. An incident that confirmed this attitude was provided in the Macambini multi billion rand development saga. The facts were the following: the provincial government working closely with Mandeni Municipality announced the multi billion rand development project then proposed for the North Coast along Macambini rural community.

Due to inadequate consultation, the community of Macambini thereafter became rebellious against the development initiative. The report by Oliphant (2008) indicates that this community noted that they had been affected by the highway before by which they were moved from their ancestral homes. Thus, the multi billion rand development opened old wounds while developers envisaged a well-developed rural community at

Macambini. Had the KwaZulu-Natal province and the municipality been responsive to the sensitivity of the community, the impasse could easily have been avoided.

The manner in which provincial and local authorities had handled this situation was far from satisfactory. In recent years the participatory approach in community development emphasises inclusiveness, plurality, recognition and partnering of the state with the communities. As indicated earlier a partnership provides an equal point of convergence for mutual cooperation rather than dictating terms on how development should take place. The researcher is of the view that non-government organisations (NGOs) and community based organisations (CBOs) should be involved by government to effectively facilitate the partnership with communities.

2.13. Participation by Civil Society in community development

The social work perspective of community development views community development as radical restructuring of society in which a community is '*conscientised*' of their rights and responsibilities in society (Mubangizi, 2009:436). This perspective views the community as an entity that should strive to understand its Constitutional Rights regarding the provision of basic services intended for its wellbeing. This could be possible if the community understood its role in development and provided a meaningful role in that development.

As the community participates in its development, local government should strive to strengthen the capacity of the community in terms of sustainability of community development. Duvel (2005:189) states that the ultimate goal of community participation is empowerment and self-determination. Cavaye (2006) agrees that community development rests on the interaction between people on joint action, instead of individual activity. Community involvement simply suggests that community development requires effective partnership for its sustainability.

In the implementation of community projects, the municipalities are compelled in terms of legislation to allow and encourage community participation during all the processes of the projects. Stewart and Gray (2009:199) insist that municipalities must therefore refrain from unilaterally deciding on the type and nature of community infrastructure that should be delivered to the community.

Lack of consultation may render valuable community infrastructures irrelevant as it may not address the needs of the communities. Stewart and Gray (2009:199) further point out that if the community and its leaders decide on the type and nature of infrastructure, it must relate to mutually beneficial goals if it is to be sustainable. Providing the communities with a meaningful role during decision making may lead them to develop a psychological sense of ownership of the initiative and feel motivated to sustain it (Rogers, Kazi & Boyd 2008: 228). Report (2003:06) further reveals that in many African countries, decisions made collectively are cherished and as they encourage popular participation, consensus and social camaraderie.

This enables self-empowerment that recognises the need to tap local resources, generate initiatives and involve local people as the principal drivers of the development train and its primary beneficiaries. Report (2003) goes further and suggests that the real dynamic of development lies in the empowerment that comes from taking ownership. Neglecting the community during IDP processes by municipalities may happen as a deliberate attempt in order to avoid certain feuds that are inevitable within diverse communities.

Tshabalala and Lombard (2009:397) assert that communities are not homogenous which might make it difficult to convince them to reach consensus on certain issues. However, they further suggest that in order for a meaningful participation, municipalities must create democratic procedures for decision making. Furthermore, municipalities should also consider supplying skilled development facilitators who will employ conflict management techniques to address arising conflict (Rogers, Kazi, & Boyd 2008:229).

The Report (2003:106) also advices that delivery of services on vague unstructured plans to address needs and priorities of receiving communities may be disempowering and unsustainable. In particular this becomes evident when government recognises communities as passive recipients rather than central actors in their own development. Lack of sustainability could be caused by the fact that in many developing countries people believe that if the government initiates a project, then government must also maintain it (Rogers, Kazi & Boyd 2008: 229). This could happen as a consequence of little planning at the start of the project, and therefore little sense of ownership among the beneficiaries (Rogers, Kazi & Boyd 2008: 229).

Community participation in the development processes offers a means of empowering people by creating the space for them to engage in developing skills. The acquired skills are subsequently applied in endeavours to sustain community development. Although at a glance, to an ordinary South African, government must be the provider of many services, meanwhile reality renders this a distant dream.

The responsibility to provide basic services such as water, electricity and housing to the people is a human right concern for South Africa. However sustaining such services should not be the responsibility of government alone. In this case a municipality together with surrounding communities should play leading role in assisting the municipality to maintain infrastructures, but communities need to be skilled in order to provide services as it may be complicated.

Stewart and Gray (2009:138) argue that in order for the municipality to partner effectively with the community, the community must have at least some basic experience. Again, such basic experience cannot be bought but acquired. As the nearest government institution to the community, the first step is to capacitate the community with essential skills to drive sustainability of community development. To enable sustainable community development should become a priority for the local government institutions.

Bauer (2009:37) indicates that local government should offer an important level of participatory community linkages where communities play an active role as the electorate, end-user, and consumers and can hold their municipal councils accountable for lack of proper services. This should extend to include even partnering with municipalities for the better community services.

From the above a development paradigm shift emerges in South Africa from isolation of the governed people, to a people centred decision making process. It gives hope that rural communities may soon become partners with the municipality to assist with maintenance of community infrastructures. Although the South African government has adopted this approach, it has also not produced the expected results that community development will receive the attention it requires for sustainability.

In most rural as well as in some semi-urban areas there have been many community projects, such as water pipes, electric cables and community halls that have succumbed to dilapidation due to excessive lack of sustainable measures. Other projects may have been implemented without proper consultation with the concerned community and thus do not serve the community needs. Mphahlele and Maepa (2003) recommend that community participation in determining people's needs is essential, as it has an impact on the future use and sustainability of the project.

Community support and a sense of community ownership determine the success of any community projects (Mphahlele & Maepa 2003:225). Going by this assertion, it becomes clear that numerous community projects may continue to suffer from vandalism and neglect from the community because the community never owned the initiative. The support from the community should be encouraged by inclusive participation and partnership approaches towards development.

Engaging community groups in the delivery of municipal services is supposed to be an alternative that municipalities explore when deliberating on the choice of how improve the municipal services (Baadjies, 2007). Improving and expanding the delivery of municipal services through municipal partnerships breaks new ground in South Africa. Although many municipalities have begun to discover the option of communalising the delivery of basic services, this has not stopped the challenges experienced with sustainability of community infrastructure.

Planning for social and community infrastructures should go beyond merely considering the physical components of a new place or neighbourhood. The planning process has to encompass the ways in which local people, local organisations and local businesses can become active participants in helping new places and new communities to develop successfully over the long-term. It is only through planning and delivering new places in partnership with local communities that the desired economic and social values can be achieved (Taylor, 2011).

2.14. What is participatory development?

Participatory development provides one of the social dimensions of sustainable development that can enhance sustainability of a community project designed in consultation with stakeholders (Rogers, Kazi, & Boyd 2008:228). This suggests that participatory development can be understood as involvement of people in decision-making about implementation of processes, programmes and community projects that directly affect them (Dinbabo, 2003:4).

The general feeling is that the South African government has adopted a people centred development approach which indicates that communities should be part of the decision-making processes whenever there are community development endeavours. This approach shifts the government institutions perceptions of communities as service consumers and objects for services to potential partners who have a meaningful contribution to make in and to their development. Theron (2005) in Tshabalala and Lombard (2009:396) describes this approach as a shift of interventions toward the public and it will thus enhance the public skills and capacity as the community will be encouraged to participate in the own development processes.

The impact of this approach to the community is that, municipalities and other government departments will no longer decide on the type and nature of community infrastructure to be delivered to the community. Roodt (2001) in Dinbabo (2003:9) noted that the participatory development approach stresses the participation of the majority of the population in the process of development programme.

Dinbabo has expressed the view that this approach views development as a process which focuses on community's involvement in its own development using available resources and guiding the future development of their community. In essence, it would seem vital that government institutions like municipalities establish partnership linkages with the communities regarding community development initiatives including sustainability.

Roger *et al.* (2008:228) are of the view that 'when the community is involved in making decisions, it will subsequently develop a psychological sense of ownership of the endeavour and feel motivated to sustain it'. The participatory development requires that

stakeholders be involved from planning to the implementation and sustainability of the community project. The participatory approach also enjoins government departments to recognise the views of the community and involve it in decision making. The approach also strengthens local ownership and the commitment of the people consulted to sustain what has been developed for them.

According to the Report on Human Development South Africa (2003:114) communities are central to the planning and decision making processes for social infrastructure. The report further asserts that communities have the knowledge and experience to support and even direct the policy, planning and delivery processes. Therefore the indigenous knowledge held by communities can also be of significant input during the planning and organising of resources for a community project. Also highlighted by the report is that, community involvement should not be seen as an impediment, but rather as a necessary pioneer to achieve intended outcomes and impact. The report refers us to the integrated development plan (IDP) process which should create the framework for this kind of discourse.

Presumably, participatory methods recognise diversity and plurality of views, and values local knowledge alongside other forms of scientific and technical knowledge. A participatory approach is more likely to capture the complexity and richness of programme effects through the use of creative and generative tools (Dinbabo, 2003:9). However, the participatory approach has to be implemented in line with its principles which are highlighted below.

2.14.1. Principles of participatory approach

Dennis (1997) in Dinbabo (2003:9) put forward the following principles of the participatory approach:

- All the people who could be affected by the results of a decision or a process should become part of the decision making process.
- It should be recognised that every person has skill, ability and initiative and thus has an equal right to participate in the process, regardless of their status.
- Participants who are affected by the process must be assisted to create a climate conducive to open communication and building dialogue.

- Authority and power must be balanced evenly between all stakeholders to avoid the domination of one party.
- All stakeholders should have equal responsibility for decisions made, and each should have clear responsibilities within each process.
- Participants who have special skills should be encouraged to take responsibility for tasks within their speciality, but should also encourage others to also be involved to promote mutual learning and empowerment.
- Sharing everybody's strength reduces everybody's weaknesses.

2.15. Summary

The chapter has provided an extensive discussion on partnership and types of partnerships. The role of local government, in this case municipality, was also a discussion with an emphasis on municipal community partnership. The regulation of MSP was also highlighted, including the benefit of partnership. Also included in the chapter was motivating factors for parties to establish partnerships. The arguments presented in this chapter indicate that partnership is relevant and can assist in the delivery of community development; however there were fewer arguments as to whether partnership can have an influence towards implementing sustainable community development.

The argument from the literature cited is that partnerships, municipal community partnerships in particular, can assist in offering service delivery in a sustainable manner. Arguably, bringing services to the people is not as important as the period such a service can last serving the community. As a result the study argues for partnership that can serve as a strategy to implement sustainable community development. Sustaining the least the community has is vital for its survival and sustainable livelihood; however this would not be possible without any form of partnership with the municipality as the closest government entity to the community.

The literature cited certain constraining factors which are a barrier to effective partnerships. This study will also strive to discover other challenges which act as a barrier to effective partnerships. Judging by the arguments in this chapter, municipalities have done little or nothing at all to act on the previous research output which indicates

exact issues that require attention in order for municipal community partnerships to flourish.

Chapter Three

3. Mandeni Municipality Profile

3.1. Introduction

The Mandeni Municipality profile is presented in this chapter presents it reflects some of the major characteristics of the municipality. The municipality profile discusses the municipality demographics; this includes population, infrastructure, the socioeconomic status of the municipality and general municipal services available to the community.

3.2. An overview of Mandeni Municipality Profile

Mandeni municipality was established in terms of Sections 12 and 14 read with Section 93(1) of the Local Government Municipal Structures Act 117 of 1998 as set out in Notice No 346, 2000 dated 19 September 2000. The Mandeni municipality is recognised as Category B municipality (KZ291) which is run as s Collective Executive System combined with a ward participating system as described in the KwaZulu-Natal Determination of Types of Municipalities Act 2000 (Mandeni Municipality Draft IDP, 2012-2017).

Geographically the municipality is located on the Indian Ocean Coastline of KwaZulu-Natal, one of nine provinces in the Republic of South Africa. Mandeni municipality is one of four local municipalities which form part of the iLembe District Municipality, in turn is one nine District Municipalities in KwaZulu-Natal. The KwaDukuza Local Municipality forms part of iLembe. It borders the south of Mandeni municipality, while uMlalazi Local Municipality, which forms part of uThungulu District Municipality, borders the west and north (www.mandeni.gov.za).

The Mandeni municipality covers approximately 582 square kilometres in extent. It spans approximately 30 km of coastline from 7km to the north of Matigulu River mouth to approximately 4km south of the Tugela River mouth. The land tenure pattern within the municipality generally dictates the land usage and the municipality consists of three Traditional Authority areas where settlement is controlled by the Traditional Authorities.

The Traditional Authorities in Mandeni municipality include Ndulinde Traditional Council controlled by Chief Mhlongo, Mathonsi Traditional Council controlled by Chief Mathonsi, and Macambini Traditional Council controlled by Chief Mathaba. Sixty three percent (63%) of the municipality area is Traditional Authority land. Traditional Authority land is generally characterized by substance farming activities. Larger areas are under-utilised with traditional settlement patterns and low densities which are not conducive to the provision of infrastructural services (Mandeni Municipality Draft IDP, 2012-2017).

Industrial development within the Mandeni municipality is concentrated in Isithebe and most notably Amatikulu sugar milling operations and the Sappi paper mills at Mandeni. Informal settlements with limited to totally non-existent facilities or infrastructural services occur on the periphery of the developed areas and within the Isithebe industrial area and Sundumbili Township. This is also evident in the periphery of the well-established Sundumbili Township and Mathonsi tribal authority eastwards of the hinterland (Mandeni Municipality Draft IDP, 2012-2017).

Being located midway between Durban and Richards Bay, Mandeni municipality is on the development corridor on the North Coast between these two major port cities in KwaZulu-Natal (KZN). Furthermore, the municipality is located on the major railway and road transportation routes in which these two economic hubs in KZN are found. Mandeni municipality is believed to be in a strategic position identified as the growth node in the north coast corridor (Mandeni Municipality Draft IDP, 2012-2017).

The Mandeni municipality has over the years enjoyed excellent regional transportation linkages with the national road commonly known as (N2) serving the province, the two major ports of Durban and Richards Bay, the railway line which serves as vital link between the ports as well as the hinterland parts of south Africa, and the airports. Due to the identification of the eThekwini Mhlathuze Corridor the Mandeni Municipality is set to be in a strategic position, as it is located between these two municipalities. The municipality stands to benefit from the economic activities expected to accrue as a result of development initiatives (Mandeni Municipality Draft IDP, 2012-2017).

The Mandeni local municipality also functions as an important service centre for a substantial rural hinterland which lies to the west beyond the Endulinde Hills. There are

no other service centres in the tribal areas. Therefore the urban centre of Mandeni serves as an important sub-regional service centre for the shadow corridor of poverty which tracks the development corridor along the coast. The municipality is arguably the only place along the coast where the development corridor and the shadow corridor of poverty meet (Mandeni Municipality Draft IDP, 2012-2017).

The Tugela River bisects the municipal areas. In this manner it gives the area an important competitive advantage in the form of constant availability of water. There is a great concern from the municipality to protect this resource given the levels of drought and the scarcity of water prevailing in the area. The Tugela River has never dried out; however, some rural areas still run without any water.

3.3. Population

The population in the Mandeni municipality has over the years grown from 31, 012 households to 33701 households, between 2001 and 2008. This increase occurred at an annual rate of 0.086. In case the number of households keeps changing at the same rate, it is expected that the number of households will increase to a total of 55 504 in 2014. In terms of schooling, the highest population (30.7%) has at least the secondary level of education, whilst (20.1%) of the population has obtained grade 12 education. A mere (3.6%) has obtained higher learning. This figure reflects a low level of human development among the municipality population. It should be noted that these results are not current and should not be understood to inform current municipality policies.

3.3.1. Municipality Wards

Table 3.1: List of Wards

Ward no	Common name	Character
52901001	Dokodweni	Rural scattered
52901002	Wangu	Rural Village
52901003	Mandini	Urban Formal
52901004	Hlomendlini	Urban Informal
52901005	Inembe	Urban Informal
52901006	Ndulinde	Rural Scattered
52901007	Manda Farms	Urban Informal
52901008	Mangete	Rural Scattered
52901009	Macambini	Rural Scattered
52901010	Inyoni	Rural Village
52901011	Isithebe	Rural Village
52901012	Mathonsi	Urban – Informal
52901013	Redhill	Urban – Formal
52901014	Chappies B	Urban – Formal
52901015	Chappies A	Urban – Formal
52901016	VusiMuzi	Rural Village

The above table depicts the number, name and character of the wards that make the Mandeni municipality. It is evident that the municipality has more rural areas than urban areas; also in many numbers are the semi-urban areas which are called urban informal areas.

3.4. Political representation and Administrative leadership

3.4.1. Political Leadership

The current Executive Mayor in Mandeni Municipality is Mr. SB Zulu, who became a Mayor subsequently to the passing away of Miss LNP Shabalala. The Council is led by the Speaker, while the Executive council is led by the Mayor. The municipality has five

portfolio committees namely Infrastructural and Technical; Local Public Administration and Human Relation; Finance; Economic Development Planning Community Development and Housing; and Amenities, Safety and Security (www.mandeni.gov.za).

3.4.2. Administration Leadership

The Mandeni municipality has four sections and 57 employees who report directly to the office of the Municipal Manager. These sections include the IDP Manager (Mandeni Municipality Draft IDP, 2012-2017).

3.5. Service Delivery

3.5.1. Water infrastructure

More of the rural and the traditional areas within Mandeni municipality are worse in terms of access to basic water services. It is the people who reside in the urban areas of the municipality who have far greater access to basic water services. The only constraint experienced by the municipality is around the wearing and tearing of the infrastructure network. The water services authority still faces a major backlog with over 50% of the households without access to water. One of the primary constraints to mending these backlogs points to lack of adequate funding. Another constraint is the unavailability of bulk water supply. Notably, the District has upgraded Sundumbili water works which is expected to supply the whole municipal area. Furthermore, various options are currently being investigated at the District level, with the preferred option being that to construct a dam on the Umvoti River (Mandeni Municipality Draft IDP, 2012-2017).

3.5.2. Electricity infrastructure

Access to electricity, especially in the rural areas under the Mandeni municipality is severely lacking. Sparsely located settlement patterns are prevalent in rural areas, bad terrain and lack of bulk infrastructure pose the biggest challenges in terms of access to electricity. The main provider of electricity in the Mandeni municipality is Eskom. The electricity service backlog in this area can be resolved by having additional substations to provide more power. According to Eskom the construction of the substation will address the electricity backlogs. Eskom has also promised that more connections would

be made within the municipality in the next financial year. The municipality currently has the certificate for supplying Mandeni suburb with electricity. Due to wearing and tearing of the electricity network in this area, power outages have become frequent. It is in this regard that the municipality intends upgrading and standardizing the electricity network in Mandeni (Mandeni Municipality Draft IDP, 2012-2017).

3.5.3. Road infrastructure

Most of the wards within the municipality do not have access to proper roads; especially those in rural areas have gravel roads which are in a state of disrepair. The municipality has indicated that there is a dire need for more capital investment for the construction of new roads, maintenance and upgrade of the entire existing road infrastructure throughout the municipal area. The municipality is highly dependent on Municipal Infrastructure Grant for capital funding to build the road infrastructure. However, the funding provided is too limited to enable the municipality to handle its development activities as outlined in the Integrated Development Planning (IDP) (Mandeni Municipality Draft IDP, 2012-2017).

3.5.4. Social services

A lack of social service facilities or even a breakdown in the appropriate maintenance of such infrastructure and facilities are indicative of high levels of under-development, poverty and disempowerment specifically in rural areas. Social services are essential for the socio-economic functioning of any community. The provision of social services and facilities seems to show a great disparity between traditional areas and the urban areas of the municipality. Services and facilities are relatively adequate in the Sundumbili, Mandeni and Tugela areas, whereas the tribal areas seem to depict severe inadequacy in this regard and communities often have to travel vast distances to access social services and facilities. The municipality cites lack of funds as a barrier to ensuring sufficient provision of social services in the rural areas. This challenge further constraints the ongoing operation and maintenance of community facilities (Mandeni Municipality Draft IDP, 2012-2017).

3.5.5. Education Services

A number of education facilities are available in the municipality. This also includes Further Education and Training (FET) College namely Umfolozi FET. The provision and operation of schools is the responsibility of the Department of Education and Training. The municipality has identified numerous key issues that affect the quality of education in the municipal area, among them being the condition of classrooms and utility services linked to the classrooms. Furthermore, there is limited funding available for the maintenance of facilities in the rural areas. This has resulted in the classrooms not being conducive to achievement of education quality. The rural schools are also characterized by a shortage of proper cottages to accommodate teachers; the municipality has noted this as a critical concern that prohibits well qualified teachers coming to rural schools. Consequently, the municipality has noted this issue and promise to give it special attention (Mandeni Municipality Draft IDP, 2012-2017).

3.5.6. Health Services

The health care strategy is the provision of a hospital centre for each Health District so that these hospitals assume responsibility for outlying clinics within that Health District from a financial, personnel, referral and support aspect. Mobile clinics are available to augment the health care system under the auspices of the hospitals. The Stanger hospital serves a relatively large Health District, including the people from Mandeni Municipality. This implies that patients travel long distances to get medical assistance. Catherine Booth which falls within the jurisdiction of the uMlalazi Municipality is also accessed by the Mandeni municipality community (Mandeni Municipality Draft IDP, 2012-2017).

3.5.7. Safety and Security

Mandeni municipalities are serviced by only three police stations, two in Mandeni, and one at Nyoni. These police stations have to serve the whole municipality which sometimes becomes an insurmountable task. Remote rural and traditional areas are in particular the hardest areas to serve, given the poor road conditions, unavailability of electricity and scattered households. The Gingindlovu police station is also of assistance to the municipal communities from Ward 1 Dokodweni. Steps for resolving this deficit have been made by the Municipality and South African Police Services to

provide more satellite police stations. However this attempt is yet to be seen to bear fruits (Mandeni Municipality Draft IDP, 2012-2017).

3.6. Public Participation

In terms of public participation, the municipality encourages public involvement in the review process by using existing structures such as representative forums, Ward Committees and Traditional Authority Structures. The Municipality clustered the wards in accordance with proximity and geographic location with the meeting point being a Traditional Court in rural areas, therefore enabling greater involvement of Amakhosi. Normally the meetings are held with ward committees and traditional councils to discuss and develop priorities in the IDP. The municipality also targets the rate payers association, business community of Sappi and Isithebe industries. To this effect, the municipality uses strategies like public notices, road shows, newspaper advertisements, radio stations and the quarterly municipal newsletter to invite public participation (Mandeni Municipality Draft IDP, 2012-2017).

3.7. Property Development

Currently three new property developments are planned for the Mandeni Municipal area as a result of the consultation process. At the moment these developments are at an advanced stage of submitting proposals through an environmental impact assessment (EIA) process. In addition the Municipality has requested the developers to present holistic social programmes to illustrate how these developments will benefit the local communities. Emphasis is placed on developing local entrepreneurship as opposed to merely providing employment to people. The requirement of sustainability needs to be met as this will assist entrepreneurs to look to outside markets to seek their services (Mandeni Municipality Draft IDP, 2012-2017).

3.8. Economic Sector

3.8.1. Manufacturing

The manufacturing sector in the Mandeni municipality is based in Isithebe. It serves as a significant sector in the municipal area as it generates the most employment opportunities whose output contributes the largest amount to the Municipality's GDP

(60.6%). In the Isithebe industrial area there is a wide variety of industries including textile, plastic, chemical and furniture industries. However, there is a lack of space in the estate for the future expansion of the industrial sector (Mandeni Municipality Draft IDP, 2012-2017).

3.8.2. Agriculture

In the municipal area sugarcane farming is the dominant agricultural activity. Sugarcane is also farmed on a small scale in the rural areas under traditional leadership. The sugarcane farms in traditional areas are poorly developed as these farms do not make sufficient profit to sustain farming. Various factors contribute to this situation. Chief among them is lack of fertile land as more land is not effectively farmed. Another problem that has surfaced is the lack of farmer across the area due to concerns around safety and security (Mandeni Municipality Draft IDP, 2012-2017).

3.8.3. Commerce and services

The commercial sector in the Mandeni municipality occurs mainly in the town area of Mandeni where people in the municipal area do shopping and procure other essential services. The monopoly in commercial shops is held by the Renckens Super-Spar and Shoprite grocery stores. This monopoly means that there are only two competing supermarkets in Mandeni. In addition, there are other commercial outlets to cover other basic needs of the residents. Also scattered throughout the Municipality are some small shops commonly known as *spazas* operated by local people. Though, there is a fairly established service sector there is still opportunity for growth. Some specialised services are however, still obtained from outside the area. Co-operatives have also been set up to provide a wide range of services. However, many problems are experienced in terms of the recognition that co-operatives receive as a legitimate business (Mandeni Municipality Draft IDP, 2012-2017).

3.9. Summary

This chapter has highlighted some of the critical characteristics of the Mandeni municipality. It was seen that the municipality has been able to fulfil some of its legislative mandate, although challenges such as theft of network infrastructure still persist. The municipality has experienced more tearing and theft around water

infrastructure. Arguably, the behaviour of that magnitude could be the main reason behind unsustainable development and further deterioration of community infrastructure. From studying the Mandeni Municipality Draft IDP, it became apparent that the municipality does involve the community. However, the means of ensuring community participation as discussed in this chapter falls short of the targeted point of partnership.

<div align="center">**Chapter Four**</div>

4. Research Methodology

4.1. Introduction

This chapter describes the research methodology that was used during the course of the study.

4.2. Research method

4.2.1. Research design

According to Creswell (2009:3) a research design is the plan and the procedure for research that spans the decisions from broad assumptions to detailed methods of data collection and analysis. In this study a case study was employed as a strategy of inquiry. Case studies are a strategy of inquiry in which the researcher explores in depth a program, event, activity, process and one or more individuals (Creswell, 2009:13).

Furthermore, case studies enable the researcher to explore in depth a programme, event, activity or process (Creswell, 2009b:13). Yin (2009:4) postulates that a case study can be used in many situations, to contribute to people's knowledge of individual, organisational, social, political and related phenomena. Furthermore, the case study method allows investigators to retain a holistic and meaningful understanding of real life events. The researcher considers partnership as an activity that involves more than one entity, in this case the Mandeni municipality and its rural community partnering towards achieving a sustainable community infrastructure.

The study further employed mixed method by which qualitative and quantitative research methods were used. The rationale behind the act is that various methods are able to complement each other to balance out the shortcomings of the other (Mouton, 1996:156). By combining both qualitative and quantitative approaches in the same study the disadvantages of one tool are often counterbalanced by the strength of the other.

In the study, an explorative and descriptive quantitative method was employed to share participant's knowledge on the municipality-community partnership in their area. By using this approach, the researcher wanted to determine whether the partnership empowers the community to sustain its community infrastructure. In order to gather the data about the challenges that hamper the establishment or success of the municipality-community partnership, the unstructured survey was used. This approach was aimed at identifying possible barriers to sustainable community development through partnership.

4.2.2. Population

Singh (2007:88) suggests that a research population is composed of a group of individuals, objects from among which samples are taken. The population of this study comprised certain Mandeni Municipality staff especially those in senior positions and Municipal Councillors as community leaders elected to represent the different communities. The researcher was interested to discover their views concerning the partnership of the municipality and the community, to enable sustainable community infrastructure.

These individuals were targeted as they form a considerable sample providing useful data that would help the researcher to answer the research questions so as to achieve the research objectives. Furthermore, it was observed that the partnership concept has not adequately been introduced to the general community. As a result it was envisaged that the knowledge concerning municipality partnership towards sustainable community development in Mandeni municipality could be obtained from these municipality officials.

4.2.3. Sample and Sampling Technique

Singh (2007:89) postulates that sampling is the process of selecting research participants from a given population sample. In this study the researcher used the non-proportional quota sampling strategy. According to Singh (2007:108) in this sampling strategy, sampling is done as per a fixed quota. However, a minimum number of sampled units were selected in each category, irrespective of the strata. In this study, participants were chosen on the basis of their occupation. The researcher relied upon his knowledge of municipality operation to determine the appropriate research participants.

Babbie and Mouton (2009:166) state that, sometimes, it is appropriate for a researcher to select a sample on the basis of his or her own knowledge of the population. Struwig and Stead (2004:111) also suggest that specialists in the subject of the survey choose what they believe to be the best sample for the study. The targeted research participants included Municipality Manager, Directors in various sections, Managers of various sections, Senior Officers of various sections and Councillors.

4.3. Data Collection Instrument

A questionnaire containing both structured and unstructured questions was used in this study, and was self-administered among respondents with the assistance of the Community Manager in the Mandeni municipality. The permission to conduct the study within the premises of the municipality was granted by the Municipality Manager (see gate keeper's letter in appendices C). Sarantakos (1997:223) confirms that the main advantage of using a questionnaire is that data is able to be offered by the respondents with limited interference on the part of research personnel. Unstructured questions allowed the participants to provide the researcher with their own perspectives on the municipality community partnership, while structured questions confined respondents to fixed responses to avoid response overlapping.

About thirty two (32) questionnaires were distributed; fourteen (14) questionnaires were distributed among municipality administration staff personnel. Eighteen (18) were distributed among municipality Councillors. Nine questionnaires were received for analysis and all were from the municipality administration staff, while no questionnaire was received from the municipality Councillors. This was an extreme limitation in this study as it was not possible to draw certain conclusions; however, the collected data was sufficient to assist in the achievement of the research objectives. It should also be highlighted that a municipality is a place for political contest. As such a research might also be politicised this might result in none-response or refusal to participate in research.

4.3.1. Questionnaire

The questionnaire was divided into five sections, A, B, C, D and E. Section A consisted of biographical information which assisted with the demographics of the studied

population. Section B aimed at soliciting research participants' knowledge of municipality community partnership. Section C studied the understanding of research participants on partnership and sustainable development. Section D looked at research participants' perceptions on municipal-community partnership' while section E studied the research participant's understanding of potential barriers to effective partnership towards sustainable community development.

4.3.2. Measuring instrument

Usually, in a case where a study uses questionnaires with fixed response questions, measuring instruments and attitude scales should be used (Welman, Kruger & Mitchell, 2005:142). This is based on the fact that researchers do not observe the behaviour of subjects directly, but ask respondents to report on it. In this study, respondents gave their understanding and knowledge of municipality community partnership in the Mandeni municipality. A summated or Likert scale was used in the questionnaire, and according to Welman, Kruger & Mitchell (2005:150) Likert scales may be used for measuring multi-dimensional attitudes.

4.4. Data analysis procedures

Owing to the nature of the data that was collected, two modes of analysis were used, namely content analysis and statistical methods. Quantitative data was analysed using the Statistical Package for Social Sciences (SPSS). SPSS was helpful in obtaining a frequency distribution in terms of the responses that were given. Content analysis can be described as a quantitative analysis of qualitative data. The basic technique involves counting the frequencies and sequencing of particular words, phrases or concepts in order to identify keywords or themes (Welman, Kruger & Mitchell, 2005:221).

Many qualitative approaches focus on the identification of meaning, based on the content of the non-numerical material (Bergman, 2010:386). The interpretation of meaning is based, not only on the content of a text, but also on the content within which text was produced and within which the researcher studies the text (Bergman, 2010:386). Struwig and Stead (2007:169) assert that data analysis methods enable the researcher to organize and bring meaning to the large amount of data.

4.4.1. Coding

Different sections in the questionnaire required a variety of responses. The following scales were used and coded as set out in SPSS: Strongly Agree=1, Agree=2, Disagree=3 and Strongly Disagree=4. Recording and computing was done through the use of SPSS during the process of data analysis. The results from the open ended questions were coded according to the identified themes from the responses.

4.5. Limitation of the study

This study was limited to the Mandeni municipality and its rural community. As a result the findings of this study would not be generalized to the whole population of local government and other rural communities except those in the Mandeni Municipality. The study focused on the municipality and community partnership towards sustainable community development

4.5.1. Non-response

This study experienced an unforeseen circumstance of none response from most respondents, in particular Municipality Councillors. Response problems in research arise when researchers do not get an adequately filled questionnaire as well as no information from the targeted units in the sample (Cornish, 2002:1). He further asserts that none response has two effects on statistical results. Firstly it contributes to an increase in sample variance of estimates as the effective sample size is reduced from that originally. Secondly, it contributes to bias of estimates when non-respondents differ from respondents in characteristics measured. None is a result of various things such as noncontact of targeted respondents, partial or total refusal to participate. It would be unwise for the researcher to assume the reason behind low response and nonresponse during the course of this study. However, the researcher did not have a direct contact with the respondents.

4.6. Ethical considerations

The researcher assured participant respondents from whom data was obtained that their identities would be kept strictly confidential. Furthermore, the researcher promised that at the conclusion of the study, any information that reveals the identity of individual participants in the research would be destroyed. As a result no information revealing the

identity of any individual is included in the final report or in any other communication prepared in the course of the study.

4.7. Summary

The chapter highlights the processes that the researcher adhered to when carrying out this study. It further highlights various methods that were used to collect and analyse the data into meaningful information. The chapter further highlights the limitations that were encountered by the researcher during the course of the study.

<div align="center">**Chapter Five**</div>

5. Presentation of Data and Discussion of Findings

5.1. Introduction

The previous chapter extensively discussed the processes followed during data collection from the Mandeni municipality. In this chapter, the analysed data is presented in detail in terms of frequencies and pie charts for the quantitative data. Qualitative data will be presented in the form of coded themes displayed in a table format and data elaborations.

5.2. Quantitative data presentation

The quantitative data presented below provides a clear picture of the municipality demographics as respondents provided their race, gender, occupation, and education status. Quantitative data has three sections, A, B and C. Section "A" contains respondent's biographic information. Section "B" presents the respondent's knowledge of municipal-community partnership, while section "C" presents the respondent's understanding of partnership and sustainable development.

5.2.1. Section A: Biographical Information

A1: Gender Distribution

<div align="center">**Table: 5.1. Gender**</div>

	Frequency	Percent	Valid Percent	Cumulative Percent
Male	8	88.9	88.9	88.9
Female	1	11.1	11.1	100.0
Total	9	100.0	100.0	

Figure: 5.1.
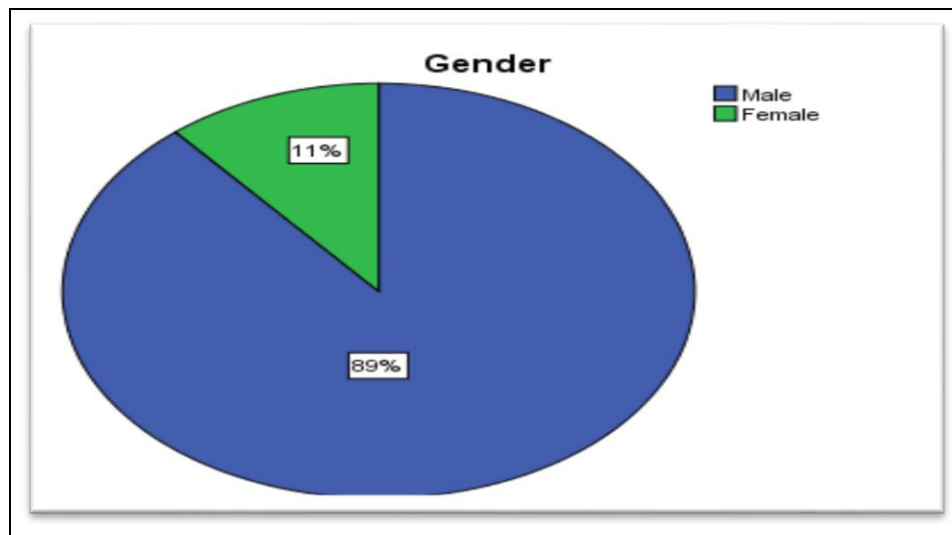
According to the above Table 5.1 and Pie Chart (89%) of the respondents in this study were males while (11%) of the respondents were females. This variation indicates that the municipality has more male than female employees in its upper echelons. However, gender distribution was not one of the factors probed by the study.

A2: Race Distribution

Table: 5.2. Race

	Frequency	Percent	Valid Percent	Cumulative Percent
African	7	77.8	77.8	77.8
Indian	2	22.2	22.2	100.0
Total	9	100.0	100.0	

Figure: 5.2.
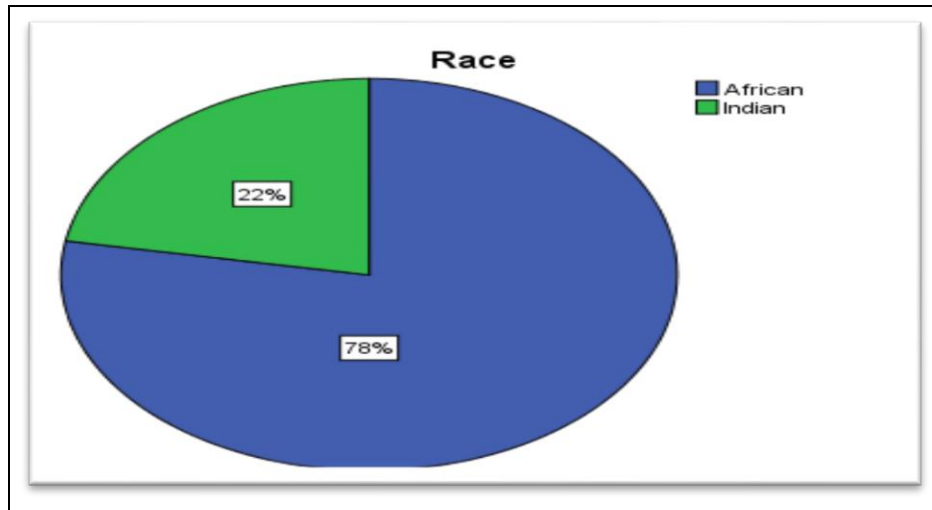
According to the above Table 5.2 and Pie Chart (78%) of the respondents were African while (22%) of the respondents were Indian. These results suggest that the municipality is dominated by African employees in comparison to other races.

A3: Occupation Distribution

Table: 5.3. Occupation

	Frequency	Percent	Valid Percent	Cumulative Percent
LED	1	11.1	11.1	11.1
Finance Official	1	11.1	11.1	22.2
Director	3	33.3	33.3	55.6
Manager	1	11.1	11.1	66.7
Municipal Official	1	11.1	11.1	77.8
Senior Librarian	1	11.1	11.1	88.9
Municipal Manager	1	11.1	11.1	100.0
Total	9	100.0	100.0	

Figure: 5.3.
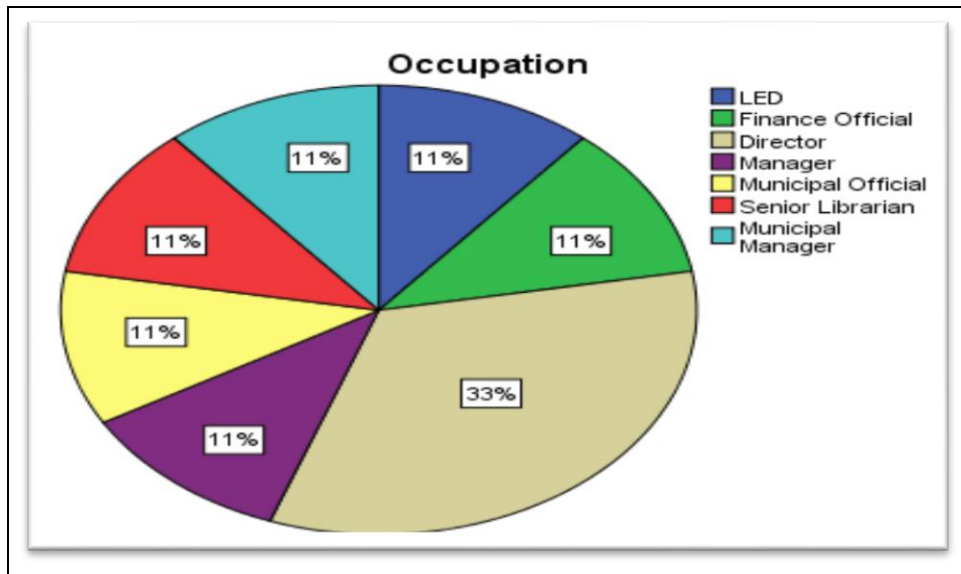
The above Table 5.3 and Pie Chart depict the occupation distribution of the respondents who participated in this study. More (33%) research participants were Directors of various spheres. Other participants were distributed evenly from different municipal departments, Finance (11%), LED (11%), Manager Community services (11) Senior Librarian (11%) and Municipal Manager (11%).

A4: Level of Education Distribution

Table: 5.4. Level of education

	Frequency	Percent	Valid Percent	Cumulative Percent
Diploma	1	11.1	11.1	11.1
Degree	8	88.9	88.9	100.0
Total	9	100.0	100.0	

Figure: 5.4.
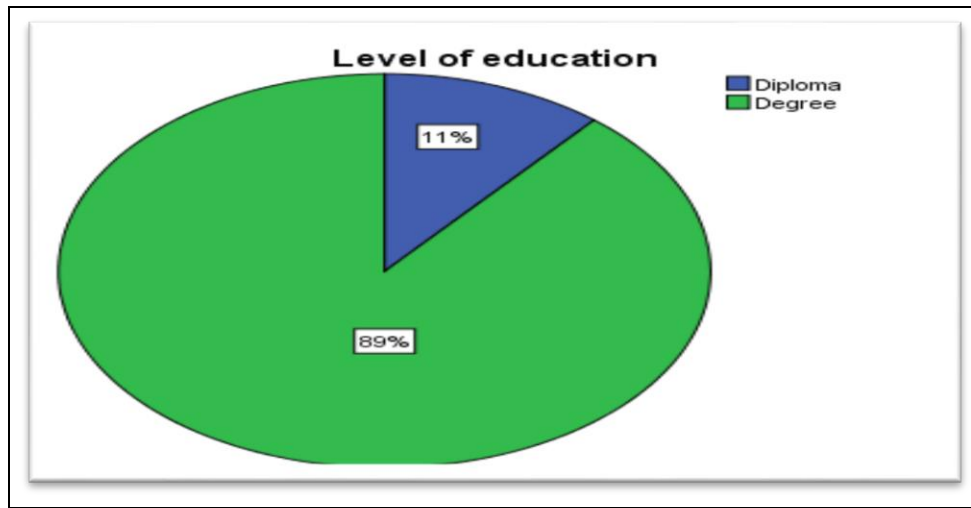
The above Table 5.4 and Pie Charts display the level of education distribution among research participants of this study. The results indicate that most of the respondents (89%) have education up to a degree level, while (11%) of the respondents have their education up to diploma.

5.2.2. Section B: Knowledge of Municipality Community Partnership

In this section respondents were given statements that allowed them to either disagree or agree with its truthfulness. The statements were designed to solicit the understanding of municipal community partnership from the research participants. This section contained five (5) statements (B1, B2, B3, B4, and B5).

B1: The municipality has established multiple partnerships with the rural community.

Table: 5.5. Multiple partnership

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	2	22.2	22.2	22.2
Agree	6	66.7	66.7	88.9
Disagree	1	11.1	11.1	100.0
Total	9	100.0	100.0	

Figure: 5.5.
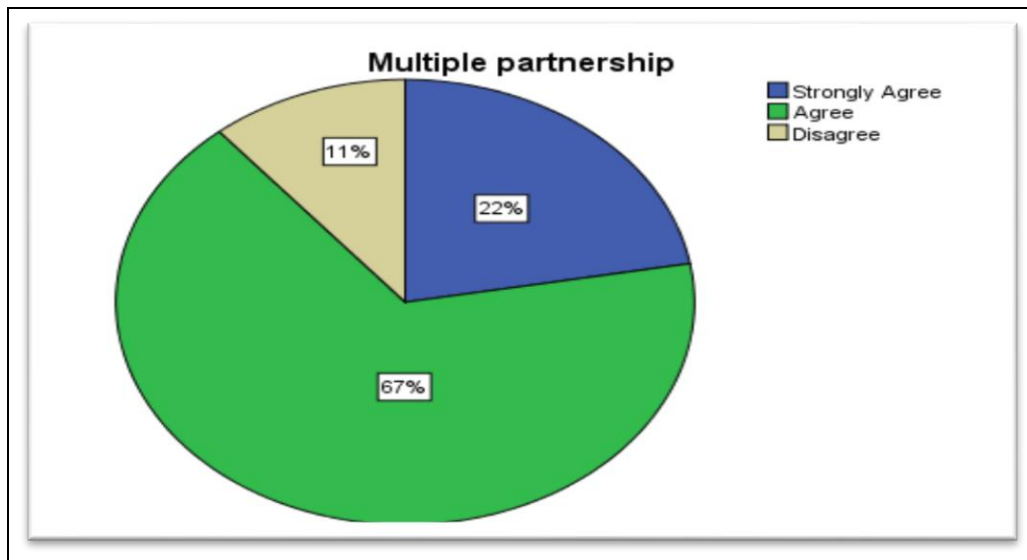
A significant number of respondents (89%), as depicted in Table 5.5 and Pie Chart above, agree that the municipality has established multiple partnerships with the rural community, about (11%) of the respondents disagree that the municipality has established multiple partnerships with the rural community. These results indicated that more municipality employees feel that the municipality has established multiple partnerships with the rural community.

These results affirm the suggestion by (Moshebi, 2012) that, in South Africa, local governments are keen to promote consultation with the community in connection with developmental planning. However, in contrast the findings by (Robbins, 2008) suggest that across South Africa's municipalities, there have been only limited attempts to build less structured strategic oriented partnerships with civil society stakeholders in the territories.

B2: The municipality supports rural community to sustain community development initiatives.

Table: 5.6. Municipality supports rural community

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	1	11.1	11.1	11.1
Agree	5	55.6	55.6	66.7
Disagree	3	33.3	33.3	100.0
Total	9	100.0	100.0	
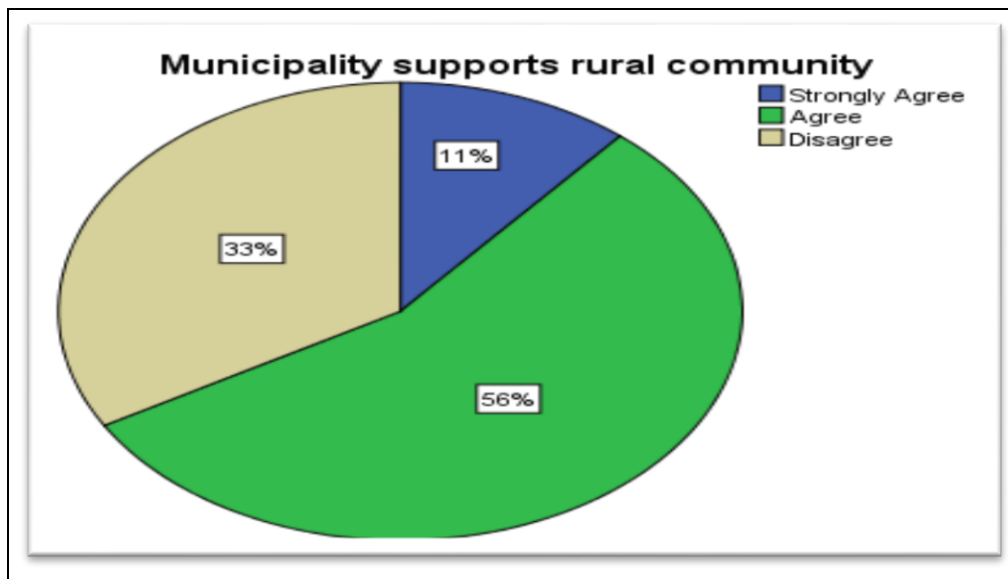
Most (67%) of the respondents, as depicted in table 5.6. and Pie Chart, agree that the municipality supports rural communities to sustain community development initiatives, while (33%) of the respondents disagree that municipalities support the rural communities to sustain community development initiatives. In these results, there is not much difference in the responses which might assist in ascertaining that the municipality supports the rural community to sustain community development initiatives.

This difference could suggest that the support of the municipality towards the rural community is not visible enough to be noticed by other municipality employees. These findings affirm the indication by Stewart and Gray (2009) that in order for the municipality to partner well with the community, the community must have at least some basic experience. This suggests that the community should receive support from the municipality to sustain community development.

B3: The municipality is battling to establish working relationship with rural communities.

Table: 5.7. Municipality battling to establish working relations

	Frequency	Percent	Valid Percent	Cumulative Percent
Agree	3	33.3	33.3	33.3
Disagree	4	44.4	44.4	77.8
Strongly Disagree	2	22.2	22.2	100.0
Total	9	100.0	100.0	

Figure: 5.7.
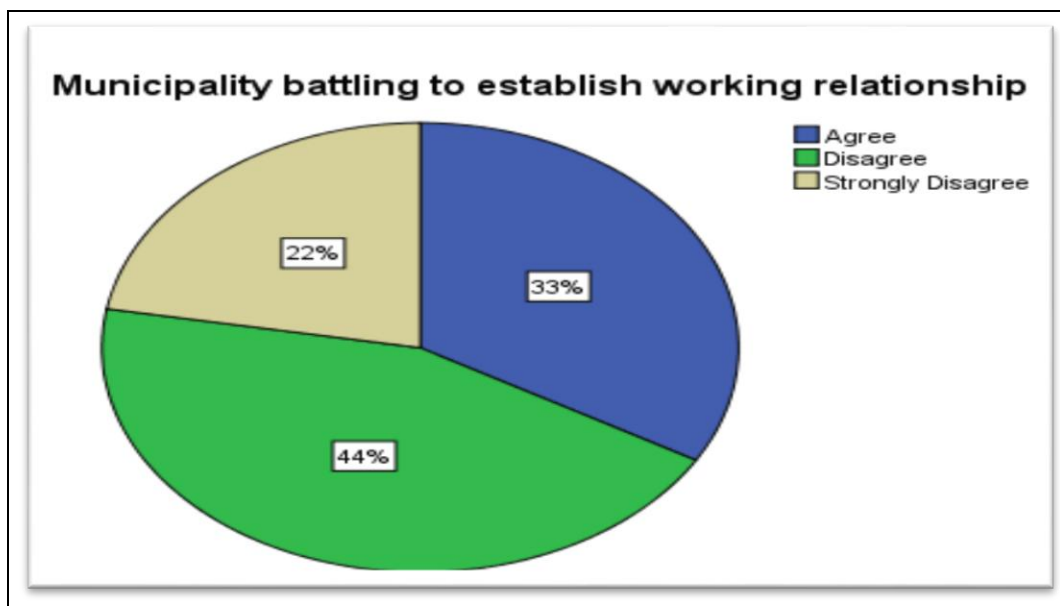
An overwhelming number (66%) of the respondents, as depicted in Table 5.7 and Pie Chart above, seem to disagree that the municipality is battling to establish working relationships with rural communities. The other (33%) of the respondents agrees with the fact that the municipality is battling to establish the working relationship with rural communities. These results suggest that the municipality is not battling to establish working relationships with the rural communities. Although Robbins (2008) has

suggested that across South Africa's municipalities, there have been only limited attempts to build less structured strategic oriented partnerships with civil society as stakeholders in their areas. The same may not be said about Mandeni municipality.

B4: The municipality does not have a policy regarding training of rural community on sustainable community development.

Table: 5.8. Municipality policy on training rural community

	Frequency	Percent	Valid Percent	Cumulative Percent
Agree	4	44.4	44.4	44.4
Disagree	5	55.6	55.6	100.0
Total	9	100.0	100.0	

Figure: 5.8.
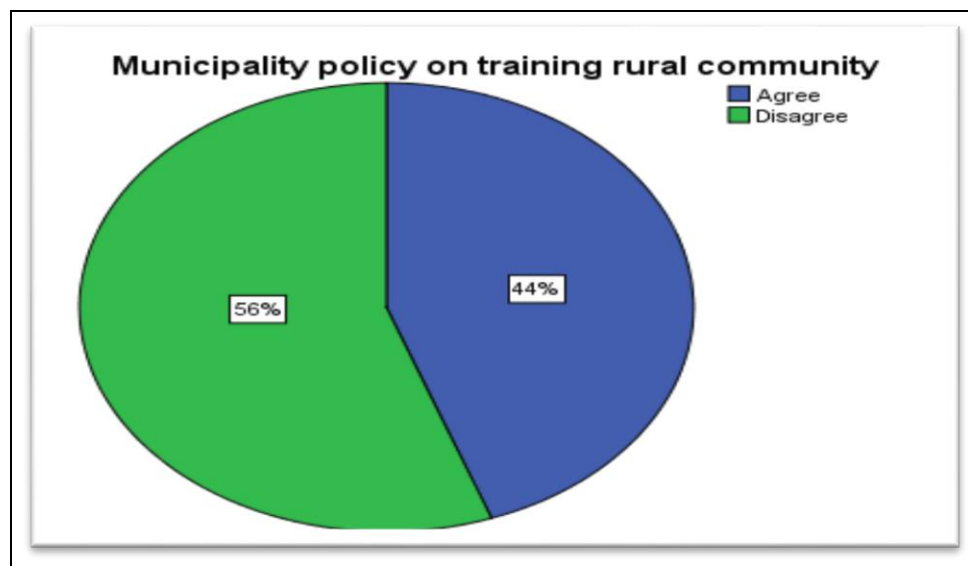
More (56%) respondents, as depicted in Table 5.8 and Pie Chart above, disagree with the fact that the municipality does not have a policy regarding training of rural communities on sustainable community development. Other respondents (44%) agree that the municipality does not have a policy regarding the training of rural communities on sustainable community development. The results do not have much difference in

terms of responses. This suggests that while other municipality employees are aware of certain policies others are not aware. Furthermore, the indication from these findings is that the rural community is being capacitated by the municipality to sustain community development.

B5: The municipality rarely prioritizes the establishment of municipal-community partnership.

Table: 5.9. Municipality rarely prioritizes municipal-community partnership

	Frequency	Percent	Valid Percent	Cumulative Percent
Agree	5	55.6	55.6	55.6
Disagree	3	33.3	33.3	88.9
Strongly Disagree	1	11.1	11.1	100.0
Total	9	100.0	100.0	

Figure: 5.9.
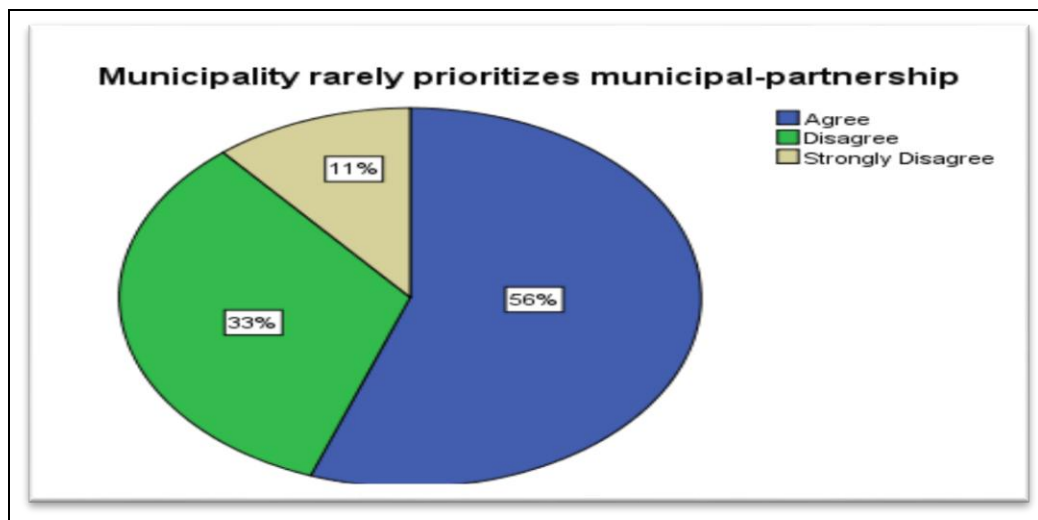
More respondents (56%), as depicted in Table 5.9 and Pie Chart above, seem to agree with the fact that the municipality rarely prioritizes the establishment of municipal-

community partnerships. About (44%) of other respondents disagree. The results show no significant difference in terms of responses. However it is evident that the establishment of municipal-community partnership is not a priority for Mandeni municipality. These findings also indicate that some municipalities, like the Mandeni Municipality, have yet to prioritise establishment of municipality community partnership for sustainable community development. Nicholson points out that South Africa was among other member state where there was an agreement that for sustainable development to be realized, it must be pursued within a framework of true partnership in decision-making and action among all stakeholders attending a World Summit for Sustainable Development in 2002 Johannesburg.

5.2.3. Section C: Partnership and Sustainable Development

In this section respondents were also given statements that allowed them to either disagree or agree to its truthfulness. The statements were designed to draw the understanding of partnership and sustainable development from the research participants. This section contained five (7) statements.

C1: Services offered by the municipality to assist rural community to sustain community development are limited.

Table: 5.10. Limited services to rural community

	Frequency	Percent	Valid Percent	Cumulative Percent
Agree	9	100.0	100.0	100.0

Figure: 5.10
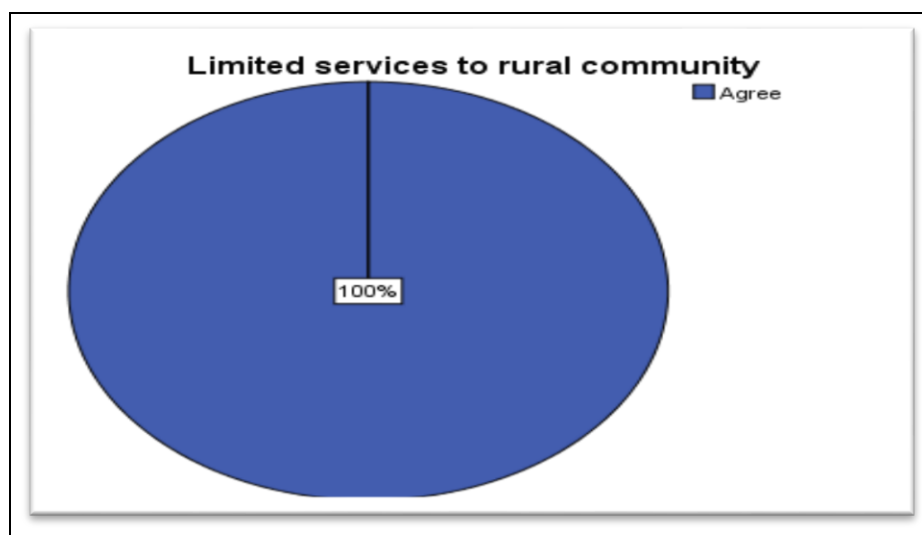
The results depicted in Table 5.10 and Pie Chart above indicates that all the respondents (100%) agree that the services offered by the municipality to assist the rural community to sustain community development are limited. These suggest that the rural community in the Mandeni municipality is receiving less community services. These results affirm the suggestion by Valeta and Walton (2008) that each municipality has a specific role which includes structuring and managing its administration, and budgeting and planning in order to promote social and economic development of the community. Therefore services to the rural community in the Mandeni municipality could be limited due to the structure of the municipality. However, the rural community will continuously expect the municipality to render sustainable services regardless of the structure.

C2: The municipality involves the community only during approval of integrated development plan.

Table: 5.11. Municipality involves the community during IDP approval

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	1	11.1	11.1	11.1
Agree	4	44.4	44.4	55.6
Disagree	2	22.2	22.2	77.8
Strongly Disagree	2	22.2	22.2	100.0
Total	9	100.0	100.0	

Figure: 5.11.
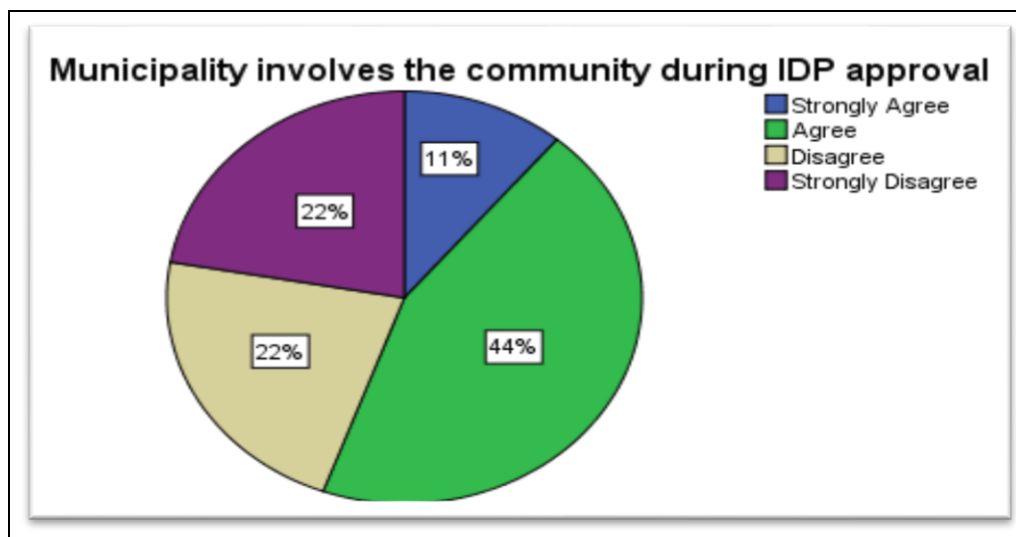
About (55%) of the respondents, as depicted in Table 5.11 and Pie Chart above, agree that the municipality only involves the community during approval of integrated development plan (IDP). The other (44%) of the respondents disagrees. These results suggest that the rural community and other communities under the Mandeni municipality may enjoy minimal consultation from the municipality regarding its own

community development needs. A suggestion by Moshebi (2008) indicates that consultation during IDP formulation should only be regarded as a limited form of public participation that may invite referendum-like approval of a plan or decision, or may structure dialogue in a limited way. Another factor that leads to this practice was shared by Tshabalala and Lombard (2009) that communities are not homogenous, which might make it difficult to convince them to reach consensus on certain issues. However, in such a situation Rogers *et al.* (2008) argue that municipalities should also consider supplying skilled development facilitators who will employ conflict management techniques to address arising conflict.

C3: The municipality-community partnership empowers the community to sustain its own development initiatives.

Table: 5.12. Municipality community partnership empowers the community

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	2	22.2	22.2	22.2
Agree	4	44.4	44.4	66.7
Disagree	3	33.3	33.3	100.0
Total	**9**	**100.0**	**100.0**	
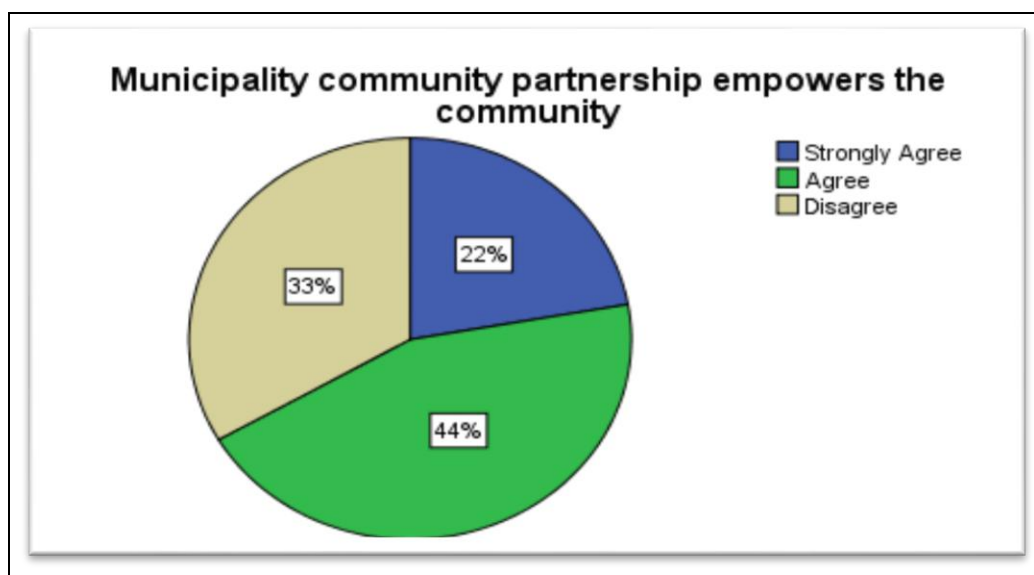
Sixty six percent (66%) of the respondents, as depicted in Table 5.12 and Pie Chart above, agree with the fact that municipality-community partnership empowers the community to sustain its own development initiatives. The other (33%) of the respondents feels that municipality-community partnerships do not empower the community to sustain its own development initiatives. More respondents think that municipality-community partnerships can empower the community to sustain its own community development initiatives. These results affirm the findings by Cranko and Khan (1999) that entering into partnerships could lead to community empowerment, representation of the interests and needs of the poor communities in decision making processes and structures of governance.

C4: Municipality-community partnership assists communities to implement sustainable community development.

Table: 5.13. Municipality-community partnership assist to implement sustainable development

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	2	22.2	22.2	22.2
Agree	5	55.6	55.6	77.8
Disagree	2	22.2	22.2	100.0
Total	**9**	**100.0**	**100.0**	

Figure: 5.13.
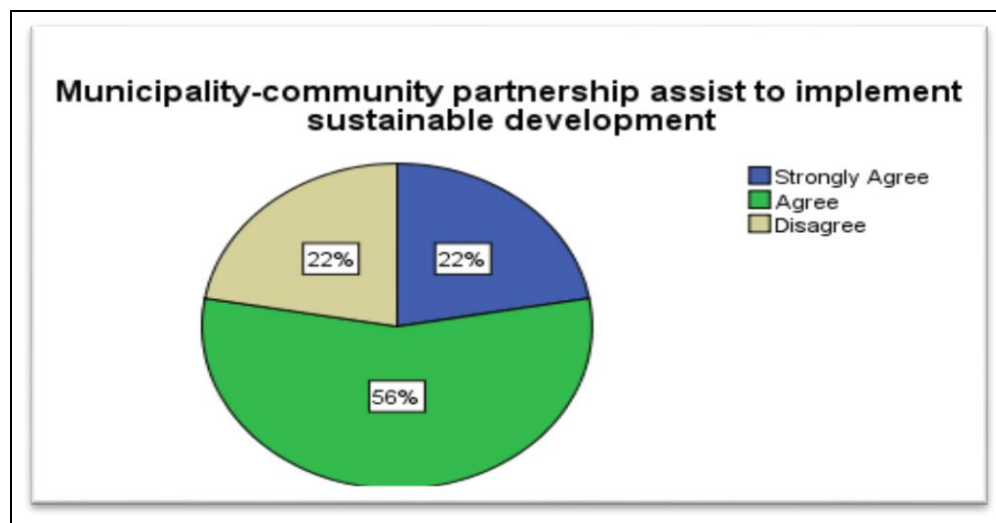
Seventy eight percent (78%) of the respondents, as depicted in Table 5.13 and Pie Chart above, agree that municipality-community partnerships assist to implement sustainable community development. Other (22%) respondents disagree that municipality-community partnership could assist to implement sustainable community development. These results indicate that more municipality employees believe that municipality-community partnership could assist to implement sustainable community development.

C5: The rural community does not know how to sustain its own development initiatives.

Table: 5.14. Community does not know how to sustain its development

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	1	11.1	11.1	11.1
Agree	6	66.7	66.7	77.8
Disagree	2	22.2	22.2	100.0
Total	9	100.0	100.0	

Figure: 5.14.
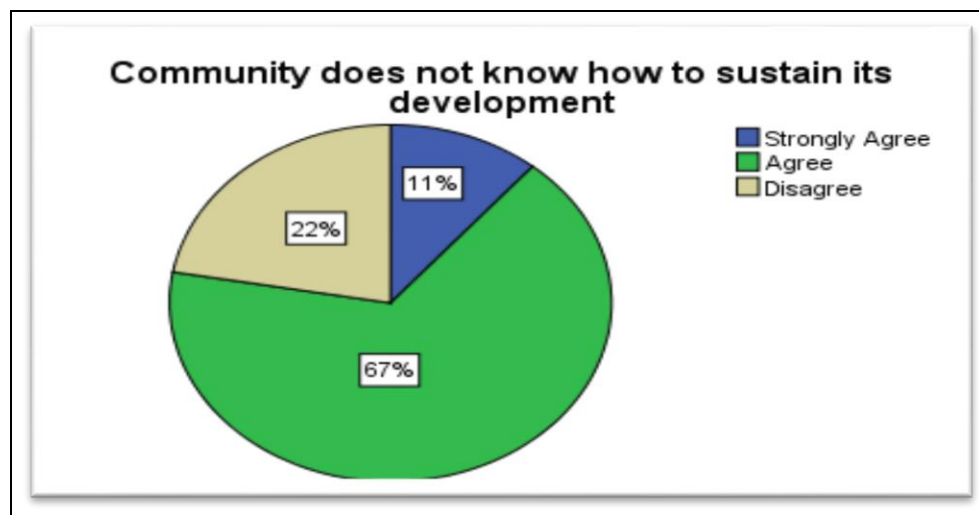
Seventy eight percent (78%) of the respondents, as depicted in Table 5.14 and Pie Chart above, agree that rural communities do not know how to sustain their own development. Other (22%) respondents believe that rural communities know how to sustain their own development. More respondents feel that the rural communities do not have the necessary skills to sustain their own community development. Findings by Rogers *et al.* (2008) suggest that this could be caused by, among other things, the fact that in many developing countries people believe that if the government initiates a project it has also to maintain the infrastructure.

C6: The rural community does not support municipality development initiatives.

Table: 5.15. Rural community does not support municipality development

	Frequency	Percent	Valid Percent	Cumulative Percent
Agree	1	11.1	11.1	11.1
Disagree	7	77.8	77.8	88.9
Strongly Disagree	1	11.1	11.1	100.0
Total	9	100.0	100.0	

Figure: 5.15
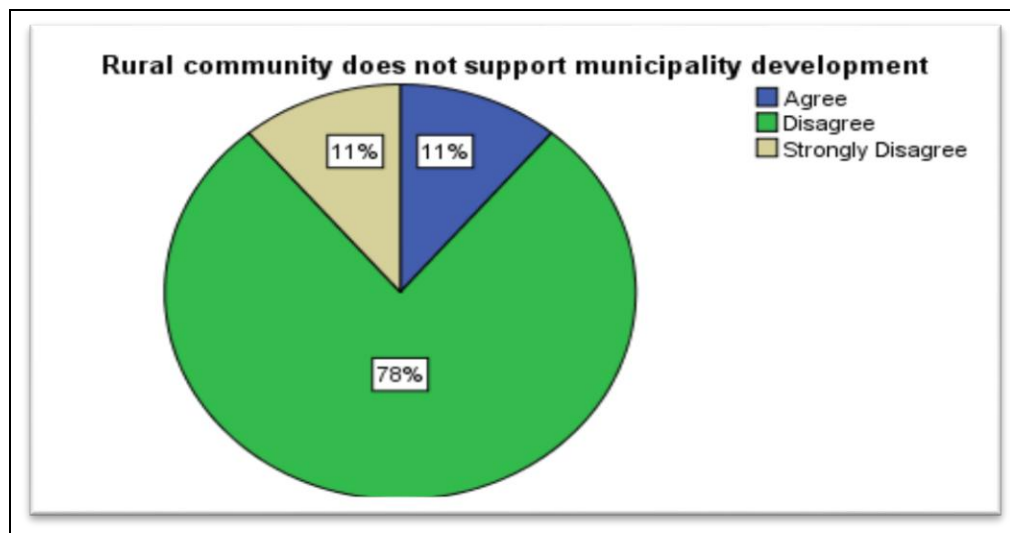
Eighty nine percent (89%) of the respondents, as depicted in Table 5.15 and Pie Chart above, disagree with the fact that rural communities do not support municipality development initiatives. Other (11%) respondents agree that the rural community does not support municipality development initiatives. The findings by Rogers *et al.* (2008) supports by positing that proving the communities with a meaningful role during decision making may assist them to develop a psychological sense of ownership of the initiative and thus feel motivated to sustain it. Therefore the Mandeni municipality should

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continue to value rural communities and in return the sustainable community development goal being achieved.

C7: The development initiatives from the municipality to the rural community are not sustainable.

Table: 5.16. Development initiatives from municipality to rural community

	Frequency	Percent	Valid Percent	Cumulative Percent
Agree	4	44.4	44.4	44.4
Disagree	4	44.4	44.4	88.9
Strongly Disagree	1	11.1	11.1	100.0
Total	9	100.0	100.0	

Figure: 5.16.
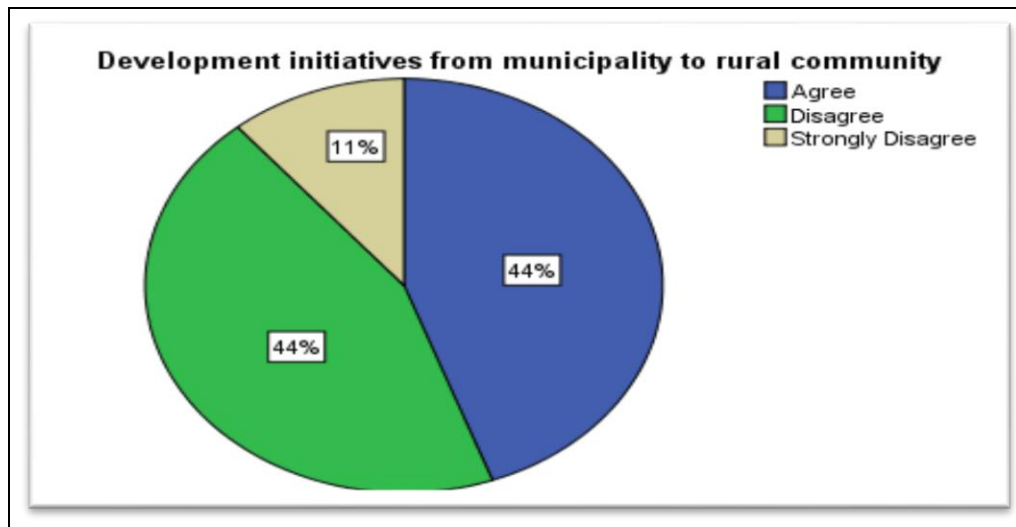
About (55%) of the respondents, as depicted in Table 5.16 and Pie Chart above, disagree with the fact that the development initiatives from the municipality to the rural community are not sustainable. Other (44%) respondents agree that development initiatives by the municipality to the rural community are not sustainable. These results

suggest that the development initiatives by the municipality to the rural community are sustainable; this is part of the municipality obligation. However, this could not be conclusive given the sample size of the study and the participant bias.

5.3. Qualitative data presentation

This section contained qualitative questions aimed at soliciting the respondent's perception on municipality-community partnership and sustainable community development. The qualitative section is further divided into two sections D and E. These sections are discussed in a sequential form, and each section has its main themes and sub-themes. Both D and E have four main themes as well as several other sub-themes.

5.3.1. Section D: Perceptions on municipal-community partnership

D1. Theme I: The structures used to prioritise sustainable community development.

The following sub-themes emerged from the responses of the respondents:

- Integrated Development Plan
- Sector Plans
- Spatial Development Plan
- Meetings

Respondents expressed various opinions regarding the manner in which the municipality structures its priorities to ensure that there is sustainable development. However, integrated development plan (IDP) was cited by the respondents as another strategy that the municipality may use to structure its priorities to ensure that there is sustainable community development. Respondents further indicated that during the period of preparing IDP, the municipality is able to prioritise community needs thus enabling better sustainable community development. Other respondents indicated that the municipality may also rely on sector plans to structure its priorities to ensure sustainable community development. Few respondents indicated that the municipality uses public meetings as the means to structure its priorities to also ensure that there is sustainable community development. Only one respondent indicated that the municipality also relies on spatial development plan.

Abrahamse (2002) pinpointed that the IDP is a process through which municipalities prepare a strategic development plan for a five-year period. By law every new council after the local government elections has to prepare the IDP document. The findings indicate that in the Mandeni municipality's case its IDP document sets out the priorities of the municipality towards ensuring that services are rendered to the community. However, the municipality should further put emphasis on sustaining the services rendered to the community. This could be done by including sustainable community development in the IDP as another area where municipality and the community have to work towards achieving.

D2. Theme II: Advantages of municipality and rural community partnership.

The following sub-themes emerged from the responses of the respondents:

- Capacity building
- Community projects
- Co-operation
- Strengthening the relationship
- Ownership
- Accurate planning

Respondents provided various responses and indicated that municipality and rural community partnerships would help by capacitating the community to sustain community development. Respondents believe that if the community is provided with proper mentorship on sustainable development, it would be able to sustain its own development. Other respondents believe that the partnership would help by improving community projects. Other respondents feel that the partnership would encourage co-operation among community members on sustaining community development. Respondents further indicated that the municipality community partnership will help by strengthening the relationship between the municipality and rural communities on community development issues. Respondents believe that if there is a strong relationship, it would be simpler to sustain community development. Another respondent stated that "*the relationship would enhance community ownership of the development initiative and better sustain it for future generation*".

Another respondent indicated that the partnership would help by enforcing better planning by the municipality towards community development needs. The respondent believed that if there is better planning, there would be better services rendered which would be easier to sustain. The responses from the respondents indicate that there is a need for municipality and community to complement each other in terms of skills to ensure that there is sustainable community development through partnership. The suggestion by Cranko and Khan (1999) is that the South African government's motivation for partnerships with civil society organisations stems evolves from retrospection and recognition of its own human, financial and technical constraints in delivering development. Therefore municipality and rural community partnership will bring about new sets of skills to the community and some municipality officials on sustaining of community development.

D3. Theme III: Other partnerships from which the municipality has benefited.

The following sub-themes emerged from the responses of the respondents:

- Private sector partnership
- Intergovernmental partnership
- Development agencies
- No knowledge

Various responses were provided by the respondent. It was indicated by the respondents that the municipality has benefited from the private sector partnership. Other respondents indicated that the municipality has benefited from the intergovernmental partnerships wherein the municipality works together with other governmental departments. Furthermore respondents indicated that development agencies have also contributed to the benefit of the municipality. Other respondents indicated that they are not aware of any form of formal partnership within the municipality. Cranko and Khan (1999) suggest the following as the benefits that municipalities could derive from partnerships:

- Cost-effective service delivery and better value for money as alternatives to direct service provision.

- To deepen democracy, partnerships are perceived as essential to cultivate a participative ethos which enhances democratic relations through community based development and advocacy.
- Supplementing capacity or extending service delivery. Partnerships supplement their capacity to deliver services and fill gaps. Municipalities typically allocate a specific sum of money to support voluntary bodies.

D4. Theme IV: Community benefits from partnering with the municipality.

The following sub-themes emerged from the responses of the respondents:

- Socio-economic projects
- Need based programmes
- Funding models
- Better services
- Awareness
- Enhanced well-being

It was indicated by respondents that the community can benefit from socio-economic projects. This means if there is an effective municipality community partnership; there would be more strategic programmes that would benefit the community even in terms of creating employment opportunities. Other respondents highlighted that the community would benefit by receiving need based programmes and improved services. This suggests that if the community works together with the municipality, it would be easier for the community development needs to be prioritized.

Respondents also highlighted that the partnership would enhance the community awareness on the importance of community involvement in development programmes and sustainability of community development. The partnership will further enhance the well-being of the community as the community will be receiving services that are of necessity to the community. Cranko and Khan (1999) further suggest the following as the benefit which the community could gain from being in partnership with municipalities or governmental institutions:

- Innovation; CSOs are often motivated by the potential to innovate through working in partnerships.

- Sustainable service delivery to improve access to services; partnerships to encourage more efficient and effective use of scarce financial resources with a view to ensuring that development resources do reach targeted groups.

- Community empowerment; representation of the interests and needs of the poor in decision making processes and structures of governance.

- Monitoring and advocacy; partnerships to monitor progress to meet basic service needs, to ensure policy is implemented and promote transparency. Cranko and Khan (1999:27-28).

5.3.2. Section E: Potential barriers to effective partnership

E1. Theme I: Barriers to municipality-community partnership.

The following sub-themes emerged from the responses of the respondents:

- Lack of co-operation
- Lack of knowledge
- Lack of skills
- Lack of resources
- Lack of accessibility
- Literacy
- Understaff

Various responses were provided by the respondents with more emphasizes on the lack of co-operation from the community as a major barrier to effective municipal-community partnership. Lack of knowledge on partnership among community members as well as municipality officials was also cited as another barrier to effective partnership. Respondents continued that inadequate skills for establishing and managing partnerships among the community members as well as municipality officials are a barrier to effective partnership. Respondents also highlighted that shortage of resources in terms of financial capital and other resources has caused a problem in the establishment of partnership.

Literacy, inaccessibility and understaffing were also cited as barriers to the establishment of partnership. Furthermore respondents revealed that some rural areas are not easy accessible a factor that causes a problem for the municipality to reach out to such a community. Other respondents indicated that the municipality is understaffed in the community section; as a result effective partnership cannot be established. These results affirm the findings by Crank and Khan (1999) which that indicate that the dominant barrier to successful municipal-community partnership in South Africa is the municipality capability.

Cranko and Khan (199) further outline the following barriers to municipal-community partnership:

- There is deficiency of capacity in municipalities to establish appropriate principles, service standards contracts and to monitor the output of MCP;
- In most municipalities there is a lack of financial and management capacity needed to engage in partnerships;
- There is an inability of service providers to make a paradigm shift necessary to become a local government service delivery agent.
- Service providers tend to rely on strong individuals thereby jeopardising the sustainability of the partnership.
- Political divisions or conflict within communities constraints the establishment of community partnerships.
- Many municipality officials and councillors have limited knowledge about the transformation agenda, alternative service delivery methods and strategies such as municipality-community partnership.
- Other municipality officials resist the engagement with service providers because they lack the experience or have negative experience.

E2. Theme II: Barriers to sustainable community development.

The following sub-themes emerged from the responses of the respondents:

- Resources
- Training
- Personnel
- Unemployment
- Capacity and mentoring
- Greediness
- Communication and non-participative

The scarcity of resources appeared as the major contributor to the lack of sustainable community development in the rural areas under Mandeni Municipality. Respondents further highlighted lack of capacity from municipality officials to ensure continuous sustainable community development as another barrier. Other respondents cited lack of community mentorship programmes, which can assist to enlighten the community about sustainable community development, as a barrier to sustainable community development. Respondents cited people who are unemployed within rural communities were also by the as a barrier to sustainable community development.

Respondents believe that unemployed people tend to vandalise community development and other necessary infrastructures. Respondents further revealed that there is a shortage of well trained personnel to facilitate the concept of partnership and sustainable community development. This creates a problem on the way of sustainable community development. Respondents also cited communication problem and non-participative behaviour from the community as a barrier to sustainable community development. Greediness was also cited by the respondents as another barrier to sustainable community development. In this instance some people will tend to expect and use community development to serve their interest.

Another backlog inhibiting sustainable community development was cited by Rogers *et al.* (2008). They point out that in many developing countries people believe that if the government initiates a project it has also to maintain the infrastructure. Furthermore the

municipality should also be mindful that community support and sense of community ownership are crucial to the success of any community project (Mphahlele & Maepa 2003). Community buy-in will further enhance the opportunities of continuous sustainable community development in the Mandeni municipality area.

E3: Theme III: Strategies to strengthen municipality-community partnership.

The following sub-themes emerged from the responses of the respondents:

- Meetings
- Education & Training
- Forums
- More resources
- Support
- Agreement

In the responses frequent community meetings were suggested by the respondents as another way in which municipality-community partnership can be strengthened. In this process the community would be enlightened about the importance of co-operation when community development initiatives are introduced. Respondents further indicated that community meetings will also provide an opportunity for the municipality officials and community leaders to develop strong relationships. Respondents emphasized the point of education and training of certain municipality staff and community leaders on sustainable development and municipality-community partnerships.

Respondents believe that in order for the municipality and rural community to establish effective partnerships, a structured education and training programme has to be put in place. Other respondents suggested the establishment of appropriate forums, additional resources, and full support for the rural community as a condition for establishing a memorandum of understanding. The respondents highlighted most factors that are supported by suggestions of various researchers (Cranko & Khan 1999; Rogers *et al*. 2008, and Tshabalala & Lombard, 2009). The results here indicate that the Mandeni municipality official should be aware that the municipality has to play a lead role in the

establishment of effective municipality community partnership. Furthermore, it is evident from the data analysed that the rural community needs some form of training on sustaining of community development.

E4: Theme IV: Strategies that can ensure sustainability of community development.

The following sub-themes emerged from the responses of the respondents:

- Resources expansion
- Stakeholder
- Relevancy of programmes
- Better communication
- Improving literacy

Upon the responses respondents suggested that in order to ensure sustainability of community development there must be more resources to assist with sustaining community projects. The respondents expressed concerns of financial constraints and lack of skills to ensure sustainable community development. Respondents further expressed a preference for the improvement of communication by the municipality to the rural communities. This can be improved by increasing the visibility of municipality representatives in the rural areas within the municipality.

The municipality can further educate the community about caring for its own development and protecting its infrastructures against vandalism and theft. Respondents also expressed various suggestions that must be implemented to ensure sustainability of community development ranging from involving of stakeholders and improving literacy among community members. Another respondent indicated that the municipality should also strive to implement a community needs based development as this would enhance the chances of the sustainability of the development by the community.

5.4. Summary

This chapter has provided an analysis of the collected data, and the findings thereafter. It is evident from the results that the municipality community partnership is essential for sustainable community development. Results further indicate that rural communities in Mandeni municipality need more training in sustainable community development in order to sustain their own development. Furthermore, the results indicate that the municipality also lacks the capacity of establishing effective partnership with rural communities, due to various factors as above indicated. The next and concluding chapter deals with the conclusions and recommendations.

Chapter Six

6. Conclusion and Recommendations

6.1 Introduction

This chapter gives the conclusions of the study. The objectives and research questions are presented. Thereafter, recommendations are discussed.

6.2. Research Objectives

This study had three research objectives. Each objective is discussed separately below.

6.2.1. Objective one was to establish whether the partnership between Mandeni local municipality and rural community empower the community to sustain its community infrastructure.

The study achieved this objective and discovered that respondents had mixed responses on the issue of whether partnerships between the Mandeni municipality and the rural community empower them to sustain its community infrastructure. Quantitative results indicate that, the rural community does not know how to sustain its community development initiatives. Therefore, even if there is a partnership between the municipality and the rural community in the Mandeni municipal area, the partnership has by no means empowered the rural community to sustain its community infrastructure.

However, a study of the answers from the respondents is that municipality and rural community partnership may empower the rural community to sustain its own community development. Respondents further suggested that there is a lack of capacity from the municipality and the rural community to establish effective partnership towards a sustainable community development. The quantitative results indicate that the services from the municipality in assisting the rural community to sustain community development are limited.

6.2.2. Objective two was to determine the process through which municipality prioritises its services for sustainability purpose.

The study achieved this objective and discovered that the Mandeni municipality relies on the Integrated Development Plan (IDP) processes to prioritise its services to the

community. The study also discovered that the municipality renders community services in a sustainable manner.

6.2.3. Objective three was to identify the challenges that hamper the sustainability of community infrastructure of the Mandeni rural community.

The study discovered that there are various factors that hamper the sustainability of community infrastructure. Unemployment is among the factors that hamper the sustainability of community infrastructure. Respondents feel that unemployment has created thieves who do not appreciate development in the community. Lack of community mentoring programmes on sustainable community development was also highlighted as an additional challenge that has hampered the sustainability of community infrastructure. Respondents felt that in order to inculcate the culture of the sustainability of community infrastructures, the community has to be mentored appropriately. Thus respondents recommended mentorship programmes and the provision of sufficiently skilled municipal officials to facilitate the programme.

6.3. Research Questions

This study had four research questions. Below is the discussion reflecting the research findings per each research question.

6.3.1. Research question one: how effective has been the partnership between the Mandeni municipality and the rural community towards empowering the community to sustain community infrastructure?

The qualitative and quantitative results suggest that the partnership between Mandeni municipality and rural community towards empowering the community to sustain community infrastructure has not been effective. The results further indicate that the rural community does not know how to sustain its own community infrastructure. This is an indication that the partnership between these parties has not empowered the rural community with skills and knowledge to sustain its community infrastructure.

6.3.2. Research question two: what are the linkages between the Mandeni municipality and rural community in terms of sustainability of public infrastructures?

The results suggest that IDP and public meetings are the means by which the municipality tries to engage the community to sustain community infrastructure. However, the results also indicate that there seem to be minimal consultation of the rural community. Other researchers suggest that this is caused by the fact that the community is not homogeneous and that politics plays a role in dividing the community's unity. Other researchers suggest that it remains incumbent upon the municipality to send a well skilled individual to manage conflict and bring the community together.

6.3.3. What are the challenges encountered in the process of ensuring sustainability of community infrastructure?

The results suggest that various factors pose a challenge on sustainability to the community infrastructures. Factors like lack of resources, untrained staff and community involvement play a significant part. In addition unemployed community members, lack of community mentorship programmes, greediness and communication problems as well as non-participative communities are among other constraints that the municipality has encountered in the process of ensuring sustainability of community infrastructure. The municipality profile further indicates that the municipality is experiencing vandalism and theft of certain community development infrastructures.

6.3.3. What can be done to strengthen or establish the partnership between Mandeni municipality and rural community in order to enhance sustainability of community infrastructure?

The results indicate that something has to be done to strengthen the partnership between the Mandeni municipality and the rural community in order to enhance sustainability of community infrastructure. Respondents cited more effective community meetings, education and training of municipality staff and community members on sustainable community development, new public forums to be established in order to improve municipality and rural community partnerships. More resources are needed. As a result other stakeholders are required to engage to seek sponsorship. Furthermore, respondents indicate that the community must be offered unending support from the

initiating phase up to monitoring and evaluation of the community projects. The respondents further indicated that there should be a memorandum of understanding between the community and the municipality on sustainable community development. This will assist to reinvigorate the partnership between the rural community and the municipality.

6.4. Conclusion

The Municipality-community partnership has been touted as one of the effective strategies to ensure sustainable community development. The study has demonstrated that any partnership for sustainable community development without proper skills from the community members as well as municipality officials will be ineffective. It is evident from the study, that rural community from Mandeni municipality has not been fully empowered with skills necessary to sustain their own community development. The shortage of skilled personnel from the municipality to facilitate mentorship programmes for the rural community on sustainable community development can be ascribed to the inefficiency of municipality community partnerships.

Evidently, through literature and the findings of the study, a municipality and rural community partnership is a relevant strategy towards implementing sustainable community development. As the closest government institution to the people, the municipality has to learn new ways of dealing with the community diversity. In order to establish an effective municipality community partnership, the municipality has to take a leading role into engaging all relevant stakeholders. Normally, many rural communities may be reluctant to participate in municipality activities. However, the responsibility to change that behaviour rests with the municipality.

Establishing this partnership will benefit both the rural community and municipality in many ways. The rural community stands to acquire appropriate skills that would assist it to sustain community development, while the municipality will get an opportunity to focus on other future endeavours. It is therefore imperative that the Mandeni municipality prioritise issues of sustainable community development through partnership.

6.5. Recommendations

Part of the significance of this study is in its provision of useful solutions that can solve the problems around the establishment of effective partnership that would ensure sustainable community development. The following recommendations, based on the findings established in the course of this study, are made:

- The study discovered that sustainable community development is not part of the municipality priorities. Thus the study recommends that municipality should consider sustainable community development as a major priority to ensure that infrastructure is available even for future generation.

- The municipality should target relevant stakeholders to community development such as Nongovernmental Organisations, Multinational Corporations, and Community Based Organisations for additional assistance to achieve sustainable community development.

- The study established that the municipality struggles to form partnerships with rural communities. Thus the study recommends that municipality should strive to strengthen its strategies of community engagement in order to establish effective partnerships with the rural community.

- The study established that the municipality is experiencing the shortage of staff regarding the facilitation of community sustainable development through partnership. Thus the study recommends that the municipality should recruit more municipality officers who would be responsible for ensuring sustainability of community development through partnerships.

- The study further discovered that there is a deficiency of specialist on community sustainable development from the municipality. Thus the study recommends that the municipality should strive on scouting for community development specialists who will work towards ensuring that all community infrastructures rendered by the municipality are sustained through partnering with the owners of development- the community.

- In terms of future study, the researcher recommends that data should be collected through contact interview. In case a questionnaire is used, the researcher should make an appointment with all targeted participants and fill the

questionnaire concurrently with the interview. This will assist to avoid the challenge that was encountered while conducting this study.

- Further studies should include the community leaders that are not based on the municipality and the general municipality employees.

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Appendices A: Questionnaire

Dear Respondent,

MA Community Work
Researcher: Mr. BB Mdletshe (0726139858)
Student No: 206000542
Supervisor: Prof N H Ntombela (035 9026660)

Title of Survey

Partnership as a strategy in implementing sustainable community development in
Mandeni Municipality

The purpose of this survey is to solicit information from respondents regarding the partnership between Mandeni Municipality and Rural Community towards sustainable community development. The information you provide us will go a long way in helping us determining whether the partnership between the municipality and rural communities empower the community to sustain community development initiatives. The questionnaire should only take 15-20 minutes to complete. In this questionnaire you will be giving your own opinions based on the knowledge on the municipality community partnership. Kindly work as fast as you possibly can. If you wish to make a comment please write it directly on the booklet itself. Make sure not to skip any questions.

Thank you for participating!

Section A: Biographical information

Gender:

Male		Female	

Race:

African	
Coloured	
Indian	
White	
If other (specify)	

Occupation:

Level of education:

Grade 12		Certificate		Diploma		Degree	

SECTION B: KNOWLEDGE OF MUNICIPAL COMMUNITY PARTNERSHIP

Draw a cross in the block that expresses your opinion most accurately i.e. Disagree

X

	Strongly agree	agree	Disagree	Strongly disagree
1. The municipality has established multiple partnerships with the rural community.				
2. The municipality supports rural community to sustain community development initiatives.				
3. The municipality is battling to establish working relationship with rural communities.				
4. The municipality does not have a policy regarding training of rural community on sustainable community development.				
5. The municipality rarely prioritises the establishment of municipal-community partnership.				

SECTION C: PARTNERSHIP & SUSTAINABLE DEVELOPMENT

	Strongly agree	agree	Disagree	Strongly disagree
6. Services offered by the municipality to assist rural community to sustain community development are limited.				
7. The municipality involves the community only during approval of integrated development plan.				
8. The municipality-community partnership empowers the community to sustain its own development initiatives.				
9. Municipality-community partnership assists to implement sustainable community development.				
10. The rural community does not know how to sustain its own development initiatives.				
11. The rural community does not support municipality development initiatives.				
12. The development initiatives from the municipality to the rural community are not sustainable.				

SECTION D: PERCEPTIONS ON MUNICIPAL-COMMUNITY PARTNERSHIP

1. How does the municipality structure its priorities to ensure that there is sustainable community development?

_____
_____
_____
_____
_____
_____

2. How can the municipality and rural community partnership help to implement sustainable development?

_____
_____
_____
_____
_____
_____

3. Has the municipality benefited from other partnerships, other than that of the community? Substantiate your answer.

_____
_____
_____
_____
_____
_____

4. How would the community benefit from partnering with the municipality for sustainability of community infrastructure?

_____
_____
_____
_____
_____
_____

SECTION E: POTENTIAL BARRIERS TO EFFECTIVE PARTNERSHIP

1. Name major barriers to the effectiveness of the municipal-community partnership.

_____
_____
_____
_____
_____
_____

2. What has been the barrier to sustainable community development?

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_____
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_____
_____
_____

3. How can the municipal-community partnership be strengthened?

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_____
_____
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_____
_____

4. What can be done to ensure sustainability of community development?

_____
_____
_____
_____
_____
_____

--------END------

Appendices B: Letter to request permission to conduct the study

December 7, 2012

To Whom It May Concern:

PERMISSION TO CONDUCT RESEARCH AS PART OF THE M A COMMUNITY WORK

Name: Bonga Blessing Mdletshe

Student No: 206000542

Dissertation Topic: Partnership as a strategy to implement sustainable community development in Mandeni Municipality

It is a requirement of our M A qualification that all students undertake a practical research project, in their final year of study.

Typically this project will be a "practical problem solving" exercise, and necessitate data gathering by questionnaires or interviews. Your assistance in permitting access to your organization for purposes of this research is most appreciated. Please be assured that all information gained from the research will be treated with the utmost circumspection. Further, should you wish the result from the thesis "to be embargoed" for an agreed period of time, this can be arranged. The student will strictly adhere to confidentiality and anonymity.

If permission is granted the University of Zululand requires this to be in writing on a letterhead and signed by the relevant authority.

Thank you for your assistance in this regard.

Yours sincerely

Prof NH Ntombela (Supervisor)

035 902 6660

Appendices C: Permission Letter from the Mandeni Municipality

MANDENI
MUNICIPALITY

P.O.BOX 144

MANDENI

4490

Telephone: 032-4568200   **Fax**: 032-4562567   **Email**:ceo@mandeni.gov.za

OFFICE OF THE MUNICIPAL MANAGER

Enquiries: N Ntshangase   *Date: 14/12/2012*

The Professor

University of Zululand

P.O. **KWADLANGEZWA**

3839

Attention: Prof NH Ntombela

Dear Professor!

REQUEST TO CONDUCT A RESEARCH – BY BB MDLETSHE

We acknowledge the receipt of your correspondence dated 07th December 2012 with reference to the above subject.

Please be advised that the permission is granted to your Mr BB Mdletshe to do a research within our organization on 18th to 21st December 2012. We would also like to emphasize that the information gained from the research be made available to the Municipal Manager of which it can assist the Municipality to realize its strategic objectives.

For more information please contact our Nomusa Ntshangase at the above telephone number extension 8265 or 0761733561.

We wish you all the best in your research.

Yours faithfully

ELECTRONIC VERSION

MR LM MAPHOLOBA

MUNICIPAL MANAGER