

PUBLIC PARTICIPATION IN SERVICE DELIVERY AT UMHLATHUZE MUNICIPALITY

DUDUZILE CELE

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Public Participation in Service Delivery at uMhlathuze Municipality

By

Duduzile Cele

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Arts Community Work at the University of Zululand, Department of Social
Work**

Supervisor: Professor NH Ntombela

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DECLARATION

I, Duduzile Cele, declare that this dissertation, "Public Participation in Service Delivery at uMhlathuze Municipality" which is hereby submitted for the Degree of Master of Community Work in the discipline of Social Work in the Faculty of Arts at the University of Zululand, is my own work and has not been previously submitted by myself for a degree at another university. All resources used or quoted are indicated and acknowledged by means of complete references.

Student Signature

19951463

Student Number

Date

DEDICATION

This dissertation is dedicated to my late father Zililo Bonginkosi 'Majazana' Cele for unwaveringly supporting me in my studies and for teaching me that everything is possible if I believe.

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I would like to express my gratitude and appreciation to:

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ABSTRACT

This study aimed at examining the extent to which the public participates in service delivery, looking specifically at the level and nature of participation in service delivery processes, and perceptions communities have with regards to the type of services rendered. The study was necessitated by continuous protests over service delivery at local government level noticed since 2006, and reports of very slow provision of services that did not meet the expectations of residents. Communities perceived the municipal officials to be self-serving and neglectful of their needs, while some municipalities were reported to be under investigation, and some were even put under provincial administration. Therefore the significance of this research cannot be overemphasised. The researcher acknowledges that there are numerous problems hindering service delivery at local government level, and this research study could not unpack all of them, but the delimitations of the study are stated in the dissertation.

Contextualisation of the study was based on the existing legislative, theoretical and conceptual perspectives that apply in the domains of public participation and service delivery. Perspectives were drawn from various sources to test the level and effectiveness of public participation processes used by uMhlathuze Municipality in its service delivery. The nature of the study necessitated the use qualitative methods of data collection such as in-depth interviews and observation in order to: assess the level of community participation in decision-making regarding service delivery; examine community perceptions of the causal factors of good or poor service delivery; identify forms of service delivery that were provided and the beneficiaries of the services delivered.

The findings of the study indicate that the participation of community members has been limited to being consulted and informed, but does not include involvement in decision-making about level of service provision nor creation of the beneficiary lists. Public is not involved in the creation of implementation plans, or monitoring and

evaluation procedures. The findings of the study also reveal that the community perceived the political environment as a limiting factor in that it tended to have a big influence on the delivery of some the services. Although services such as water, electricity, sanitation (in a form of VIP toilets) and houses are provided to rural communities there are concerns regarding access and distribution of some of the resources, which are allegedly influenced by political alignment.

It is concluded that public participation at municipal level really only takes the form of informing and consultation of communities. The public is not involved in crafting the actual implementation plan, and monitoring and evaluation procedures. It is also concluded that service delivery is characterised by lack of clarity on the criteria used for creating the beneficiary list. However, although the community is not satisfied with the lack of clarity on such an important aspect of the delivery of services, the level of infrastructural development, nor with the delivery of services itself, their being continuously informed and consulted by the municipality reassure them of the municipality's commitment to service provision.

Recommendations are made for uMhlathuze Municipality, including a theoretical framework of effective public participation in service delivery. There are also recommendations for further research.

LIST OF ACRONYMS AND ABBREVIATIONS

ANC- African National Congress

DA- Democratic Alliance

FET- Further Education and Training

GCSI- Government Communications and Information System

ICT- Information and Communication Technology

IFP- Inkatha Freedom Party

KZN- KwaZulu-Natal

K/- Kilolitres

km- Kilometre

kV- Kilovolts

LV- Low Voltage

MD- Maximum Demand

MDG- Millennium Development Goals

MV- Medium Voltage

NFP- National Freedom Party

LED- Local Economic Development

PoD- Point of Delivery

SPSS- Statistical Packages for Social Science

T/A- Traditional Authority

UNISA- University of South Africa

VD- Voting District

VIP- Ventilated Improved Pit Latrines

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CHAPTER 1

1. ORIENTATION OF THE STUDY

1.1 Introduction

Local government is tasked with the responsibility of providing infrastructure and services that are an essential component of social and economic development. These services include water, sanitation, roads, storm-water drainage, refuse collection and electricity. They form the basis for everything and are important for human survival and rural development. Levels of service provision may vary in different locations based on sustainability and affordability of service to be provided (The White Paper on Local Government, 1998). In the same vein local government has the onus to promote the involvement of its citizens and community groups in the design and delivery of municipal programmes.

These aforementioned services have a direct and immediate effect on the quality of life of the people in the community. Poor quality of water provided and irregular refuse collection will result in unhealthy and unsafe living conditions for people. It also makes it difficult to attract businesses and thus limits job creation opportunities in the area. Local government is required to clearly identify local development needs and opportunities and to plan how to respond to these. The study proposes to examine the extent to which the public participates in the delivery of services. It is assumed that public participation in service delivery could enable community members to identify their basic service needs and participate during implementation, thus improving their skills and generating their livelihoods. Participation during evaluation and monitoring could also contribute towards the sustainability of the project.

1.2 Background to the Study

The White Paper on Local Government (1998) emphasizes that public participation should enhance rather than impede the delivery process. The President of the Republic of South Africa in his Launch of Rural Development Plan Speech of August 17, 2009 emphasised that being born in a rural area or the countryside should not

condemn people to a life of poverty and underdevelopment and that rural people also have a right to basic necessities (Architect Africa, 2009).

Citizens and communities are concerned about the areas where they live. They want access to clean drinking water, sanitation, electricity, economic opportunities, and social and recreational facilities, mobility, absence of pollution and congestion, to mention but a few. The outcomes which developmental local government intends to achieve may vary over time but the critical issue to attend to throughout the country seems to be that of provision of basic services.

The main aim of the study is to examine the public participation process involved in delivery of services by the municipality. According to Nelson & Wright (2001:157) all actors in development, particularly those who have direct social or economic involvement and interest, have a different perspective on what is a problem and what constitutes improvement in rural systems. It is further mentioned in Commins (2007:1) that failure of services is not just technical but is also a result of a lack of accountability of public, private and non-profit organizations to poor people. Service delivery failures are a consequence of the break-down of the relationship between citizens, policy makers and service providers. This therefore implies that constant and effective communication between the municipality and the community is vital. The study is intended to assess the type of processes of engagement and effectiveness thereof. The study will further look at the principles and approaches to be adhered to and the implications of not abiding by such.

A detailed review what are defined as roles and responsibilities of local government will be done. These are enshrined in Chapter 2 of the Bill of Rights and Chapter 7 (Local Government) of the Constitution of the Republic of South Africa (1996), as well as in The White Paper on Local Government (1998). Moreover, different communities have varying requirements in terms of services to be provided, not to mention that such services can change in the same community over time. Government systems are created in such a way that different spheres are allocated different mandates. The study therefore has to analyse the forms of service delivery

in the uMhlathuze Municipality as well as how and/ or who become the beneficiaries of available services. Furthermore, it is important to analyse different perspectives on what causes good or poor service delivery.

1.2 Statement of the Problem

Poor understanding of the development process and the importance of the role to be played by communities, coupled with poor understanding of the role and responsibility of each level of government contribute to the clashes between communities and their municipalities. Protests against poor service delivery are becoming a trend, with many communities perceiving it as the only way of getting the attention of those in authority.

As mentioned above, service delivery failures resulted from the break-down of the relationship between citizens, policy makers and service providers. Thus, continuous protest reports raised questions about the level of community participation in decision-making on issues affecting service delivery and their general understanding of responsibilities of various spheres of government.

According to Brynard (2009:1) the main problem of the participation process is getting the relevant people involved. He further suggests that care must be taken to ensure that the citizens who become involved are representative of the general public. In this study the researcher intends to examine the municipality public participation process to identify its effectiveness and assess if service delivery had been of benefit to rural communities or not. The intention is to come up with a more effective strategy or improve the existing one where and when necessary.

This study proposes to examine the extent to which the public participates in service delivery, looking specifically at the level and nature of participation in service delivery processes and looking at perceptions communities have with regards to the type of services delivered. This necessitates obtaining information from those affected by or who are the beneficiaries of services. It is also important to point out that the

knowledge informing this study is created from socially constructed beliefs and perceptions of community members.

1.4 Motivation of the Study

Protests over service delivery at local government level had been observed since 2006. The work of local government has a direct impact on people's everyday lives and its performance affects their ability to function effectively. It was reported that in many instances the provision of services had been very slow, and had not met the expectations of residents, who perceived the municipal officials to be self-serving and neglectful of their needs. These perceptions have become entrenched by the fact that some officials had been investigated and found guilty of corruption. In 2010 the National Minister for Local Government announced that 38 municipalities were under investigation and that some had been put under provincial administration (Clark, 2011:1).

The nationwide service delivery protest marches and demonstrations, at times marked by violence and destruction of property, have had a negative impact on service delivery, and infrastructural and economic development. It has also been observed that rural people continue to live under appalling conditions characterised by poor road networks, unhygienic water supply and poor or lack of electricity and other challenges. The slow service delivery and recurrent community discontent warranted research on how the underprivileged communities of the municipality perceived provision of services in their area. The assumption is that people are only engaged during implementation stage. They are called just to rubberstamp what had been decided upon by government officials and/ or leadership. According to Brynard (2009:1) people are unlikely to participate willingly in planning if they feel that their participation will have no significant effect on the final outcome.

1.5 Significance of the Study

The researcher intends to contribute to the existing literature on service delivery. It is envisaged that the study will add to the on-going debate on service delivery in the

country and that it would inform South African policy on service delivery and the possible causes of poor service delivery, thus putting a stop to community protests which impact negatively on the image of the country and prospective investments.

1.6 Aim of the Study

The aim of the study was to evaluate public participatory processes in service delivery in the uMhlathuze Municipality by exploring the extent to which the public participates in the delivery of services.

1.7 Objectives of the study

The following objectives were generated to achieve the aim of the study and they are indicated below:

- 1.7.1 To assess the level of community participation in decision-making regarding service delivery.
- 1.7.2 To examine community perceptions of the causal factors of good or poor service delivery.
- 1.7.3 To identify forms of service delivery.
- 1.7.4 To identify who benefits from service delivery.

1.8 Research Questions

The study sought to provide answers to the following questions:

- 1.8.1 To what extent is the public engaged in service delivery initiatives within their day to day environment?
- 1.8.2 Do the public participate in decision-making regarding service delivery?
- 1.8.3 What are community perceptions of the causal factors of good or poor service?
- 1.8.4 What forms of service delivery are provided?
- 1.8.5 Who benefits from service delivery?

1.9 Limitations of the Study

The study was limited to uMhlathuze Municipality and only selected areas within its rural community. The findings of this study would therefore not be generalized to local government as a whole but to the rural community of uMhlathuze Municipality.

1.10 Operational Definition of Concepts

Defining concepts is critical when doing research since each word may be perceived to mean something, yet be completely different from what the next person may understand it to refer to. This may have serious implications for both the researcher and the reader of the research report. Therefore, the following concepts are defined for purposes of the study.

1.10.1 The Term 'Community'

According to Swanepoel and De Beer (2006:107) community is defined and best described as people living together within a geographically bounded area, involved in social interaction and with one or more psychological ties with each other and with the place where they live.

1.10.2 Community Participation

Community participation as a concept focuses on the idea that involving stakeholders in decision-making about their communities and broader social issues has important social, economic and political benefits. Community Participation processes include the identification of stakeholders, establishing systems that allow engagement with stakeholders by public officials, and development of a wide range of participatory mechanisms (Commins, 2007:2).

1.10.3 Public Participation

Brynard (2009:1-2) defines public participation as a two-way exchange of information between the public and their local authority. He further refers to it as the act of taking part in the formulation, implementation and evaluation of policies by interest groups,

for example, trade unions, pressure groups, professional institutes, staff associations, chambers of commerce and churches, whereas, **Citizen Participation** refers to the direct participation of ordinary citizens in public affairs.

According to the National Policy Framework for Public Participation (2007:15) public participation is defined as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making. It is a democratic process of engaging people, deciding, planning and playing an active part in the development and operation of services that affect their lives. For purposes of the research study the term '**public**' refers to community including interest groups but specific to ordinary citizens. Therefore the terms 'public' and 'community' will be used interchangeably in this study to refer to citizens in the same environment.

1.10.4 Services

This refers to a system supplying a public need such as roads, transport, communications, refuse collection, etc. or utilities such as, electricity and water.

1.10.5 Delivery

Delivery is defined by the World Book Dictionary (1996: 551) as an act of carrying and giving out something or giving up; handover. In this study delivery is understood to be the manner in which services can be taken to the people or users. It refers to service provision and or service availability.

1.10.6 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 Local Government: Municipal Demarcation Act 27 of 1998. For purpose of this research

study, municipality refers to the uMhlathuze Municipality (also known as the City of uMhlathuze).

1.10.7 Rural Community

According to the Rural Development Framework (2007) cited in Local Government Budgets and Expenditure Review (2011:192), rural areas are defined as sparsely populated areas in which people farm or depend on natural resources, including villages and small towns that are dispersed through these areas. They are areas that include settlements in the former homelands, which depend on migratory labour and remittances as well as government social grants for their survival, and typically have a traditional land tenure system. For the purpose of this study, rural communities refer to the areas falling within the demarcations of uMhlathuze Municipality. It should be noted that in this study the researcher put emphasis on rural communities and their level of involvement in the municipality planning processes regarding delivery of their services and for community development in general.

1.11 Research Design and Methodology

This section focuses on the design used in the study as well as the methodology for data collection and analysis. Terre Blanche, Durrheim and Painter (2006:6) indicate that methodology specifies how researchers may go about practically studying whatever they believe can be known.

1.11.1 Research Design

The study employed an evaluative research design and it used both the quantitative and qualitative approaches. The research paradigm that was used in the study is an interpretive philosophical world view. The researcher was interested in what characterised public participation and the explanation of the subjective reasons and meanings that lie behind it.

According to de Vos, Strydom, Fouche and Delport (2011:449) evaluation research is not a concept foreign to professionals tasked with social service delivery.

Effectiveness of programmes and services or practices and interventions, has become increasingly important for human service professionals.

The study intends to assess the level of community participation in service delivery, community perceptions of causal factors of good or poor service delivery and forms of service delivery provided.

1.11.2 Research Methodology

In this section the focus is on sampling methods, selection of target population, data collection and data analysis.

1.11.2.1 Target Population

Research participants were aged 18 years and above. The research targeted people who were already eligible decision-makers in terms of voting. Both male and female participants were selected. The selection criterion was that participants should be full-time residents of the study area. That was done with the intention of avoiding misinformation by non-residents, visitors or passers-by.

1.11.2.2 Sampling and Sample Size

Sampling is done when one is unable to investigate the total population that is involved in gathering the information that the researcher needs to obtain. Purposive sampling was used in the study to identify key informants. According to Cresswell (2007:125) the concept of purposeful sampling is used in qualitative research. This means the researcher selects individuals and sites for study because they can purposefully inform an understanding of the research problem and central phenomenon in the study. However the nature of the rural setting did not permit the researcher to utilise probability sampling such as simple random sampling since it was difficult to create a sampling frame. The sampling method employed by the researcher was the non-probability and accidental type of sampling. A sample size of seventy (70) participants was selected.

1.11.2.3 Data Collection Techniques

Data was collected using an interview schedule and participant observation. The interview schedule contained open-ended questions to collect qualitative information from the respondents. Although there were some closed questions, they were accompanied by follow-up questions in order to acquire in-depth information. The interview schedules were administered by the researcher. The presence of the researcher assisted in explaining unclear questions asked to the respondents to ensure that relevant responses were obtained. Questions were written in English and translated into IsiZulu for ease of communication and to ensure that the language barrier was bridged.

1.11.2.4 Data Analysis

According to Greenstein, Roberts and Sitas (2003: 75), data analysis is the process of bringing order, structure and meaning to the collected data. Field notes collected during discussions were broken into themes and categories for elaboration and interpretation. Themes were coded in relation to the research questions, concepts and theories. Tables were used to record and analyse statistical information. SPSS was used to analyse and interpret data. Tables, frequencies, pie charts and bar-graphs were utilised to present the results.

1.11.2.5 Study Area

Ntuze Reserve, Ward 11 of uMhlathuze Municipality (KZ282) under Uthungulu District (DC28) in KwaZulu-Natal, is governed by both a Traditional Authority under the leadership of Inkosi M Mkhwanazi, and uMhlathuze Municipality. The area is the furthest from both Traditional Authority and municipal offices. It is deeply rural with very minimal services yet it is one of the biggest in terms of square metres and population. The population is continuing to grow, as most of its people prefer to stay in their place of origin.

1.12 Ethical considerations

Amdur 2003, cited in Terre Blanche, *et al* (2006:61) states that the need for a code of ethics in research was established in 1948 after Nazi medical researchers were put on trial in Nuremberg for conducting harmful research on human beings. The code emphasizes the importance of individual informed consent in all research with human participants in order to prevent the recurrence of abuses by scientists in the name of research.

The research, therefore, undertook to:

- Obtain permission for entry from the Municipality and from Inkosi Mkhwanazi.
- Respect the dignity of the Local Council, and Inkosi and his Traditional Authority.
- Ask for written consent from subjects.
- Respect the confidentiality and anonymity of research subjects and protect them from any form of harm as a result of participating in the study.
- Conduct research and produce a dissertation on my own, subject to normal supervisory assistance.
- Acknowledge work of others and reference accordingly.

The ethics review added value to the proposed study and prevented harm to the participants and adverse consequences for the researcher.

1.13 Resources

Apart from the normal research and travel allowances, no additional University of Zululand resource allocations were required.

1.14 Feasibility

The researcher had her own means of transport thus eliminating additional financial constraints of having to hire a vehicle and was able to cover a large area in a short time. Relevant textbooks, research documents and government documents on

service delivery and public/ community participation were readily available. Access to internet also contributed to the feasibility of the study.

1.15 Intellectual Property and Innovation

Copyright issues were the main intellectual property right that would arise from the intended study.

1.16 Knowledge Dissemination

Apart from producing a thesis, the researcher envisaged submitting articles to accredited journals covering the following themes:

- i. Community Participation in Service Delivery,
- ii. Important Factors in Service Delivery and
- iii. Community Perceptions on Service Delivery

1.17 Declaration by Candidate

I acknowledge that I have read and understood the University's policies and rules applicable to postgraduate research, and I certify that I have, to the best of my knowledge and belief, complied with their requirements.

I declare that this dissertation, apart from the supervisory guidance received, was the product of my own work and effort. I have, to the best of my knowledge and belief, acknowledged all sources of information in line with normal academic conventions.

I further declare that the research was original, and that the material to be submitted for examination has not been submitted, either in whole or in part, for a degree at this or any other University.

I have submitted this document to the University's text-matching and/or similarity checking procedures and consider it be free of any form of plagiarism.

Signature:_____

Date:_____

1.18 Declaration by Supervisor

I am satisfied that I have given the candidate the necessary supervision in respect of this dissertation and that it meets the University's requirements in respect of postgraduate research proposals.

I have read and approved the final version of this study and is submitted with my consent.

Signature:.....

Print name:.....

Date:.....

1.19 Outline of the Study

The study is sub-divided into five chapters:

Chapter 1 covers the orientation to the study. It describes the introduction of the study which includes the statement of the problem, motivation of the study, significance of the study, aims and objectives, research questions, methodology, limitations of the study, as well as the organisation of the study.

Chapter 2 deals with a literature review and focus on public participation. It blends the legislative policies and processes of public participation as well as providing the context within which service delivery can be located.

Chapter 3 deals with research methodology, which includes the research area, population and sampling of participants, data collection, processing of collected data, permission and ethical considerations.

Chapter 4 covers the community profile of uMhlathuze Municipality.

Chapter 5 deals with the presentation, analysis and discussion of research results.

Chapter 6 covers the findings of the research study, conclusions, recommendation to the municipality, a recommended conceptual framework for public participation and suggestions for further research.

1.20 Summary of the Chapter

This chapter has presented the planning and orientation of the entire research study. The chapter has presented the literature review by way of background to the study, a statement of the problem, motivation of the study, significance of the study, aims and objectives of the study, research questions, limitations of the study, operational definition of concepts, research design and methodology, ethical considerations, resources, feasibility, intellectual property, knowledge dissemination, declaration by the candidate, declaration by the supervisor, and the outline of the study. In the next chapter the researcher will concentrate on reviewing literature that is related to the study.

CHAPTER 2

2. LITERATURE REVIEW

2.1 Introduction

This chapter reviews a number of research findings and theoretical perspectives on public participation and service delivery. The motivation behind analysing these theories is that their assumptions are in line with views of the study in that they form the basis on which recommendations on research are substantiated.

A Study conducted by Kpundeh and Khadiagala (2008) on Information Access, Governance and Service Delivery in Key Sectors: Themes and Lessons from Kenya and Ethiopia, was intended to reflect on how governance, trust and technical deficits could be managed while creating policies that reduce information discrepancies and promote efficient service delivery in the areas of health, education, water and sanitation. It was revealed that the government deficit affected all the sectors as a result of unresolved problems of institutional change. The centralised control posed challenges, yet decentralization has not always resulted in real devolution of power since the elites captured institutions while government agencies seem reluctant to empower the general public. The educational Mass-Media Agency formulated by government ineffectively and neither communicated the educational programmes to local schools nor allowed students space to input on the programmes. The end results were unhappiness and reduced effectiveness of the programmes in both teachers and students. Such could have been overcome through improved communication channels and transparency (Kpundeh & Khadiagala, 2008:3)

According to a study conducted by Mdletshe (2012) on Partnership as a strategy in implementing sustainable community development in Mandeni Municipality, partnership between the municipality and the rural community in the Mandeni municipal area has not empowered the rural community to sustain its community infrastructure. The results showed that limited services were provided by the municipality in assisting the rural community to sustain community development.

Such challenges may be due to many reasons, including historical background, shortage of funds and training and poor planning.

In this study the researcher is also interested in understanding people's perceptions around contributing factors of good or bad service delivery.

Ngubane (2005) conducted a study on evaluation of service delivery in eNdondakusuka Local Municipality. The study revealed that households had challenges with both water provision and waste removal. For water, some were paying between R200 and R299 per month, the 6 k/ free basic water was proving not to be enough for black families which comprised more than three members per household. The conclusion was that not all communities' inputs were considered when a decision for such a provision was made. Again there were challenges concerning refuse collection being done only once a week and the limited number of refuse bags provided. It came up that people were resorting to burning their waste, though this has health hazard implications. According to Ngubane (2005:139) people maintained that such situations could have been avoided through their having been consulted since inadequacies could have been identified.

In addressing the perspectives on public participation, the concept 'public participation' will therefore be comprehensively discussed, including approaches to development, principles of development as well as legislation and documents fundamental to local government, the relationship between municipality and traditional authorities, involvement of citizens in decision making regarding service delivery, service delivery in local government, community perceptions on service delivery, as well as factors affecting service delivery.

2.2 Conceptualising Public Participation

In order to be able to give meaning to the study, it is imperative to first conceptualise the term public participation. In doing so, a discussion on the approaches to development, participatory approach as development theory in particular as well as

principles of participation is laid out. Again, definitions of the concept put forward by various authors will be unpacked.

2.2.1 Approaches to Development

In the arena of development policy, development processes are influenced by development planning, and most plans are in turn shaped by development theories that ultimately reflect the way in which development is perceived, argue Potter, Binns, Elliott & Smith (2008:4). When people hear the word 'development', their minds get filled with perceptions of economic growth, provision of basic services such as water, electricity and housing, good health and education services, in short, a world changed for the better. However, critics of development suggest that development brings about dependency of poor countries to the rich and maintenance of forms of economic, social, political and cultural subordination. This suggests that people compromise what they have, including their values to get what they do not have. Moreover, it means that in the process of getting the so-called development, they do not learn any means to maintain this idea of development which has been imposed from outside. If that is the case, people then become dependent on the developers or outside assistance leading to their being no sustainability of whatever is brought to the community. That was how the colonial type of development operated.

There are different approaches to development and there has been vigorous contestation about it. This is because thinking about development and its various forms, is on its own, political. Potter, *et al*, (2008:80) confirm that different development agendas will reflect different goals and objectives.

2.2.2. Participatory Approach as Development Theory

As the name suggests, participatory development focuses on the internal as opposed to external forces of change. Potter (1985) cited in Potter, *et al* (2008:14), affirms that self-reliance should always be central to development and should suggest the meeting of the basic needs of the people while at the same time

ensuring sustainability of the ecological environment. It is further emphasized that principles of public participation should always be adhered to. It has been realized that many basic needs approaches used auspices of the poor in cheap basic needs programmes in place of greater state commitment to poverty alleviation. The assumption is that the poor will accept just about anything. To the contrary, a participatory approach believes that development can only be achieved by nations becoming more reliant on local resources, the communalisation of productive wealth and closing up to outside forces of change. Involvement in processes of unequal exchange should be reduced while self-sufficiency and self-reliance are promoted.

It is further argued that sustainable development means more than just preserving the natural environment. The assumption is that there is fairness within sustainable development, thus the poor or disadvantaged communities are not forced to degrade or pollute their environment in pursuit of their daily survival.

Moreover, it is critical to look at the true meaning of participation so that people understand it in the context of its application. Potter, *et al*, (2008: 119) suggest that participation means more than involvement or mere consultation. According to Nelson and Wright (2001:2), popular participation refers only on how a large number of people could be persuaded to get involved in public decision-making. It is further indicated that participation was seen government and development agencies as essential for the legitimacy of new structure plans and local plans. This use of participation suggests that people were not economically and politically active before development came along. Participation in projects often means contribution in the form of labour, cash or kind. Contrary to that, through participatory action research (PAR), people get to define their own development. Brynard (2009:1) suggests that people are unlikely to participate willingly in planning if they feel that their participation is just a matter of conformity.

One commonly employed definition sees social capital as compromising the informal norms that promote cooperation and the pursuit of mutual benefit in groups and organisations. The most realistic perspective is to see an awareness of social capital

as critical to understanding, fostering and guiding development (Fukuyama, 2001 in Potter, *et al*, 2008:120).

The study aimed to evaluate the public participatory process in service delivery at uMhlathuze Municipality by exploring the extent to which the public participates in the delivery of services.

2.2.3 Principle of Participation

According to Swanepoel and de Beer (2006:28) people are mobilised by development agencies and government to participate in development efforts and projects. It is therefore fundamental that there should be a clear understanding of what participation is. It is further emphasised that people should not be mobilised to a limited, prescribed or token extent. The suggestion is that when people participate, they should do so fully in all aspects of the projects. They are part of implementation and evaluation and if need be, they decide on project course adaptations to keep the project on track. The researcher intended to establish how far the municipality participation processes meet this principle. Again it is critical to understand how the community itself perceive their role in participation and what they consider as benefits of their participation.

It is believed that people who do not participate in their own development have no affinity for development efforts and their results (Swanepoel & de Beer, 2006:29). The study intended to determine if there is any relationship between service delivery protests and community participation in the issues of services being delivered to them. Swanepoel and de Beer (2006:29) further mention that participation is a right of the people, rather than simply making them feel part of the project, and using them only for their local knowledge or physical labour. People have a right to be involved in projects or programmes that will impact on their future. The questions that need to be answered are whether people are aware of such a right and whether they exercise it. To what extent do they exercise their right to participate, as well as what do they benefit from participation?

Nelson and Wright (2001:6) suggest that 'stakeholder' and 'transformative' are two key words in the World Bank's participation strategy. Thus, in order to analyse the impact of participatory initiatives in organizational contexts, it is important to deconstruct these words and see their ideological implications. It is argued that within one organization there can be different meanings attached to participation. For example, top management may regard it as local control, but to middle management empowerment and participation may be referred to as self-management for project efficiency and success. While at the other extreme workers use the term "beneficiaries" to give participation a functional meaning. With multiple meanings of development, it is therefore vital to ensure that by using the same word, people do not get the impression that they understand each other, while in reality they do not.

Meaningful participation in planning and development practice is about changing existing power relations in the arena of decision-making. It involves empowerment of new groups of stakeholders. In this manner a collaborative approach to planning is reached. This allows a wide range of stakeholders to be involved in decision-making, and not just trained experts, professionals and elites, concludes Potter *et al* (2008:120).

The National Policy Framework on Public Participation (2007:21) outlines the following principles of community participation:

- **Inclusivity.** This refers to embracing all views and opinions in the process of community participation.
- **Diversity.** This refers to understanding differences in terms of race, gender, religion, ethnicity, language, age, economic status and sexual orientation.
- **Building community participation.** Such an outcome is attainable through empowering role players to understand the objectives of community participation.
- **Transparency.** This refers to promoting openness, sincerity and honesty among all the role players in a participation process.
- **Flexibility** is ability to make room for change for the benefit of the participatory process.

- **Accessibility** refers to both mental and physical levels collectively aimed at ensuring that participants in a community participation process fully and clearly understand the aim, objectives, issues and methodologies of the process, and are empowered to participate effectively.
- **Accountability** means the assumption by all the participants in a participatory process of full responsibility for their individual actions and conduct as well as a willingness and commitment to implement, abide by and communicate as necessary all measures and decisions in the course of the process.
- **Trust, Commitment and Respect.** Trust is required in a public participatory process. Trust is used to refer to faith and confidence in the integrity, sincerity, honesty and ability of the process and those facilitating the process.
- **Integration.** The community participation processes should be integrated into mainstream policies and services, such as the Integrated Development Plan (IDP) process and service planning.

The study intended to evaluate whether municipal participation processes conform to the principle of participation and thus the elements listed above.

2.2.4 Defining Public Participation

According to the National Policy Framework for Public Participation (2007:15), public participation is an open and accountable process through which individuals and groups within selected communities can exchange views and influence decision-making. It is further defined as a democratic process of engaging people, deciding, planning and playing an active part in the development and operation of services that affect their lives. There are various reasons why public participation is important and they include the following:

- i. Public participation is a legal requirement.
- ii. Public participation can be promoted in order to make development plans and services relevant to local needs and conditions.
- iii. It may be encouraged in order to handover responsibility of services and promote local action.

- iv. Public participation could be encouraged to empower local communities to gain control over their lives and livelihoods.

The guiding principles around public participation include representative and participatory democracy, the promotion of good ethics and the promotion of good conduct. As a principle, public participation is accepted by all spheres of government in South Africa. Public participation helps build informed and responsible citizens who have a sense of ownership of all amenities and services provided for them. It is important to ensure that government addresses the real needs of communities accordingly.

It is argued in Commins (2007:2) that community participation as a concept focuses on the idea that involving stakeholders in decision-making about their communities and broader social issues has important social, economic and political benefits. One is taken back to the times of the 1980s and 1990s, particularly the period after 1994 which was the phase very much concerned with the idea of reconstruction and development, where government was focusing on creating a number of facilities and services for previously disadvantaged communities. Some newly-built facilities such as clinics, schools and community halls were built without first engaging the communities, resulting in them lying unused and thus being named 'white elephants'. Community participation processes include the identification of stakeholders, establishing systems that allow for engagement between stakeholders and officials, and the development of participatory mechanisms.

The challenge is that since public participation is law in all government spheres, be it local, provincial or national, every role player needs to be seen to be conforming to this requirement. This is achieved at various levels, varying from merely conforming to the requirements to actually empowering the community. Arnstein's (1969) ladder of participation cited in the National Framework for Public Participation (2007:16-17), indicates different degrees of citizen power and varying degrees of tokenism.

Understanding different degrees of participation lays a background for evaluating municipal public participation processes. Below is an illustration of what is understood by this ladder.

Table: 2.1 Degrees of Participation by Arnstein 1969 (as cited by the National Policy Framework for Public Participation, 2007)

Degrees of citizen power	Degrees of tokenism
1. Manipulation	Citizen power
2. Therapy	Delegated power
3. Informing	Partnership
4. Consultation	Placation
5. Placation	Consultation
6. Partnership	Informing
7. Delegated power	Therapy
8. Citizen power	Manipulation

Source: National Policy Framework for Public Participation (2007:16)

The above table show that where citizen power is targeted, the influence of the people and management of the situation is a starting point is **manipulation**. Second stage is **therapy**. This is done to remedy and rehabilitate. The third stage **informing** will be enlightenment and giving necessary information. The fourth stage is **consultation** which refers to involvement and discussions. The fifth stage is **placation** which is a stage where people are appeased and comfortable. The sixth stage is formation of **partnership** when people understand, cooperate and are ready to take part. Seventh stage, **delegated power**, refers to the level where community is able to choose representatives to take the programme forward on their behalf. Lastly, **citizen power** refers to the level where ordinary people gain control over community programmes, they have authority and influence and are able to command such programmes with success since they have acquired the muscle to do so.

One can simply conclude that to achieve degrees of citizen power, levels of involvement are ranked in an ascending order, from poor to excellent.

By contrast, degrees of tokenism seem to be ranked in a descending order, from excellent to poor. It starts from citizen power, with an intention to get people to delegate their power, then get into partnerships, be comfortable, consultation done as a matter of compliance, information is passed in order to rehabilitate the situation especially for those that may be questioning, with the main intention of manipulating the community for the benefit of developers, service providers or policy makers. This is referred to by Arnstein (1969) cited in National Framework for Public Participation (2007:16) as non-participation.

The study intended to assess the level of community participation in decisions regarding service delivery. It is important to establish whether the municipality is really empowering the citizens or if whatever is done is simply for mere compliance with the legislation.

2.3 Legislation and Documents fundamental to Local Government and Public Participation

As indicated in 2.2 above, public participation is law. This therefore means there is legislation and documents that guide its existence.

2.3.1 Municipal Structures Act 117 of 1997

Chapter 4 of the Municipal Structures Act 117 of 1997 part 5 other committees of municipal council, states that,

- (1) A municipal council may-
 - (a) establish one or more committees necessary for the effective and efficient performance of any of its functions or the exercise of any of its powers;
 - (b) appoint the members of such a committee from among its members; and
 - (c) dissolve a committee at any time.
- (2) The municipal council-
 - (a) must determine the functions of a committee;

- (b) may delegate duties and powers to it in terms of section 32;
- (c) must appoint the chairperson;
- (d) may authorise a committee to co-opt advisory members who are not members of the council within the limits determined by the council;
- (e) may remove a member of a committee at any time; and
- (f) may determine a committee's procedure.

Local government is obliged to follow categories of the legislation and structures within municipalities which help in the effective and efficient functioning of the municipalities.

2.3.2. The White Paper on Transforming Public Service Delivery, 1997

This document enumerates eight principles of service delivery which are commonly known as Batho Pele (Sotho translation for 'People First') principles. Below is a brief outline of what they involve:

- i. **Consultation** not only about the services currently provided but also about new services intended for the community as well as future plans.
- ii. **Setting service standards.** Public organisations need to set the level and quality at which services will be provided and such must be known by the community. Standards may be reviewed as the situation improves. However the critical part is that of sustainability and affordability.
- iii. **Increasing access.** Though standards are set and publicised for the communities, it is important to improve access in areas that are behind in terms of service distribution to ensure doing away with the imbalances of the past.
- iv. **Ensuring courtesy.** According to the White Paper on Transforming Public Service Delivery (1997), Public Service Commission issued a code of conduct for public servants which includes among other things:
 - Greeting and address customers

- Identification of employee by name
 - Style and tone of written communication
 - Simplification and customer friendliness of forms
 - Time within which responses to enquiries must be made
 - The conduct of interviews
 - Dealing with complaints
 - Dealing with people with special needs such the disabled and senior citizens
- v. **Providing information.** Different forms of cascading the information to the people must be used. It is important to always find the most effective way of communicating. The language used must be understandable to the people, including the use of sign language when necessary.
- vi. **Openness and transparency**
- No information about people's governance should be withheld from them. They need to know budgets and expenditures. If external service providers are appointed, processes of appointment need to be made known to the public.
- vii. **Redress.** In case mistakes are made, it is incumbent upon government to remedy such mistakes and failures. Customers, who are in this case the communities, have a right to redress.
- viii. **Value for money.** Whatever items and services are bought in the name of government, (which will be municipalities in relation to the study), need to be of acceptable standards; appropriate and fairly priced; and fit for the purpose.

The study intended to establish whether municipal employees and/ or service providers were adhering to these principles.

2.3.3. The White Paper on Local Government, 1998

The White Paper on Local Government (1998) states that municipal councils play a central role in promoting local democracy. This is done through representing community interests within Council, but municipal councillors should promote the

involvement of citizens and community groups in the design and delivery of municipal programmes. It is further stated that while regulation remains an important function, it must be accompanied by leadership, encouragement, practical support and resources for community action. That can only be achieved when municipalities are aware of the divisions within local communities, and seek to promote the participation of the marginalized and excluded groups in all community processes. Municipalities need to do everything possible to encourage participation by all.

However the participation process must not become an obstacle to development. In short, no room should be allowed for individuals with selfish interests to impede the delivery process.

It is important to note that citizens and communities are concerned about the areas they live in. They have concerns over access to services and economic opportunities, mobility, safety, proximity to social and recreation facilities and absence of pollution and congestion. According to The White Paper on Local Government (1998), local government is responsible for the provision of household infrastructure and services which are both essential components of social and economic development. Services such as water, sanitation, local roads, storm-water drainage, refuse collection and electricity form the basis for everything, be it human survival or rural development. These are called basic services and are a constitutional right. They are essential to enable people, to support family life, find employment, develop their skills, and/ or establish businesses.

One last critical issue to highlight is that the levels of service provided, though they may vary with communities, ought to be sustainable and affordable.

The study sought to establish to what extent the municipality has provided services to the people; what are the levels of provision; if such provisions are sustainable and affordable to the people; and the extent to which availability of services have contributed to changing people's lives.

2.3.4 The National Policy Framework for Public Participation, 2007

The need for community participation in all issues of development and service delivery can never be overemphasised. There are issues that the municipality are statutorily obliged to engage the public on. There are also tools outlined for how participation can be achieved. Thus together, the issues, requirements and tools provide the basic resources to construct a municipal community participation policy.

The National Policy Framework for Public Participation (2007:44) outlines the rights and responsibilities of citizens as well as responsibilities of the municipality with regards to public participation. Citizens' rights include:

- To contribute to decision-making processes through mechanisms created by the municipality.
- To submit oral or written communications through mechanisms created by the municipality.
- To be informed of:
 - Council decisions through mechanisms created by the municipality.
 - Municipal affairs, including finance, through mechanisms created by the municipality.
 - Their rights and duties, through mechanisms created by the municipality.
 - The available mechanisms, processes and procedures in place to encourage and facilitate community participation.
 - The matters with regard to which community participation is encouraged.
 - Municipal governance, management and development, taking into account the language, preferences and usage in the municipality and the special needs of people who cannot read or write.

- The time, date and venue of every meeting of the council.
- Citizens also have a right to have space in the places where the council and its committees meet.
- Lastly, the right to be assisted in having one's comments transcribed if one cannot write.

It is however important for citizens to understand that they also have responsibilities regarding participation. Those include that:

- When exercising their rights, the community must observe the mechanisms, processes and procedures of the municipality.
- The community must pay promptly service fees, surcharges on fees, rates on property and other taxes, levies and duties imposed by the municipality.
- The community must respect the municipal rights of other members of the local community.
- The community must allow municipal officials reasonable access to their property for the performance of municipal functions.
- The community must abide by the municipal rules of public conduct at meetings of the council and its committees.

Municipalities on the other end have responsibilities towards community participation which are:

- To contribute to the building of capacity of the local community to enable it to participate in the affairs of the municipality.
- To contribute to building the capacity of the local councillors and staff to foster community participation.
- To use their resources and annually allocate funds in their budgets to implement community participation and contribute to capacity-building.
- To establish mechanisms, processes and procedures to receive, process and consider petitions and complaints lodged by the community.
- To establish processes and procedures to notify the community about municipal issues and how they must submit their comments.

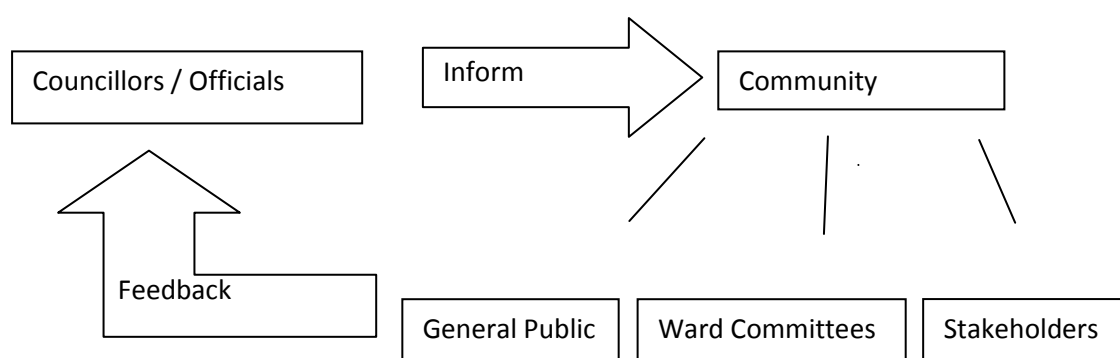
- To establish processes and procedures for public meetings and hearings by the municipal council.
- To establish processes and procedures for consultative sessions with locally recognised community organisations.
- To establish processes and procedures for report-back to the community.
- To take into account the special needs of people who cannot read or write, people with disabilities and women.

Moreover, The National Policy Framework for Public Participation (2007:12) identifies certain minimum requirements which municipalities must meet in order to fulfil the obligations of community based involvement in municipal decision-making. According to The National Policy Framework for Public Participation (2007:17) municipalities should build on existing civil society sectoral groupings and District forums as this is where there is already energy & interest. Thus Forums could then be used to deliberate on policies and programmes. Though these could be limited to sectoral stakeholders discussions, they should also include opportunities for multi-sectoral groups to come together to make inputs on broader policy.

As part of good governance and public participation, it is therefore important to engage citizens, including engagement through their participation in sectoral and other forums. By doing so the government ensures that the needs of vulnerable and marginalised groups are integrated or mainstreamed within the municipality's core function. Each of the forums needs to be represented in the IDP or Budget forums, thereby ensuring that their mandate is mainstreamed and considered within the IDP processes, projects and budgets.

Below is a figure that illustrates the relation between councillors and municipal officials and the community consultation process.

Figure 2.1 Municipality Consultation Process



Source: National Policy Framework for Public Participation (2007:47)

This study intended to assess the knowledge of community members of the municipal processes and procedures of public participation. It is also critical to identify if the processes and procedures followed are effective and efficient.

2.3.5 Millennium Development Goals

These, although not legislation per se, give an indication on where the whole world stands and progression of where it is going as well as what countries need to do. For example, it is indicated that deforestation declined from 16 million hectares in the 1990s to 13 million hectares in 2000. Partnership with the people was made where awareness on sustainable management, conservation and development of all types of forests was encouraged. However for purposes of the study, focus will be put on water and sanitation issues. It is indicated that the limits of 75 percent for sustainable water resources have already been exceeded in Western Asia and Northern Africa. This implies that their water resources are no longer sustainable. Such information prompts a need for the study to include municipality water uses trends so as guard against falling into the same trap. According to The Millennium Development Goals Report's (2011:54) drinking water target, 89 per cent coverage will be met and probably surpassed by 2015. It therefore becomes important for municipalities to gauge themselves on the provision of water services to ensure that they are inline with the targets sets by the Millennium Development Goals.

For sanitation it is indicated that almost half of the population of developing regions and some 2.6 billion people globally were not using an improved form of sanitation in 2008 (The Millennium Development Goals Report, 2011:55). It is however reported that gaps in sanitation coverage between urban and rural areas are narrowing.

The study intended to assess the extent to which sanitation has been provided to the rural communities of uMhlathuze Municipality.

2.3.6 National Development Plan Vision for 2030

One of the challenges for sustainable development and continuity is that of failure to plan. The planning commission was formed to draw up the National Development Plan vision for 2030 as a tool that will guide government programmes towards development. The National Development Commission (2011:2) argues that the national plan has to attack the blight of poverty and exclusion, and nurture economic growth at the same time, creating a virtuous cycle of expanding opportunities, building capabilities, reducing poverty, involving communities in their own development, all leading to rising living standards. Only chapter 8 (transforming human settlement) and chapter 14 (promoting accountability and fighting corruption) will be highlighted for purposes of this research study.

i. Transforming Human Settlements

The target is to gain visible progress by 2030 and achieve a fundamental reshape by 2050. This can be achieved once inequalities in the land markets that make it difficult for the poor to access benefits of life in towns and cities are addressed. Stronger measures are required to reconfigure towns and cities towards more efficient and equitable urban forms. Housing and land policies should accommodate diverse household types and circumstances, while municipalities should put economic development and jobs at the heart of what they do and how they function. Municipalities must also support the transition to environmental sustainability by introducing more measures to reduce demand of electricity and water, cut water leakages, eliminate waste going to landfill and discourage a high consumption

lifestyle. There should be incentives towards this and all new buildings should be energy efficient by 2030.

The National Planning Commission (2011:257) emphasises that sensitivity should be given to the differentiated nature of rural areas. Priority should be given to connective infrastructure that strengthens the linkages between urban and rural areas, and infrastructure that supports the provision of basic universal services. Moreover, innovative forms of service and infrastructure provision where conventional fixed infrastructure may not be affordable should be considered. Land reform programmes should improve farm viability.

The research asked questions about level of water provision and sustainability of provision, types of energy sources and infrastructure linking the study to the other areas of the municipality.

ii. Promoting Accountability and Fighting Corruption

The vision 2030 is to create an open, responsive and accountable public service. It is noted that dissatisfaction about lack of access to infrastructure on service delivery has emerged in the form of protests. It is thus proposed that there should be open data for information freely available to the general public on beneficiary lists for housing projects (since they are often source of deep tensions in communities), tender arrangements and environmental assessment. According to the National Planning Commission (2011:410) accountability and the fight against corruption can be achieved through leadership that is devoted and dedicated, capable and committed and self-sacrificial as opposed to being self-serving.

The study sought to establish if rural communities are beneficiaries of any services including housing, and also if they are aware of the criteria for the selection of beneficiaries.

2.4 The Relationship between Municipalities and Traditional Authorities

Municipalities operate from local land, land that in the rural areas is under the authority and control of traditional leadership. Establishing good relations between municipalities and traditional authorities is then of paramount importance. For a long time traditional leaders managed the development issues of the rural areas. The issues of role and responsibilities of traditional leaders were topical after the first democratic elections in 1994. Profile KwaZulu- Natal CC (2002:1) highlights that the concerns around roles and responsibilities, and thus power over the rural areas as the reason why local government elections were delayed until December 2000 in order to try and reach common ground with traditional leaders.

One of the challenges that exacerbated the problem was that some communities did not like traditional authority, indicating their concerns over its undemocratic nature. The twentieth century saw the Black Administration Act, which gave the colonial and apartheid government immense powers to appoint traditional leaders and to change their areas of jurisdiction (Profile KwaZulu-Natal CC, 2002:1). This distorted existing traditions and history and created a lot of confusion and mistrust. Allegations are that traditional leaders became 'paid servants' of the state thus making it difficult for them to resist its oppressive policies. Unfortunately while debates continued, development was delayed. Moreover, failure to resolve the issues relating to traditional authorities and land could have serious implications for service delivery in general.

Butler (2002:28) highlights the following as the most important aspects to consider when dealing with matters of traditional leadership:

- **Legitimacy.** This relates to the historical background or origin of each traditional authority. Questions about the legitimacy of traditional leadership also emerge in the tension between democratic and traditional principles of representation and authority.
- **Authority.** There are two critical dimensions of authority, namely geography and responsibility, with geography relating to the geographic extent of a

particular authority's claim to land, while responsibility refers to the functional roles that Amakhosi (plural for Inkosi, meaning Traditional Leader of a clan, also known as Chief) can and should be authorised to undertake.

- **Accountability.** This refers to the defined and agreed upon list of responsibilities that traditional authorities must exercise subject to accountability mechanisms which enable transparent review and recall for both the local community they serve and the national governance system within which they operate.
- **Gender.** Traditional authorities are historically defined as inherently patriarchal institutions, with traditional values and rules unfairly discriminating against women on inheritance rights, land-use and access rights and participation in local governance and decision-making. However noticeable changes have occurred, with women becoming Induna's (heads of sub-wards that oversee traditional land and dispute on behalf of Inkosi and make referrals), Amakhosi and women with dependants getting access to land in their own right.
- **Culture, custom and tradition.** Butler (2002:35) emphasises that it is important to recognise that an indispensable ingredient in a vibrant democratic culture is the right of people to hold, express and be subject to values and institutions they believe in. It is further said that Ubukhosi (Traditional Leadership) both expresses and perpetuates such a system or culture which has value and meaning for many South Africans. Tensions with democratic rights and values must be resolved in favour of democracy without dismantling or undermining the whole structure.
- **Governance for development.** According to Butler (2002:36), traditional authorities have always played a role in the local governance of rural areas and probably will continue to play some role in the foreseeable future. Chapter 7 of the Constitution provides for the establishment of elected local government across the country, while Chapter 12 of the Constitution recognises traditional authorities and states that national legislation may provide for a role for traditional leadership as an institution at local level on

matters affecting local communities (The White Paper on Local Government, 1998). In order to better address community development issues in the tribal areas, it therefore become important to understand the role of traditional leadership at local level as well as the common challenges for development.

2.4.1 The Role of Traditional Leadership at Local Level

According to The White Paper on Local Government (1998), the functions of Traditional Leaders include the following:

- Acting as head of the traditional authority, and as such exercising limited legislative powers and certain executive and administrative powers.
- Presiding over customary law courts and maintaining law and order.
- Consulting with traditional communities through imbizo/ lekgotla (general public meeting).
- Assisting members of the community in their dealings with the state.
- Advising government on the issues of traditional affairs of the Houses and Council of Traditional Leaders.
- Convening meetings to consult with communities on needs and priorities and providing information.
- Protecting cultural values and providing a sense of community in their areas through communal social frame of reference.
- Being the spokes-persons generally of their communities.
- Being symbols of unity in their community.
- Being custodians and protectors of the community's customs and general welfare.

In development their role includes:

- Making recommendations on land allocation and the settling of land disputes.

- Lobbying government and other agencies for the development of their areas.
- Ensuring that the traditional community participate in the decisions on development and contributes to development costs.
- Considering and making recommendations to authorities on trading licences in their areas in accordance with law.

2.4.2 Common Challenges for Development in Tribal Areas

There are common challenges or problems that negatively affect development in tribal and rural areas. Butler (2002:37) outlines them as follows:

- i. Wide spread insecurity of tenure.
- ii. Breakdown, chaos and probably illegal practices in the system of local land allocation and administration.
- iii. Conflict between traditional authorities and elected local authorities; insecurity of tenure experienced by women through discriminatory application of traditional inheritance laws.
- iv. Confusion around tenure and land administration which obstructs local land development.
- v. Low productivity from the local natural resource base and environmental degradation from disintegration in traditional land use management systems.

For purposes of the study, it is crucial to understand the relationship between Amakhosi, Mkhwanazi Tribal Authority in particular, and the municipality and also their contribution towards community development as well as to understand challenges, if any, posed by the Tribal Authority to development.

2.5 Community Participation in Decision-Making on Service Delivery

Nelson and Wright (2001:157) suggest that all actors in development, particularly those who have direct social or economic involvement and interest, have a different

perspective on what is a problem and what constitutes improvement in rural systems. It is however recommended that planning has to begin with the people who know most about their own livelihood systems for development to be sustainable. Development needs to value and develop people's knowledge and skills thus encouraging self-reliant development. It is further emphasized in Swanepoel (2005:4-5) that through community participation, a solid, local knowledge base is created for development. "Local people who, for years, have lived in deprivation, surviving the hardships of their poverty, have something outsiders do not. Their 'common sense' knowledge of the political, social, economic, cultural and natural environment dynamics, can be of immense value to development effort", adds Swanepoel (2005:5).

Community participation as a concept focuses on the idea that involving stakeholders in decision-making about their communities and broader social issues has important social, economic and political benefits. According to Commins (2007:1) failure of services is not just technical but is also due to lack of accountability of public, private and non-profit organizations to poor people. Service delivery failures result from the break-down of the relationship between citizens, policy makers and service providers. This situation can be addressed by inculcating various forms of community participation. It can be through provision of opportunities and incentives for local government officials to respond to community needs, encouraging transparency at the local government level or supporting independent local media to act as monitors of project activities. Effective community participation can also be in the form of political, social and legal structures which all shape the feasibility of participatory actions.

In many instances, participation has been centred on encouraging local people to sell their labour in return for food, cash and materials. These material incentives distort perceptions, create dependencies, and give the misleading impression that local people are supportive of externally driven initiatives. It is therefore important to realise that not every form of participation is good since such will compromise instead of encouraging sustainable development. According to Nelson and Wright

(2001:159), some organizations believe that participation simply implies local people doing what planners wanted while practitioners assume that everyone is participating and that development will serve everyone's needs. They seem to overlook the fact that different livelihood strategies require different local knowledge system and that not all communities are the same.

Rural communities can no longer be seen as simply informants, but are teachers, extension officers, activists and monitors of change. Thus effective participation requires involvement not only in information gathering but also in analysis, decision-making and implementation. In this manner, there is improvement in accountability and increase in the number of stakeholders. There is financial accountability and people add value, encouraging local autonomy and independence. Political accountability is important too. While local people have an increased stake if they are empowered to make decisions, local governments could effectively achieve more development goals and the funders more financial efficiency.

Ordinary citizens have a role to play helping municipalities decide what services to provide and how they will be provided. Various stakeholders and communities ought to participate in consultations and decision-making processes in the form of ward committees, budget consultations, public meetings and Integrated Development Planning forums (commonly known as IDP forums).

The Department of Social Development (2009:24) suggests that effective Community Based Planning can result in building active, sustainable and empowered communities. The process ought to actively deal with the divisions, social exclusion and discrimination that discourage some community members from participation in activities and decisions affecting their daily livelihood.

For purposes of the study it is important to find out first firstly, if community do participate at all in decisions regarding service delivery in the municipality, secondly, the forms of involvement or participation, thirdly, the criteria for participation as well

as examine if there is any exclusion and lastly if their input is actually considered when decisions are made.

2.6 Service Delivery in Local Government

Local government is tasked with the responsibility of providing infrastructure and services that are an essential component of social and economic development. These services include water, sanitation, roads, storm-water drainage, refuse collection and electricity. They form the basis for everything and are important for human survival and rural development. Levels of service provision may vary in different locations based on sustainability and affordability of service to be provided (The White Paper on Local Government, 1998).

These services have a direct and immediate effect on the quality of the lives of the people in the community. Poor quality of water provided and irregular refuse collection will result in unhealthy and unsafe living conditions. It also makes it difficult to attract businesses and thus limits job creation opportunities in the area. At the launch of the Comprehensive Rural Development Programme in August 17, 2009, the President of the Republic of South Africa emphasized that being born in the rural areas or the countryside should not condemn people to a life of poverty and underdevelopment and that rural people also have a right to basic necessities (Architect Africa, 2009).

The reform of municipal government places organs of local government in a central role in integrating programmes to achieve synergistic rural development. Although many municipalities need assistance and guidance to develop capacity, their roles are clearly established. They are required to clearly identify local development needs and opportunities and to plan to respond to these. They must align their budgets to achieve their planned objectives (Government Communications and Information System (GCIS), 2000). They should satisfy the core lesson learnt from international experiences as decentralized and accountable entities managing participatory planning and implementation processes.

The study therefore intends unpacking forms of services that uMhlathuze Municipality has provided for the people, particularly rural communities, finding out what is in the pipeline, and also finding out about which future plans are known to the community.

2.7 Factors Affecting Service Delivery

Service delivery may be affected by many factors. Rwandese Association of Local Government Authorities (2010:34) highlights that factors affecting service delivery can be human, financial, material, informational and time resources. It is also observed that such factors include insufficient staff, insufficient funds, lack of information resources, lack of enough time to execute planned activities due to unplanned meetings, lack of training on the core responsibilities and language barrier. There may be other factors and issues, such as centralization of service provision, community unrests, crime and political influences. However the factor that has been mentioned on several occasions in the previous discussions is that of the importance of accountability of municipalities to the communities they are serving. As indicated above unaccountability has a negative impact on service delivery.

According to Devarajan and Widlund (2007:2) the provision of service delivery is a deeply political matter. This therefore implies that political conditions and dynamics must be considered for the understanding of current problems, and identifying remedies to them. It is believed that it is the strength of accountability relations between citizens, providers, and politicians that explains why services fail or do not fail the poor. Devarajan and Widlund (2007: 42) maintain that service delivery dysfunction is rooted in weak political incentives to provide the quality social services to citizens and that financial transfers are not sufficient for improved service delivery. Social services in poor countries with elected governments are little better and sometimes significantly worse than in poor countries with non-elected governments. Failures are therefore attributed to the inability of politicians to make credible promises to citizens and also to the inability of citizens to observe the relationship between political actions and their own welfare. In democratic states, politicians use

credible promises to citizens to influence their voting decisions. The costs of corruption are therefore easily shifted to the broad segments of the population to which political competitors cannot make credible promises.

Meloughlin and Batley (2012:31) argue that it is not only that politics determines service delivery but in turn service delivery may determine forms of politics. Services may be delivered as seed with the hope of political returns in the near future. However Devarajan and Widlund (2007: 45) warn that when politicians make credible promises only to the limited constituencies, corruption is higher, bureaucratic quality and the rule of law are lower, and the political emphasis on non-public goods, such as jobs in the government is higher. Politicians therefore need to have incentives to reach broad segments of the population as well as administrative apparatus to deliver services and a population sufficiently informed to give them credit for their efforts.

The White Paper on Human Resource Management in the Public Service (1997:2) as cited by Dzansi and Dzansi (2010:995) states that Human Resource Management in the Public Service will result in a diverse competent and well-managed workforce capable of and committed to delivering high quality services to the people of South Africa. It continues by saying that this should become a model of excellence, in which service to society stems from individual commitment instead of compulsion. That implies that proper human resource management and employee commitment are both critical to achieving service excellence. Cameron (2010:2) concluded that the growing politicization of the public service has contributed to poor service delivery, and that the South African government needs to place greater emphasis on merit as the basis for appointments and promotions.

Capacity building is thus important in order to improve and expand the delivery of services to communities. By improving the number and quality of skills, municipalities may be better able to deliver services effectively and efficiently without having to outsource services to consultants. It is however pivotal to note that the method used does not matter much. What is critical is the overall goal of improving the quality of

services, extending services to residents that do not have them and providing services at an affordable cost without compromising a municipality's ability to operate and maintain existing services. It is therefore important to consider the long-term viability of providing a service at a certain level.

Another important contributing factor is that of finance. Municipalities finance their projects through revenue collected from local residents such as rates payments from service consumption. It is important however to note that no revenue is collected from the rural areas. Municipality therefore depends on provincial and national funding initiatives and private sector funding to roll out services in such areas. The sustainability of rural municipalities themselves is dependent on the overall government policy on rural areas, and the development of rural economies (Local Government Budgets and Expenditure Review, 2011:191).

It is therefore important for the researcher to establish whether the factors mentioned above are also valid for the case of uMhlathuze Municipality, and the extent to which they affect provision of services to communities.

2.8 Community Perceptions of Causes of Poor or Good Service Delivery

These are to 2.7 above. However the focus is more on what the general public think the real problem is and also the community reaction thereto. Perceptions fill the void left by unaccountability of politicians and service providers to the beneficiaries of services.

Protests about delivery of services by local government have been evident since 2006. The work of local government has a direct impact on people's everyday lives and its performance affects their ability to function effectively. It is reported that in many instances the provision of these services has been very slow, and has not met the expectations of residents, who perceive municipal officials to be self-serving and neglectful of their needs. These perceptions have become entrenched by the fact that some officials have been investigated and found guilty of corruption. In 2010 the

Minister for Local Government announced that 38 municipalities were under investigation and that some had been put under provincial administration (Clark, 2011).

It was further indicated that these service delivery protests have at times been marked by violence and destruction of property. As such, the issue of service delivery has formed the basis of political parties' manifestos. The Democratic Alliance (commonly known as the DA) viewed this as a sign of citizens' dissatisfaction with the ANC's mismanagement of the municipalities and its inability to deliver meaningful services. However, Clark (2011) argues that a survey conducted before the 2006 Local Government elections revealed that, in addition to voting, protests were also being used as a tool to achieve service delivery and were not necessarily a revolt against the ANC. Iolnews, May 29 2012, when reporting on the Botrivier Clash, mentioned that the community was alleging that the Ward Councilor had done nothing for the community. However, the deep-rooted concern was that community meetings were not held as per expectation to inform communities on progress regarding their needs. On the 24th of May 2012 Pretoria News reported that the house of the Council Whip had been vandalised. The underlying motive for the vandalism was discovered to be that of dissatisfaction about municipal bills at Ekangala Municipality. Once again the challenge was that of lack of consultation.

Despite the continuous community protests reported in the media almost on a daily basis, the means to gather community perceptions of service delivery has been in place since 2006. This is in the form of the Citizen Report Card (CRC) which is used to gather information, compare experience with other communities and results presented to the municipalities involved. Spark Igniting Local Action (2012, issue 3, pg.3) indicated that the project was being implemented in 50 municipalities in Limpopo, Mpumalanga, KwaZulu-Natal and North West as well as 15 districts in Botswana, Malawi and Zambia.

The study intended finding out if the community has at any stage embarked on service delivery protests. It is important to assess if the major mechanisms that the municipality has put in place for public engagement as well as the speed at which services are delivered meet people's expectations. The researcher also intended finding out the actual processes of community participation in the matter of service delivery.

2.9 Summary of the chapter

The chapter has presented a literature review. The chapter elaborated on the conceptualisation of public participation including approaches to development, the participatory approach as a development theory, principles of development, the legislation and documents fundamental to local government such the Municipal Structures Act 117 of 1997, the White Paper on Transforming Public Service Delivery (1997), the White Paper on Local Government (1998), the National Policy Framework for Public Participation (2007), the Millennium Development Goals as well as the National Development Plan Vision for 2030. The chapter also discussed the relationship between municipality and traditional authorities, the involvement of citizens in decision making regarding service delivery, service delivery in local government, community perceptions on service delivery, as well as factors affecting service delivery.

The above topics were discussed as they are fundamental to the subject area, and also to its aim and objectives. The researcher believes that their inclusion lays the foundation for the research study undertaken.

The next chapter will focus on the research methodology that will be used in the collection and analysis of research data.

CHAPTER 3

3. RESEARCH METHODOLOGY

3.1 Introduction

There are two ways in which methodology can be defined. It can be defined as the research model *per se* employed by the researcher in a particular project, including basic knowledge related to the subject, the research methods in question and the framework employed in a particular context. The other way of defining it relates to the nature of methodology being theoretical and more abstract in context, and considers it in conjunction with distinctive, uni-dimensional and mutually exclusive theoretical principles. It offers the research principles which are related closely to a distinct paradigm (Sarantakos, 1998:33). It is further stated in Sarantakos (1998:34) that methodology is a science of methods that contains the standards and principles employed to guide the choice, structure, process and use of methods, as directed by the underlying paradigm.

According to Terre Blanche, *et al* (2006:6), research methodology specifies how researchers may go about practically studying whatever they believe can be known. Welman, Kruger and Mitchell (2005:2) indicate that research methodology considers and explains the logic behind research methods and techniques.

The chapter starts with a description of the research design, research approach and philosophy adopted in the study and then identifies and describes the methods and processes followed in data collection and analysis. The last part of the chapter explains how the researcher ensured that the data collected was valid and that the instruments used in the collection of information were reliable. Ethical issues taken into consideration in the study are also presented.

3.2 Research Design

A research design is a strategic framework for action that serves as a bridge between research questions and the execution or implementation of the research. Research designs are plans that guide the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research

purpose with economy in procedure (Sellitz, Jahoda, Deutsch, & Cook, 1965, p.50 cited in Terre Blanche, *et al*, 2006:33).

The study employed the evaluative research design to understand the key factors in participatory service delivery and to establish the level and nature of participation in service delivery. Evaluation research is defined by Weinbach (2005:2) cited in de Vos, *et al* (2011:52) as the systematic use of research methods to make judgements about effectiveness and overall merit, worth or value of some form of practice. De Vos, *et al* (2011:152) indicate that there is a global push for formalised evaluation for public as well as private investments, processes, practices and programmes.

The study adopted the evaluative research design to determine the level and nature of community participation in service delivery, and also to attempt to understand how community perceived participatory practices in the delivery of basic services, including the forms of service delivery provided as well who has benefited from the service delivery.

3.3 Research Approach

According to Cresswell (1994:1-2) cited in De Vos *et al* (2011), a qualitative study is concerned with non-statistical methods and small samples that are usually purposively selected. The goals of qualitative research relate to gaining in-depth information about the experiences, processes and perceptions, attitudes and inner feelings of people and enabling interaction between the researcher and the respondent. In contrast, Terre Blanche, *et al* (2006:47) argue that quantitative research collects data in numerical form and uses statistical types of data analysis. Hence the study used a combination of both the quantitative and qualitative approaches. This was done to assist the process of understanding the research problem more completely and to ensure validity of the data collected, thus enabling the researcher to simultaneously address a range of confirmatory and exploratory questions with both the quantitative and qualitative approaches and therefore verify and generate theory in the same study.

The qualitative approach seeks to understand the nature and level of participation of the community in matters of service delivery. Methods used include in-depth interviews where people expressed their views, feelings, attitudes and understanding about participation. The quantitative approach verifies demographic information, number and forms of services provided and frequency of service provision. This is done with a series of predetermined categories and is embodied in standardised quantitative measures. This information is presented in a form of frequency tables, bar graphs and pie charts. Details are also indicated in percentages. Qualitative data collection methods were interviews, structured observations and document analysis for clarification of concepts. Data analysis involved content analysis from narratives given in order to generate themes that were used to analyse the data.

3.4 Research Philosophy

The study followed an interpretive philosophy. Nieuwenhuis (2007) argues that the interpretive philosophy holds the view that access to reality is through the meaning assigned by people to phenomena and that what is perceived as truth depends on socially constructed beliefs, norms and perceptions, which stem from people's subjective experiences. The study therefore, assumes that understanding delivery processes and meanings attached to acceptable, good or bad service delivery could only be derived through understanding the meaning attached by those affected.

It is also noted in de Vos, *et al* (2011:309) that the assumption is made that reality should be interpreted through the meaning that the research participants give to their world and this can only be discovered through language. The philosophical assumption of the study relates to the fact that people have their own interpretation, perceptions and experiences about their environment. They also have their own understanding of the nature and level of perceived participatory practices in service delivery.

Terre Blance, *et al* (2006:7) argue that if the researcher believes that the reality to be studied consists of people's subjective experiences of the external world she/he may

adopt an intersubjective/ interactional epistemological stance towards that reality and use methods of data collection such as interviewing or participant observation that rely on a subjective relationship between the researcher and subject. It is further indicated that this is characteristic of the interpretive approach which aims to explain the subjective reasons and meanings that lie behind social action.

3.5 Research Methodology

This section explains the sampling procedure employed in the study as well as the data collection and analysis techniques as explained below:

3.5.1 Target Population

Babbie and Mouton (2001:103) suggest that it should be specified what or who will be studied in order to collect data and to determine how subjects will be reached. Research participants were aged 18 years and above. The research was targeting people who were already eligible decision-makers in terms of voting. Both male and female participants were selected. The criterion was that participants should be full-time residents of the area to avoid misinformation by visitors or passers-by. This was ensured by asking any possible participants whether they were permanent residents of Ward 11 of uMhlathuze Municipality and also their ages at the entry stage of data collection. In that way any member of the community that occasionally stayed in the target area and/ or all the under-aged were eliminated. In this manner the study avoided getting a distorted picture and also eliminated having unnecessary spoiled interview schedules.

3.5.2 Sampling and Sample Size

Sampling is done when one is unable to investigate the total population that is involved in the information that the researcher needs to obtain. De Vos *et al* (2005: 328) outlines that non-probability sampling methods are utilized in qualitative studies. It is further said that qualitative researchers seek out individuals, groups and settings where the specific processes being studied are most likely to occur. A process of constant comparison between individuals and groups being studied is essential,

since the researcher is in pursuit of understanding all aspects of his/her research topic. Purposive sampling was used in the study to get key informants. According to Cresswell (2007:125) the concept of purposeful sampling is used in qualitative research. This means that the researcher selects individuals and sites for study because they can purposefully inform an understanding of the research problem and central phenomenon in the study.

However the nature of the rural setting did not permit the researcher to utilise probability sampling such as simple random sampling since it was difficult to create a sampling frame. The sampling method employed by the researcher was the non-probability and accidental type of sampling. An accidental sample is the most convenient collection of members of the population (units of analysis) that are nearby and readily available for research purposes (Welman, *et al*, 2005:68). A sample size of seventy (70) participants was selected based on age, gender and on their being full-time residents of the area.

The table below indicates how sampling was done in order to ensure equitable representation. Accidental sampling was done in different Voting Districts (VDs) to ensure getting perspectives from different settings and environments within the study area in order to minimize information bias and also to allow for generalization. It should be noted that the largest sample of research respondents were selected from Zicabangele VD while the smallest sample was taken from Nikiza VD based on the number of registered voters.

Table 3.1 Frequency distribution of respondents according to Voting District

VD	Frequency	Percent	Valid Percent	Cumulative Percent
Nhlangenyuka	10	14.3	14.3	14.3
Zicabangele	20	28.6	28.6	42.9
Nsiwa	19	27.1	27.1	70.0
Siyabonga	12	17.1	17.1	87.1
Nikiza	9	12.9	12.9	100.0
Total	70	100.0	100.0	

Source: Respondents of the Study, 2013

3.5.3 Data Collection Technique

Various methods were used to collect and analyse the data and these are presented below:

3.5.3.1 Document analysis

Analysis of relevant documents is done for various reasons. These include ensuring that the researcher understands the current issues relating to the topic of choice, and is able to identify similarities or differences to the studies already conducted and to identify gaps that exist. A literature review is used to introduce and conceptualize the variables that will be used throughout the study (De Vos, *et al*, 2011). In summary, literature itself becomes an input during the planning stage but also in the analysis phase (Punch, 2005:41).

The study utilized information from books, peer reviewed journal articles, government documents, ministerial speeches, newsletters, and the media such as newspaper articles, with a specific focus on participation processes in decision-making, forms of services rendered and beneficiaries thereto, important factors in service delivery and community perceptions on the delivery of services.

3.5.3.2 Interview Schedules

Data was collected using interview schedules. The instrument comprised mostly open-ended questions to collect qualitative information from the respondents although there were some closed questions that were quantitative in nature. De Vos, *et al* (2005: 287), argue that interviews are interactional events and that interviewers are deeply and unavoidably involved in creating meanings that presumably reside within participants. It is further emphasized that both the researcher and the respondent are necessarily and unavoidably active and involved in the meaning-making task. The interview schedules were administered by the researcher with help of the research assistant. The presence of the researcher assisted in explaining unclear questions asked to the respondents to ensure that relevant responses were obtained. Questions were prepared and asked in the language of the respondents ensuring easier and clearer understanding.

3.5.3.3 Observation

Some of the critical information was collected through participant observation, looking at the availability and condition of services provided. According to de Vos, *et al* (2011:338), observation is not dependent on the ability or willingness of respondents to take part in an investigation. Nevertheless, by only observing, the research will never gain the full experience of being part of the community in which the research takes place, but is ideal for the gathering of data on non-verbal behaviour.

3.5.4 Data Analysis

According to Greenstein, *et al* (2003: 75), data analysis is the process of bringing order, structure and meaning to the collected data. De Vos, *et al* (2011:304) suggest that collected data must be read and re-read in order to become thoroughly familiar with it. It is important to critically evaluate the meaning of the words used by the subject. This is applicable to qualitative data content analysis. Terre Blanche, *et al* (2006:322) suggests that themes are induced through data coding, elaborating on the data and data interpreting. In this study this process was done by attentively considering participant's vocabulary that captures the meaning of what they say. Field notes collected during discussions were broken down into themes and categories for elaboration and interpretation and were then coded in relation to the research questions, concepts and theories. Constant comparison of themes was done to establish if there were any new categories. Once coding was finalised, both content and statistical data were analysed using Statistical Packages for Social Sciences (SPSS). Tables were used to record and analyse statistical information. Tables, frequencies, pie charts and bar-graphs were also utilised to present the results.

3.5.5 The Study Area

The Study was conducted in Ward 11 of 30 Wards of uMhlathuze Municipality (KZ282), commonly known as Ntuzi Reserve under Uthungulu District (DC28) in KwaZulu-Natal. This Ward covers areas such as Ntuzi, Sihuzi, Nsiwa,

Nhlangenguka and part of Ongoye Reserve. It is governed by both Traditional Authority under the leadership of Inkosi Mkhwanazi and by uMhlathuze Municipality. The area is the furthest in local municipality from both Tribal offices and municipal offices. It is deeply rural, is provided with minimal services and is one of the biggest in terms of square metres. Its population is continuing to grow as more of its people prefer to stay in their place of origin.

Because of its distance from the University of Zululand, the Traditional Authority office, municipal offices and business development zone, and the generally poor conditions in the area, it is usually either left out completely or is the last to be considered for any service delivery visits conducted by senior government leadership and the municipality, thus making it suitable for conducting a research study of this nature as people there were not used to being interviewed making them less likely to answer in a manner that they believe will please the researcher.

Records on the municipal website that were based on the 2001 census statistics showed that Ntuzi Reserve has a total population of 6665 (City of uMhlathuze, 2012). The records indicated that the majority of households lack basic services, with only 68 of them having electricity. Two households have flush toilets, 531 use pit latrines, 119 have a bucket latrine while a large number have no toilet at all. However, Census 2011 cited in the uMhlathuze Local Municipality IDP Review 2013/2014 indicates that the total population for Ward 11 is 9131 (uMhlathuze Local Municipality, 2013:51). This implies that the population of the area is growing fast. It is on the basis of all the above that Ward 11 is selected for the study.

3.6 Validity and Reliability of the Study

Validity refers to the degree to which the research conclusions are sound. Different levels of validity are important for the soundness of any research study and they are referred to as credibility (internal validity) and transferability (external validity).

De Vos, *et al* (2005:346) describe internal validity as the extent to which causal conclusions can be drawn, provided that the enquiry was conducted in such a

manner as to ensure that the subject was accurately identified and described. Internal validity refers to the soundness of research findings. It is stipulated that all research must respond to canons that stand as criteria against which the trustworthiness of the project can be evaluated. The strength of the qualitative study that aims to explore a problem or describe a setting, a process and social group or pattern of interaction will be its validity. An in-depth description showing the complexities of variables and interactions will be so embedded with data derived from the setting that it cannot help but be valid, suggest de Vos, *et al* (2005:346). Internal validity in this study was achieved through piloting and testing of the data collection instruments and use of different data collection methods.

Training the research assistant, as well as administering the interviews as opposed to giving the questionnaires to participants to respond on their own, and asking follow-up or confirmatory questions all helped to ensure that subjects were accurately identified and described. De Vos, *et al* (2011:420) state that the researcher asks if there is a match between the research participants' view and the researcher's reconstruction and representation of them. The researcher followed a similar procedure and in that way all ambiguous responses were explained in order to ensure correctness of their understanding and the context to which they were related.

Secondly, it is important to check if the results obtained through the research study conducted can be transferred from one specific situation or case to the next, i.e. the extent to which research study results can be generalised. This is referred to as external validity. The research results obtained in this study can be generalized for the City of uMhlathuze and its rural communities.

The size of the sample, selection criteria and triangulation of various methods of data collection all contributed to the validity of the study. The study was also piloted with five participants over a period of three days to test the instrument in order to ensure validity of information. Necessary adjustments were made to the research instrument, such as adding another code for a possible response to pre-coded

questions. The sequence of questions in the interview schedule was re-arranged to ensure greater coherence of the questions in the instrument.

3.7 Ethical Considerations

Amdur (2003) cited in Terre Blanche, *et al* (2006:61) states that a code of ethics in research were established in 1948 after Nazi medical researchers were put on trial in Nuremberg for conducting harmful research on human beings. The code emphasises the importance of individual informed consent in all research with human participants in order to prevent the recurrence of abuses by scientists in the name of research.

In an attempt to ensure adherence to research ethics, the researcher took the following steps:

- Permission for entry to the community was acquired from both the Municipality and Ward Councilor (see Annexures A).
- Permission was also sought from the Mkhwanazi Traditional Authority. (See the request letter is referred to as Annexure B).
- Permission was granted by the municipality through both political and administrative leadership, (attached as Annexures C and D) while the letter granting permission from the Mkhwanazi Traditional Authority is attached as Annexure E.
- Further to that, permission was sought from all possible participants emphasising to them that the purpose of the study was solely to fulfill the requirements of a Master's degree programme and not to serve as a consumers' satisfaction survey by the municipality that would be followed up by addressing their concerns. Participants were also told that their participation was voluntary participation and that they had the right to withdraw at any time, and that their identity would be protected, and confidentiality and anonymity would be ensured. All participants were asked to give their written consent. (See annexure E)

- Respect for dignity of the Local Council and Inkosi and his Traditional Authority.

As part of research ethics, the researcher further,

- Conducted research and solely produced thesis, subject to normal supervisory assistance.
- Acknowledged work of others and referenced accordingly.

Ethics review added value to the study and prevented harm to the participants and adverse consequences for the researcher.

3.8 Delimitation of the Study

De Vos, *et al*, (2011: 111) highlight that even in the most carefully planned research study, potential limitations are often numerous. The study was limited to uMhlathuze Municipality and its rural community. Thus the findings of this study could not be generalized to local government as a whole but only the rural community of uMhlathuze Municipality. The study focused on the provision of basic services and community involvement in the delivery of such services. However, examining if community members had any involvement in the establishment of the by-laws and any policies governing what is to be provided and the procedures to be followed were excluded from this study.

3.9 Summary of the chapter

This chapter covered a description of the research design, research approach and philosophy adopted in the study. It also identified and described the methods and processes followed in data collection and analysis. The last part of the chapter explains how validity was achieved and included an assessment of the reliability of the instruments used for the collection of information. Ethical issues taken into consideration in the study were also presented.

The chapter highlights the processes followed when carrying out this study. It looked at various methods that were utilized for data collection and also for analysing the

data to convert it into meaningful information. The chapter further highlights the limitations to the study.

CHAPTER 4

4. PROFILE OF UMHLATHUZE MUNICIPALITY

4.1 Introduction

The Department of Social Development (2009:51) defines community profiling as a tool that is used by government departments and development agencies to collect data for planning, project development and programme design. Collected data needs to reflect the community in question in terms of social, capital, physical, human and natural assets, the environment and reflection on existing organizations, power and leadership, and a count of public, private and civil society organizations. It is also important to have an understanding of the basic infrastructure available in the area.

This chapter provides an in-depth analysis of the profile of uMhlathuze Municipality arguing that adequate understanding of the profile of the municipality in general helps the researcher find the link between the research areas and the entire municipality and provides a general understanding of the area. With regards to community development and the delivery of services, the process assists with the selection of the most appropriate intervention strategy where applicable.

4.2 The Profile of uMhlathuze

The profile presented comprises of information on the historical background and a general overview of the area, which includes a detailed discussion of the demographic and socio-economic profile, the geographic and environmental characteristics, the legal framework and management issues, service delivery, public participation and the challenges the municipality is faced with. The profile of the community is discussed in detail in the section below:

4.2.1 History of the City of uMhlathuze

uMhlathuze Municipality was established on 5 December 2000 after the demarcation process and the local government elections of that date. The City of uMhlathuze is a resultant amalgamation of Empangeni and Richards Bay Transitional Local Councils. Richards Bay is considered to be the industrial and tourism hub, Empangeni the

commercial hub while the largest suburb is eSikhaleni. The Municipality is named after the uMhlathuze River, which runs through the municipal area and symbolically unifies the towns, suburbs and traditional areas of Mkhwanazi, Dube, Madlebe and KwaKhoza (Yes Media, 2012:1).

4.2.2 An Overview of uMhlathuze Municipality Profile

According to Yes Media (2012:1), the City of uMhlathuze is the third-largest municipality in KwaZulu-Natal. It has an area of 793 square kilometres. Located on the north-east coast of the province, it is a strategically placed, aspirant metropol due to its close proximity to Durban. It is home to the country's largest deep-water port and has an industrial development zone that enjoys the economic spin-offs associated with IDZs. The John Ross Parkway, the major access road to the City from the inland provinces, has been upgraded and rehabilitated. The road boasts the country's longest road bridge and has been designed to meet the growing transport needs of the City in line with the development plans for the CBD and harbour. Apart from being an industrial and economic hub, the City enjoys a diverse natural environment. Importantly, the City of uMhlathuze is a progressive municipality that appreciates the need to achieve a successful balance and synergy between industry, its rich environmental assets, and the community.

4.2.3 Demographic Information

According to Statistics South Africa cited in Yes Media (2012:1) uMhlathuze Municipality has an estimated population of 334 459 people comprising 86 609 households. The growth rate of the population is estimated at 1.45% per year. The municipality is characterised by a high rate of unemployment which stands at approximately 31%. In total the city has thirty (30) Wards and Table 4.1 overleaf depicts the population of uMhlathuze and how it is gender distributed per Ward.

TABLE 4.1 Population and Gender Distribution per Ward

Ward	Male	Percentage	Female	Percentage	TOTAL
1	5966	49	6179	51	12145
2	6377	52	5877	48	12254
3	4510	50	4548	50	9058
4	6168	49	6304	51	12472
5	8003	51	7560	49	15564
6	6371	51	6173	49	12544
7	3116	53	2780	47	5896
8	2577	50	2559	50	5137
9	6473	48	7085	52	13558
10	5277	47	6033	53	11310
11	4295	47	4836	53	9131
12	4234	49	4341	51	8574
13	7190	48	7738	52	14928
14	6033	49	6283	51	12315
15	5808	47	6444	53	12252
16	3669	47	4132	53	7801
17	4949	47	5514	53	10463
18	7050	47	7837	53	14887
19	5626	47	6394	53	12020
20	4055	47	4497	53	8552
21	3377	49	3573	51	6950
22	4180	46	5001	54	9181
23	5461	51	5242	49	10703
24	10346	56	7985	44	18331
25	6804	49	7067	51	13871
26	5622	49	5901	51	11523
27	4090	46	4783	54	8873
28	3550	48	3890	52	7440
29	7281	47	8086	53	15367
30	4485	39	6874	61	11359
TOTAL	162943	49	171516	51	334459

Source: uMhlathuze Local Municipality (2013: 51)

4.2.4 Geographic Characteristics

The climate of the sub-region is characterized by humid summers and hot winters. The average maximum temperature during summer is 28.4 degrees but at times exceeds 40 degrees. The minimum temperature is also high, at 18.5 in summer and 13.2 in winter. The extreme minimum temperature seldom falls below 5 and frost seldom occurs (Vuka Town and Regional Planners Inc., 2002: 87).

Within the municipality are a number of vegetation occurring around the drainage line, namely, Empangeni stream, the Ukula River, the Mkhumbane stream and the Odakaneni and Ngweni streams that extend into Ngwelezane (City of uMhlathuze and Dennis Moss Partnership, 2005:18). Yes Media (2012: 1) refers to the municipality as 'a port city' that aims to be a renowned centre for trade, tourism and nature-lovers, coastal recreation, commerce, industry, forestry and agriculture.

Another natural resource available within the municipality are the quarries found in the rural areas of KwaBhejane, Madlebe and KwaMkhwanazi, and also the privately owned Ninians Quarry at Niwe/ Ndabayakhe along the R102 to Empangeni.

4.2.5 Political Environment

The Municipality is led by the African National Congress (ANC), since this organisation won 23 Wards. With proportional representation, ANC has a total of 36 Councilors, Inkatha Freedom Party (IFP) has ten (10) seats, Democratic Alliance (DA) and National Freedom Party (NFP) has six (6) each and two (2) seats are occupied by independent councillors.

There are also structures such as the Community Policing Forum (CPF), Ward Committees, Street Committees and School Governing Bodies (SGB's), youth structures including Youth Ambassadors and youth development groups. Street committees are aimed at helping curb criminal activity in the community.

The municipality also has interest groups and structures that facilitate the delivery of services, and these structures include, the Zululand Chamber of Commerce and

Industry (ZCCI), the Youth Council, Senior Citizens Forum, Disability Forum, and Men and Women sector forums. There is also a Rate Payers Association, particularly in the urban part of the municipality.

4.2.6 Service Delivery

This section deals with provision of water and sanitation services, electricity supply, transportation and storm-water infrastructure.

4.2.6.1 Water and sanitation

According to uMhlathuze Local Municipality (2013:77), the municipality has formulated a level of service policy formalising the creation of a waterborne system of sanitation in urban areas. In the rural areas Ventilated Improved Pit (VIP) Latrines have been installed. A total of 61.96 % of households have access to the basic level of service for sanitation. It is indicated that the basic level is one VIP per household.

The municipality receives a Municipal Infrastructure Grant of which 70% is used for water and 30 % is allocated for sanitation. A total of 83.89 % of the households have access to basic water. The basic level for provision of water is communal and supply is less than 200 metres from a household. The basic water backlog stands at 12 996 households, which makes a total of 15.01 %. The municipality in its capacity as the water services authority and juristic entity ensures the quality of the municipal water sources, portable water and wastewater systems (uMhlathuze Local Municipality, 2013:79).

It is further mentioned in uMhlathuze Local Municipality (2013:79) that two Water Service Providers are contractually responsible for the water and wastewater purification and distribution function, namely, Water and Sanitation Services of South Africa (WSSA) for the Northern; Southern and some part of the Western region and Mhlathuze Water that serves Empangeni (Western Region). Their monitoring programme comprises the following:

- i. Esikhaleni Water Treatment Works, Mzingazi Water Treatment Works and Ngwelezane Water Treatment Works.
- ii. Drinking Water Reticulation monitoring with a number of test points along the water networks that serve to ensure that the quality of potable water (to the

consumer) complies with national standards (SANS 241:2011). Forty two samples get tested per week by WSSA and 8 by Mhlathuze Water.

There are various centres available within the municipality for Waste Water Treatment and these include: the Alton Macerator Station; Arboretum Macerator Station; Nseleni Wastewater Treatment Works; Esikhaleni Wastewater Treatment Works; Empangeni Wastewater Treatment Works; Ngwelazane Wastewater Treatment Works, and Vulindela Wastewater Treatment Works. This suggests that the municipality is well resourced and therefore capable of providing clean and purified water to the residents.

4.2.6.2 Electricity

uMhlathuze Local Municipality (2013:90) indicates that the municipality has good infrastructure for electricity supply purposes including 43 sub-stations and switching stations, 7 ESKOM Point of delivery sub-stations, underground and overhead lines and cables. The above infrastructure supplies a total of 39 782 customers, including Industrial, Commercial and Residential.

Urban areas of the municipality are supplied by the municipality. Payment options include meters and prepaid electricity. Prepaid vouchers are available from municipal rates halls in all townships and in both Empangeni and Richards Bay towns. Electricity can also be purchased from retail shops and vendors. Indigent households can apply for free basic water and electricity under the Indigent Policy. They also get exempted from paying rates. However previously this was benefiting only people in the township and excluded those that are supplied by Eskom on tribal land. However, with recent developments, Eskom clients can now benefit from the Eskom/ Municipality Indigent Policy, but the municipal Ward Councillor has to fill in the form on behalf of the resident(s) and submit it to Eskom together with a used electricity voucher. Eskom invoices the municipality for units supplied to indigents on a monthly basis. It is noted that some of the households have not yet received electricity. The table below gives details of electrification and backlogs.

Table 4.2: Electrification and Backlog

uMhlathuze Village Phase 7	<ul style="list-style-type: none"> o Application submitted to DoE (Department of Energy) for 700 units o R3m allocated for 2013/2014 for estimated 206 units
Esikhaleni H and J Sections	<ul style="list-style-type: none"> o Require 65 units o Project underway to install backbone
Ngwelezane B1030	<ul style="list-style-type: none"> o 53 units o Project completed to install backbone
Mandlazini	<ul style="list-style-type: none"> o 800 requests received o R11,6 million required to electrify areas o Awaiting finalisation of geotech report
Mzingazi	<ul style="list-style-type: none"> o 300 requests received o R4,35 million required to electrify areas o Awaiting finalisation of geotech report
Eskom supply areas	<ul style="list-style-type: none"> o Reported backlog of estimated 8986 o Planned installation for 2013/2014 estimated 4958
RBIDZ (Richards Bay Industrial Development Zone)	<ul style="list-style-type: none"> o Applied for 10MVA – Phase 1 o Later amended SoW, in terms of switching station location o R6.2m short of payment o SCM process underway o Phase 2 application to be submitted soon o Submitted the internal reticulation design o City of uMhlathuze has responded with a few amendments

Source: uMhlathuze Local Municipality (2013:92)

Electricity to the value of R40.6m was lost in 2012. The affected areas were Richards Bay, Empangeni/ Felixton, Ngwelezane, Esikhaleni, Nseleni and Vulindlela. The municipality has now created initiatives to address energy losses.

4.2.6.3 Transportation and Storm-water Infrastructure

Within the Infrastructure and Technical Services Department there is a unit responsible for transport, roads, storm-water and coastal management. The unit has the following sub-sections:

- Urban Roads, Rail and Road Markings
- Transportation Planning and Traffic Signs
- Rural Roads and Storm-water
- Storm-water Coastal Management

i. Urban Roads, Rail and Road Markings

This sub-section is responsible for daily pothole repairs, and repairs in roads where pipe bursts have occurred. Major maintenance is done via the pavement management system. The rail sidings are maintained to comply with the standards of the Rail Safety Regulator, which is a national body responsible for the safe operation of all rail lines. Representatives from the municipality, a consulting firm and a maintenance contractor conduct monthly inspections to determine maintenance work. A total length of 17.2 km of rail sidings and 38 turnouts is maintained.

According to uMhlathuze Local Municipality (2013:88) the Road Markings and Traffic Signs Section is hampered by staff shortages. The main project of this section revolves around the PMS (Pavement Management System). The PMS is a system that was developed to inform the user of all future major maintenance work required on the roads such as mill and fill activities, seals such as chip-and-spray as well as slurry seals and asphalt overlays. It informs the user of estimated costs and assists in the preparation of maintenance tenders. The PMS is reviewed and updated every three years after an intensive assessment to determine the condition of the roads (uMhlathuze Local Municipality, 2013: 88).

ii. Transportation Planning and Traffic Signals

This section consists of three divisions, namely, transportation planning, contract maintenance, and traffic signals.

Transportation Planning includes the planning on the upgrading of existing road infrastructure, planning of new roads infrastructure, road classification, integrated transport mode planning, public transport infrastructure planning, heavy vehicles operations planning, airport framework plan and arterial framework plan.

Transport Planning Assistance covers maintenance related quotations for upgrading of existing infrastructure, Implementation of traffic calming, traffic counts and planning, warrant of traffic signals, upgrading of traffic signals, and the design and implementation of new traffic signals.

Work done under **Traffic Signals** involves maintenance and upgrading of traffic signals, as well as improvement of technology.

Projects and Activities in this section are summarized hereunder:

- Rural Roads Development to source funding via a Business Plan for the upgrading and developing of the rural roads.
- Development of a business plan for the sourcing of funding for the implementation of the Comprehensive Integrated Transport Plan (CITP).
- Development of The Comprehensive Integrated Transport Plan for the City of uMhlathuze (CITP).
- Upgrade of the existing road from North Central Arterial to Grantham Road in Empangeni (John Ross Highway).

iii. Rural Roads and Storm-water

According to uMhlathuze Local Municipality (2013: 89) rural road services are provided to Traditional Council areas. The infrastructure maintenance section is responsible for maintenance of roads and storm water, pedestrian bridges, bus shelters and vehicle bridges.

iv. Storm-water Systems and Coastal Management

The Storm-water Systems and Coastal Planning section deals with the overall storm-water management and operations functions throughout the city, including the coastal management functions through liaison and coordination of meetings with various stakeholders involved in all activities and functions along the City's coastline.

Projects and Activities of the section include:

- Repair of Mzingazi River Salt Water Barrier Weir at John Ross Highway Bridge to prevent ingress of salt water through the weir into the fresh water course.
- Community Awareness Project for a Stream Clean-up crossing Saligna Road between John Ross College and Via Cassiandra Road.
- Replacement of all storm-water manhole covers throughout the City with Polymer Concrete manhole covers to prevent scrap metal theft and creation of a safe environment for the community.

- Maintenance and Cleaning of all Storm-water facilities throughout the City.

Storm-water control forms an integral part of planning. It therefore becomes important to ensure that storm-water drainage is properly maintained in order to avoid overflow of water to residential and/or business areas. Moreover, people need to be taught to refrain from dumping in storm-water drains.

4.2.6.4 Human Settlement

UMhlatuze Local Municipality (2013:98) states that the uMhlatuze municipal area is characterized by a shortage of suitably well-located land for housing development. Estimated housing demand stands at 8248 in the urban areas and 6622 in rural areas, totalling 14870 (uMhlatuze Local Municipality, 2013: 98). There are seven hostels located in various sites in Esikhaleni Township. Each hostel consists of 2, 3, 4 or 5 blocks with 18 units each. The envisaged number of units after the completion of refurbishment is 360 four-roomed houses. Ten blocks making 180 units, have been upgraded and about 30 units have been transferred to individual beneficiaries/households. Records also indicate that about 136 families/households have been re-allocated to the refurbished units. Three hundred (300) people have been relocated to the Dumisani Makhaye Village (also known as uMhlatuze Village) low income housing project.

The following table illustrates the current status of the Esikhaleni Hostel Upgrade Programme.

Table 4.3: Hostel Refurbishment Progress

Hostel Name	Status
H862 (2 blocks)	Refurbishment underway
H395 (3 blocks)	Refurbishment underway
H396 (5 blocks)	Refurbishment underway
J1169 (2 blocks)	Refurbished
J1083 (4 blocks)	Refurbished
J223 (2 blocks)	Refurbished
J464 (2 blocks)	Refurbished

Source: uMhlatuze Local Municipality, 2013:99

The municipality has also embarked on an informal settlement upgrade programme in order to clear slums at uMzingwenya, Nseleni, and Mzingazi, Mandlazini-Airport Buffer Strip, Ngwelezane, around the University of Zululand, Mzingazi and Mandlazini Agri-Villages.

4.2.7 Education System and Facilities

The Census (2011) cited in uMhlathuze Local Municipality (2013: 53) reveals that the number of people with no schooling had declined from 18.5% in 2001 to 7.2% in 2011. The number of people who have acquired higher education remains high for the City of uMhlathuze compared to all other local municipalities in Uthungulu District. Persons with matriculation level increased from 27.6 in 2001 to 36.9 in 2011. Institutions of higher learning include the University of Zululand, Umfolozi FET College Campuses, PC Training, and a Unisa satellite campus. There are also basic education centres which are government run and some privately managed schools and other skills training centres. The education sector is not managed by the municipality neither is early childhood development provision. However the municipality does the lobbying for development of educational facilities in the community and also identification of suitable land. The municipality is also embarking on programmes to assist in establishing early childhood centres or crèches which the municipality will fund. Otherwise some crèches, particularly in the rural areas, are either supported by traditional authorities or private organisations.

4.2.8 Healthcare Services

uMhlathuze Local Municipality (2013:123) reveals that uMhlathuze Municipality Primary Health Care Services are provided from two main Clinics, namely Richards Bay and Empangeni, with 6 satellite Clinics which are Aquadene, Baptist Church, Brackenham, Felixton, Zidedele and Meerensee. The total population serviced between 01 July 2011 and 30 June 2012 totalled 255 147.

The main reasons for which the clinics were visited include Hypertension, Diabetes, Tuberculosis, and Sexually Transmitted Infections (STIs). Sexually Transmitted infections remain a growing concern.

In prevention, 37 990 immunizations was given to protect children against disease. The clinics participate in Immunisation campaigns such as PCV (Pneumococcal Conjugate Vaccine) catch up and H1N1 (Flu Vaccine). Staff visits preschools and crèches to immunise children. The clinics and Cancer Association of South Africa (Cansa) work together as well with the intention of detecting cancer in its earlier stages. Cansa utilise a mobile unit to go to areas and also attended to large numbers of patients in the clinics. The ARV clinics are growing rapidly with the two main clinics currently serving 4000 patients.

The **Environmental Health Services** perform numerous functions some of which are incorporated under Municipal Health Services, which in terms of the National Health Act No. 61 of 2003, include: Water Quality Monitoring; Food Control; Waste Management; Health Surveillance of Premises; Surveillance and Prevention of Communicable Diseases; Vector Control; Environmental Pollution Control; Disposal of the Dead; and Chemical Safety.

The Environmental Health Services unit is involved in the campaigns on Bilharzia Survey and Awareness; Communicable Disease education and training; Rabies Vaccinations; and Malaria.

The municipality is home to Ngwelezane Hospital, a Tertiary Hospital, Umfolozi War Memorial Hospital and two private hospitals namely, The Bay Hospital and Garden Clinic. There are government clinics in all municipal clusters. Some areas are serviced by Mobile Clinics which are supposed to assist the community at least once per month but sometimes which seldom visit remote areas whose communities thus have to rely on Community Health Care Workers.

4.2.9 Economic System, Employment and Income

The Department of Social Development (2009:38) maintains that understanding people's livelihoods and survival strategies is important for development planning. Main economic sectors in the municipality include manufacturing, community services, trade, agriculture, mining and finance. The municipality supports Local Economic Development (LED) activities and its key projects include: agricultural

support to encourage and assist small-scale farmers; annual agricultural market day; business support and business advisory workshops; and community skills development. Although tourism is mentioned as one of the key features describing the municipality, it appears focus is placed on the coastline and Richards Bay in particular. No activities have been identified to enhance the rural economy.

According to Yes Media (2012:2) key Investment opportunities for uMhlathuze are the Ridge Development; Meerensee Retirement Village; waterworks node; waterfront development project; industrial development zone; eco-estate; canal node. The main economic hubs are Empangeni and Richards Bay. Industries in the City of uMhlathuze are BHP Billiton, Mondi, Sappi, RBCT, FOSKOR, Tata Steel, Alusaf Aluminium and Bell Equipment. No market stall is available but a district Fresh Produce Market is said to be built at Ngwelezane in the near future. This will boost business for vegetable growers.

4.2.10 Law Enforcement and Safety

There are police stations in all clusters, namely: Nseleni; Richards Bay; Esikhaleni; Empangeni; Ngwelezane; Dlangezwa/ Vulindlela. According to Crime Statistics South Africa (2013), there has been an increase in contact crimes, that is, murder, total sexual crimes, and attempted murder, with Empangeni rated number 2 in KwaZulu-Natal accounting for 11.3 % contact crimes, and 10.3% for common assaults. Empangeni is rated number 2 for burglary at residential premises, higher than Umlazi which is much bigger in population and rated number 3 for commercial crimes. Furthermore, it contributes 12.1% of the total KZN neglect and ill-treatment of children cases and 11% of kidnapping crimes (Crime Statistics South Africa, 2013).

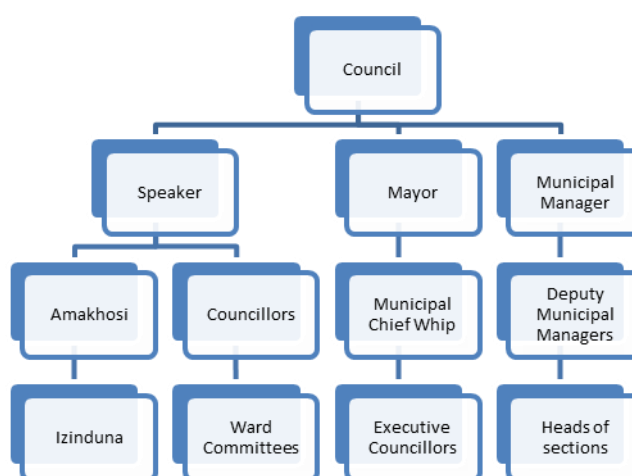
Coan (2014:1) maintains that it important that people report all crimes, including what they may perceive as small crimes. It is believed that reporting all crimes helps guide planning for the area. Crime statistics South Africa (2013), cited in Coan (2014:1) indicate that home robbery hot spots in the KZN province were primarily the eThekwin Metro, and uMhlathuze Municipality. The most affected areas of the

uMhlathuze Municipality were Mpembeni, Mthunzini, Madlankala, Richards Bay, Sitezi, uMhlathuze, Mhlana and Nqutshini.

4.2.11 Management Bodies

Management of uMhlathuze Municipality has two parallel structures, namely, the Traditional Authority and the Municipality Council. The figure below indicates the organizational structure. All clusters have the element of both urban and rural settings. The municipality seems to have good relations with Traditional Authorities with the exception of Madlebe T/A. This is the cluster that has proven to have serious leadership issues between Inkosi and the Municipality, up to the extent that Inkosi has stopped participating in stakeholders forums held by the Municipality. The area is engulfed in continuous disputes over the ownership of land with the local municipality resulting in a great number of land invasions.

Figure 4.1: Organization Structure of uMhlathuze Municipality



4.2.12 Human Service System

uMhlathuze Municipality is home to a number of entities such as Clinics, Ngwelezane Hospital, Empangeni Garden Clinic, The Bay Hospital, Magistrates Courts, Police Stations, Department of Social Development Offices, the Department of Agriculture and Environmental Affairs, Community Halls and Tusong Centres, Libraries, Municipal Rates Offices, Post Offices, Ithala Development Corporation and

other Banks and a number of other financial institutions, pay-point stations, petrol stations, the University of Zululand, Umfolozi FET campuses (Esikhaleni, Nseleni, Richards Bay), Unisa, PC Training and other colleges of skills training and development.

The table below shows some of the vital facilities in the community per Tribal Authority.

Table 4.4 Number of Facilities per Traditional Council Area

Facility	Mkhwanazi	Dube	Khoza	Madlebe	Total
Halls	3	1	1	1	6
Pension points	5	3	1	7	16
Clinics	2	2	1	1	6
Sports grounds	3	9	7	4	23
Crèches	1	3	3	4	11
Tribal courts	1	2	2	1	6
Market stalls/ crafts centre	0	2	0	0	2
Total	15	22	15	18	70

Source: uMhlathuze Local Municipality (2013: 95)

4.2.13 Public Participation

The municipality is doing lot to ensure that communities participate in their own development. These include Taking Council to the Community, an initiative which involves taking both Executive Committee and Council Meetings to a venue that allows opportunity for the community to witness the proceedings of such meetings. Such an event is usually preceded by activities such as handing over of wheel chairs, school visits, clean-up campaigns, repairs of roads and painting. This programme is led by senior political leadership and it helps push service delivery issues and development objectives of the uMhlathuze community. Another big programme that involves community is the State of the City Address.

The most prominent participatory mechanisms are those that take place as part of the IDP, especially during the assessment and planning phase. These provide a forum for identifying, discussing and resolving the issues specifically related to upliftment and improvement of conditions in the under-developed parts of the

municipal area. The uMhlathuze Local Municipality (2013:141) reveals that the municipality communication strategy involves the following elements:

- i. Ward committee members and Councillors are part of the preparation of Ward meetings.
- ii. IDP community sessions are held in venues closest to the community.
- iii. Print media press releases to local and provincial newspapers are in IsiZulu and English.
- iv. SMSs, flyers and loud hailing are also used as a strategy to persuade the community to attend IDP meetings.
- v. Monthly internal and external newsletters are used to publicise IDP/ Budget news.
- vi. Council provides transport for community members to respective meeting venues.

4.3 Challenges

Although the municipality looks very prosperous, it has some challenges which threaten development.

Weaknesses/Threats

- Water supply problems at Esikhaleni and Mkhwanazi rural.
- No electricity supply to Esikhaleni during Eskom outages and evening restrictions.
- High cost of much needed maintenance.
- The Municipality is running a recycling project with the goal of increasing recyclable materials recovered from the suburbs. At present, only Meerensee suburb is involved in the project, making the project less effective.
- Short to no supply of permanent staff to carry out daily functions.
- Increased water demand for rural reticulation at the Mzingazi Agri-Village.
- Community members are building houses on the ponds at Ngwelezane, hence the high cost of much needed maintenance.
- Indiscriminate dumping by residents of garden waste and builders' rubble.

- Illegal dumping of waste within streets and storm-water servitudes by the community causes overflows through blockages that create flooding of streets and properties.
- Influx and settlement along urban boundaries causing challenges for future development.
- Lack of access to appropriate land for human settlement purposes resulting in people settling on buffer zones and wetland, thus making it difficult for services to be provided.

4.4 General Comments

There has been a noticeable increase in traffic congestion at Esikhaleni due to new township developments and the establishment of a shopping mall. The main road entering Esikhawini needs to be widened. The municipality also needs to consider widening the road between Ngwelezane and Empangeni in line with development of the area. While disputes between Madlebe T/A and the Municipality need urgent intervention, there is a need for proper land planning in all the Tribal Areas to avoid informal developments that encroach on municipal land and is a potential threat to future developments.

Continuous workshops on Land Use Management will assist and guide future developments on both municipal and tribal land.

There is also a need to identify and support rural heritage sites and tourism opportunities that may help to boost the rural economy and create job opportunities.

4.5 Summary of the chapter

Profiling and analysis of the situation of uMhlathuze Municipality helps the researcher understand the fundamental characteristics of the municipality and give background to which delivery of services to the research study area can be related. Generally, the municipality appears to have good infrastructure and delivers services to the people but there is still a room for improvement, especially in the rural areas.

CHAPTER 5

5. PRESENTATION, ANALYSIS AND DISCUSSION OF RESEACH RESULTS

5.1 Introduction

This chapter presents analysis and provides a detailed discussion of the results obtained through the use of interview schedules and observations.

The research approach adopted for this study was an in-depth, qualitative approach that sought to understand the views of recipients of service delivery. The aim was to examine and analyse their views and perceptions not only on the current participation level of service delivery but also on the effectiveness of their participation in the improving the delivery of basic services to citizens and enhancing accountable local governance. The aim was not necessarily to engage in a technical and quantitative assessment and evaluation of uMhlathuze Municipality's achievements or failures. The primary data gathering tool during the research work was in-depth interviews with respondents selected from the community.

The first part (Part A) provides the demographic information on the respondents, presenting details on variables that have direct impact on access to basic services such as gender, age, educational level and employment status. The second part (Part B) explains how the services are provided, looking specifically at the type of services provided, and perceptions of community members on what is provided and the perceived benefits. This is followed by a presentation on the support provided by the other stakeholders such as the Traditional Authority and private organizations. The last section covers community knowledge of leaders and their roles and responsibilities and discusses communication channels and community/ public involvement.

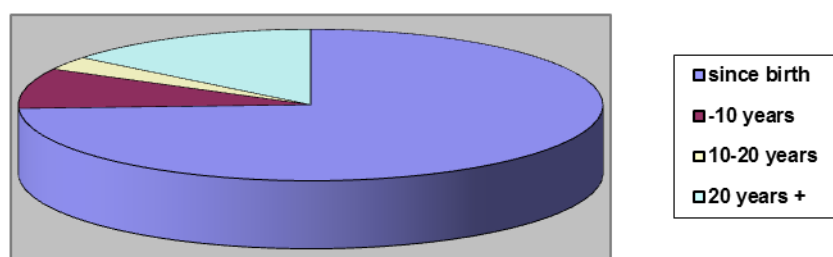
5.2 The Demographic Data

This section presents the biographical information of the respondents, including gender, age, length of residence in the area, educational level and employment. Seventy respondents participated in the study.

5.2.1 Length of residence in the area

This quantitative information was collected in order to determine the basis on which perceptions about development of the area were made. Figure 5.1 below demonstrates that the majority of the respondents had lived in the area since birth. This confirms what was earlier indicated under the description of study area that population was continuing to grow as most of people preferred to stay in their place of origin.

Figure 5.1 Distribution according to length if residence in the area



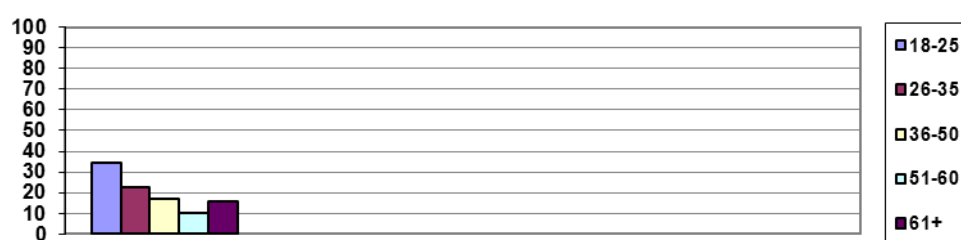
Source: Respondents of the Study, 2013

The majority of respondents were originally from the study area, Ntuze Reserve, Ward 11 of uMhlathuze Municipality and it is therefore assumed that they equally understand the needs for basic services and are able to provide clarification on what has been provided.

5.2.2 Age Distribution

The researcher asked for the age of each respondent in order to verify if there was any correlation between age and understanding of different variables. The results indicated that just over a third of respondents (34%) were aged 18-25yrs. The next category was of age 26 – 35 years at 23%. Respondents aged 36-50 constituted 17% while 16 % of the respondents were the retired and/ or pensioners. People aged 51-60 years made up the minority of respondents. The two first categories (18-25 years and 26-35 years) were significantly dominant and this reflects an existence of a youthful population and the life expectancy in the area (fertility and mortality rates).

Figure 5.2 Age Distribution



5.2.3 Gender distribution

Gender distribution information was gathered in order to inform the researcher on the representation of women in the sample and to ensure that they were not marginalized since they are the ones who are most affected by the inadequacy or lack of basic services.

Table 5.1 Gender Distribution

	Frequency	Percent	Valid Percent	Cumulative Percent
Male	15	21.4	21.4	21.4
Female	55	78.6	78.6	100.0
Total	70	100.0	100.0	

Source: Respondents of the Study, 2013

Female respondents accounted for 78.6 % while males were only 21.4%.

5.2.4 Level of education

This variable is considered in this study for its influence on access to employment opportunities and income for households. It is presumed that the higher the level of education attained, the higher the opportunities of employment, and thus better the access to basic services and improved or higher quality of life.

	Frequency	Percent	Valid Percent	Cumulative Percent
No schooling	11	15.7	15.7	15.7
Primary	14	20.0	20.0	35.7
Secondary	40	57.1	57.1	92.9
Tertiary	5	7.1	7.1	100.0
Total	70	100.0	100.0	

Table 5.2 Educational Level

Source: Respondents of the Study, 2013

The table above indicates that the majority of respondents (57%) had secondary education. Twenty percent attended school up to primary level. Sixteen percent of respondents had no schooling at all while only seven percent had reached tertiary level.

5.2.5 Employment status

The status of employment is considered in the study as it influences access to basic services such as water and electricity. Table 5.3 indicates that 60 % of the participants were unemployed. These results are in-line with the statistics on the demographics for Ward 11 as they appeared on the municipal website in 2013.

Table 5.3 Employment Status

	Frequency	Percent	Valid Percent	Cumulative Percent
Permanent	5	7.1	7.1	7.1
Casual	4	5.7	5.7	12.9
Seasonal	1	1.4	1.4	14.3
Unemployed	42	60.0	60.0	74.3
Self-employed	4	5.7	5.7	80.0
Studying	4	5.7	5.7	85.7
Pensioner	10	14.3	14.3	100.0
Total	70	100.0	100.0	

Source: Respondents of the Study, 2013

In brief, the majority of the respondents were either unemployed or pensioners, which suggest that the community livelihood is dependent either on social grants, farming and remittances from relatives in migrant labour. Those employed permanently were 7.1 %. The casuals, the self-employed and those that were still studying accounted for 5.7 % each while 1.4% of the respondents were seasonally employed.

Earning a salary suggests that one has the ability to gain access to basic services or is able to buy water or electricity. The absence of a salary indicates the contrary. Access to resources determines control over the type of services provided and to a certain extent determines participation in decision making on services delivered. Table 5.2 and table 5.3 suggest that there was a close relationship between unemployment and educational level since very few respondents indicated that they have reached tertiary education level. This confirms what was indicated by The Millennium Development Goals Report (2011:21) that among the developing regions, only Eastern Asia and Northern Africa have achieved gender parity in tertiary education. It is further indicated that the financial and economic crisis of 2008-2009 exacerbated the unemployment situation leaving most people to work in jobs that lacked financial security and social benefits.

5.3 Provision of Services

The information presented in this section focuses on the type of services provided and how they are provided.

5.3.1 Services in order of importance and availability

Table 5.4 below indicates services and how they were ranked in order of importance by the respondents.

Table 5.4 Services in order of importance and availability

Order of Importance			Order of Availability		
No.	Service	Percent	No.	Service	Percent
1	Water	79	1	Electricity	81
2	Electricity	66	2	Water	63
3	Road	54	3	House	37
4	House	44	4	Toilet	33
5	Bridge	20	5	Employment opportunities	2.8
6	Toilet	20	6	Crèche	2.8
7	Employment opportunities	12.9	7	School	1.4
8	Crèche	8.5	8	Bridge	1.4
9	Clinic	8.5	9	Road	1.4
10	School	4.2	10	Clinic	0
11	Safety & security	4.2	11	Safety & security	0

Source: Respondents of the Study, 2013

Water was identified as the most needed basic service by the majority respondents in the study area in that, 79 percent prioritized it as the most important, followed by electricity and other infrastructural needs.

Houses and bridges were at 44% and 20% respectively. Sanitation, in the table referred to as toilet, although considered by government as the second most important service after water, was rated number 6 in the order of importance. However in terms of availability, electricity was rated at the highest level (81%), while water came second at 63%. Housing availability stood at 37% while the forth position was taken by toilets at 33%.

It was however observed that some respondents, although they had toilets, did not consider them as an important service. According to uMhlathuze Local Municipality (2013) the municipality had formulated a level of service policy formalising installation of waterborne system of sanitation in urban areas. The installation of Ventilated Improved Pit (VIP) Latrines was continuing in the rural areas. A total of 61.96 % of the households in the municipality have access to the basic level of

service for sanitation. It is indicated that the basic level is one VIP per household. The municipality receives a Municipal Infrastructure Grant, of which 70% is used for water and 30 % for sanitation.

5.3.2 Subsidised services

The table below show services that are subsidised.

Table 5.5 Subsidised Services

	Subsidised	Not subsidised
Electricity	6	94
Water	100	0
Health	94	6
Housing	24	76
Education	99	1

Source: Respondents of the Study, 2013

The results in Table 5.5, indicates that 94% of the respondents paid for electricity while only 6% of the respondents indicated that their electricity was subsidised. It was however mentioned that electricity connections for the majority of the respondents were subsidised, yet they were expected to pay for consumption. The indication was that all respondents were utilising completely subsidised water. The majority (94%) of the respondents indicated that they received subsidised health services and only a minority paid for services

The study reveals that 24% of the respondents had received government subsidy houses. All local schools were no-fee schools and the majority (99%) of the community used these schools with an exception of only 1% of the respondents that indicated that they were using private schools or schools outside the Ward.

5.3.3 Water Provision Methods

The respondents had access to water through the various methods listed in Table 5.6 below.

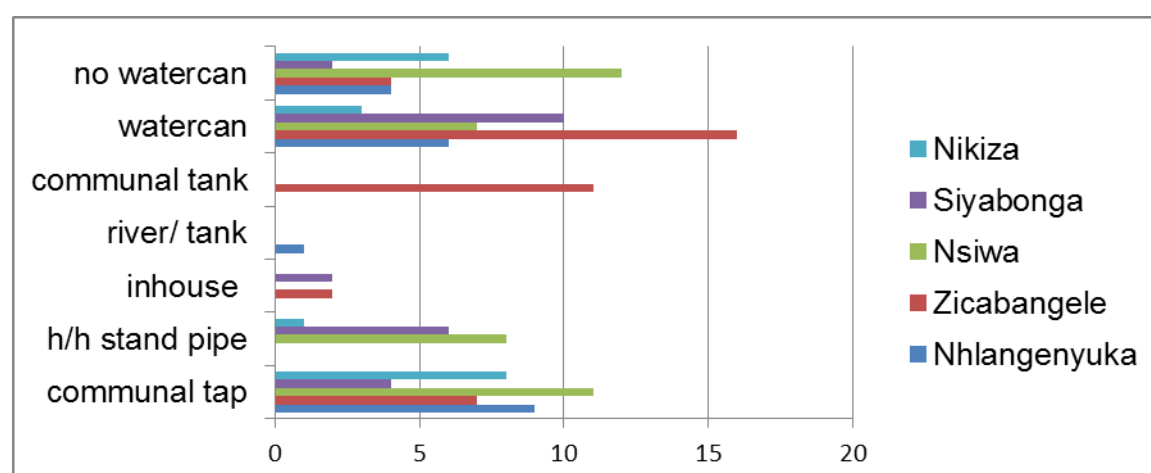
Table 5.6 Frequency distribution according to the water provision

Source	Frequency	Percentages
Communal standpipe	39	55.7
Household standpipe	15	21.4
Inside the house	4	5.7
River	1	1.4
Communal tank	11	15.7
Total	70	100

Source: Respondents of the Study, 2013

It is noted that the majority had access through a communal standpipe. There were variations with regards to access through 'water cans' (water delivered by trucks). Figure 5.3 below demonstrates the mode of delivery of water per area of the study.

Table 5.6 indicates that water provision was mainly communal with 55.7% of the respondents using a communal standpipe/tap, while 21.4% of the respondents indicated that they had their own home stand-pipe. Very few had in-house connections, whereas 15.7% collected water from communal tanks. The majority (60%) of the respondents indicated that water-cans were provided in the case of water-cuts, while 40% indicated that no provision was made, leaving the community with no option but to collect water from the river and/ or water streams.

Figure 5.3 Level of provision of water and water-can provision per study Area

Source: Respondents of the Study, 2013

The community of Nsiwa mostly relied on communal taps for water. However, there were complaints of no water-can provision in cases of water interruption. The assumption of the respondents was that Nhlangenyuka and Zicabangele areas which were perceived to have communal tanks and taps were always given first preference. Nsiwa residents claimed that they were denied water by municipal officials who would not stop for them even when they waited by the road side. Figure 5.3 indicates that Zicabangele had been supplied with communal taps but also had a provision of communal tanks. Water-can provision was the highest. The indication was that water-cans were constantly coming to fill the tanks.

Nikiza, whose water supply was communal taps, but which on many occasions had no water, had a problem with water-cans not stopping where the community clustered, but there were reports of the filling up the tanks of prominent community members, including, Ward Committees and Induna.

5.4 Sources of Energy

Table 5.7 below reveals that the majority (65.7%) of participants had access to electricity, while 28.6% of the respondents were still utilising wood as source of energy. Paraffin use as well as gas was at 2.9%.

Table 5.7 Frequency distribution according to the source of Energy

Source	Frequency	Percent	Valid Percent	Cumulative Percent
Electricity	46	65.7	65.7	65.7
Wood	20	28.6	28.6	94.3
Paraffin	2	2.9	2.9	97.1
Gas	2	2.9	2.9	100.0
Total	70	100.0	100.0	

Source: Respondents of the Study, 2013

According to City of uMhlathuze (2013) only 68 households had electricity at Ward 11. However it was noticed that there had been a significant increase in terms of

electricity connections in the area though a lot of work was still in progress. Switching on of electricity was done per section completed, giving hope to those still on the waiting list.

5.4.1 Electricity connections and consumption

Only 27% of participants paid for electricity consumption, while the majority of the respondents indicated electricity connections were subsidised by government. However, people were expected to pay for consumption with only 4.3% utilising free electricity. Minimum payment ranged from R50-R100 but only 11.4 % fell into that category. The maximum electricity consumption cost was R500 per month but very few (15.7) respondents fell into this category. It should be noted that some of respondents were waiting for their electricity switch to be turned on. Connections had been completed but they had not yet started to utilise electricity.

5.4.2 Electricity interruptions

The interruptions were noted as a challenge by the respondents, as the table below shows. The reasons for the interruptions are provided in Figure 5.4.

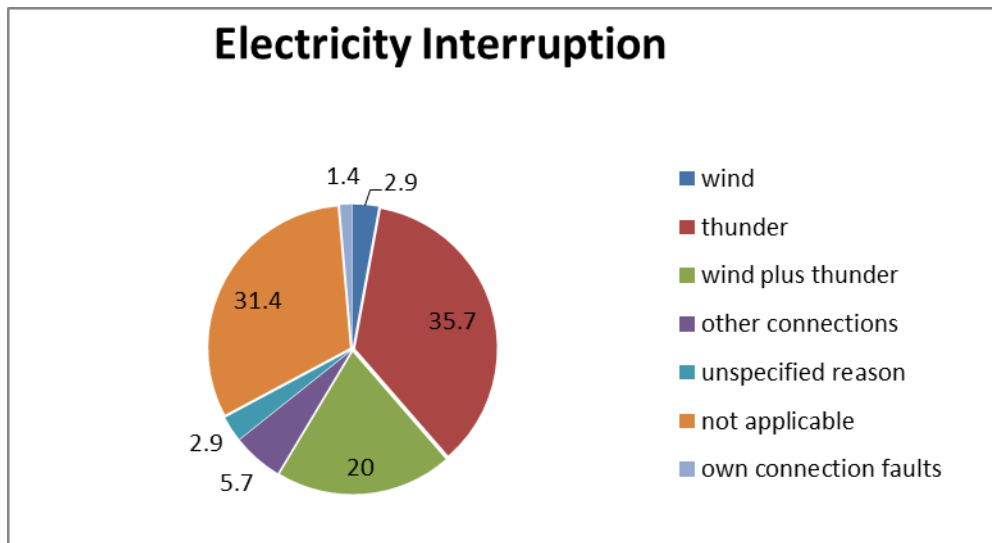
Table 5.8 Electricity interruptions

	Frequency	Percent
Interruption	31	44.3
No Interruption	22	31.4
N/A	17	24.3
Total	70	100

Source: Respondents of the Study, 2013

The indication was that 44.3% of the respondents had their electricity interrupted and 31.4% of the respondents did not experience this problem.

Figure 5.4 Reasons for electricity interruptions



Source: Respondents of the Study, 2013

The study revealed that electricity was usually interrupted by thunder. However other factors also played a role. Wind accompanied by thunder accounted for 20% of the interruptions, with interruptions caused by wind alone contributing 2.9%. Interruptions due to work in progress on other connections accounted for 5.7%. It was also revealed that interruptions were also caused by faulty appliances and incorrect connections done by people while trying to relay electricity from one house to the next. This type of interruption was prevalent on rainy days.

5.4.3 Fault reporting

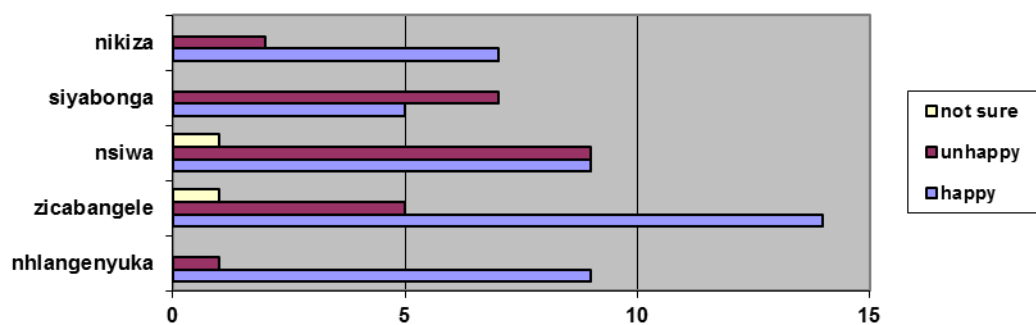
Forty three percent of the respondents indicated that they reported faults while 31% indicated that they simply waited in hope of electricity being restored. The indication was that 38.6% of the participants had electricity restored immediately while others indicated that they waited for a period of anything from one day up to a week.

5.5 Perceptions on service delivery satisfaction

It was revealed that respondents were generally not satisfied with most of the services provided. In terms of infrastructural development, the majority of the respondents indicated that they felt that infrastructure in the area was not good. By

contrast, the majority (63%) of the respondents were generally happy about the service delivery in the area. The majority of the respondents (91%) of the respondents indicated that they had never been engaged in a service delivery protest. The minority who had participated in protests had done so in order to express concerns over land redistribution (i.e. not in connection with service availability or delivery). However, it should be noted that the satisfaction indicated does not cut across all areas studied. For example at Siyabonga, the majority were unhappy with service delivery, at Nsiwa satisfaction/ dissatisfaction levels were equal, whereas at Nikiza and Zicabangele, satisfaction levels were significantly high, as depicted in Figure 5.5.

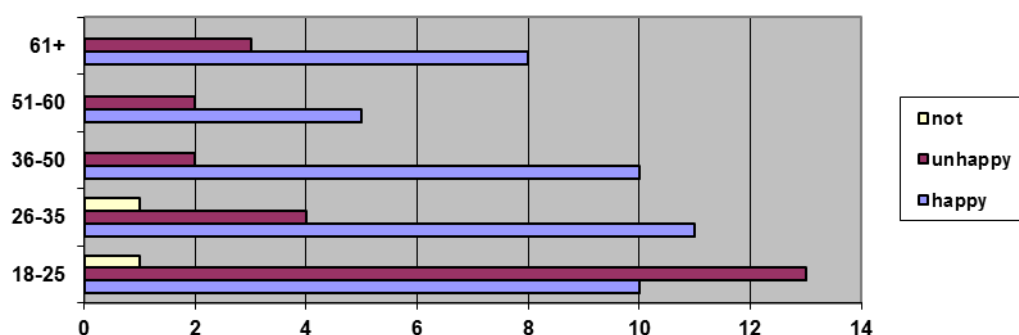
Figure 5.5 Feelings about service delivery per area



Source: Respondents of the Study, 2013

On the correlation between satisfaction and age, it was discovered that the majority of young people, particularly those between 18 and 25, were unhappy with the services delivered, as depicted in Figure 5.6. However, all other age groups seemed to be happy with the services. It should be noted that the majority of respondents in this study were in any case within the significantly dissatisfied age category.

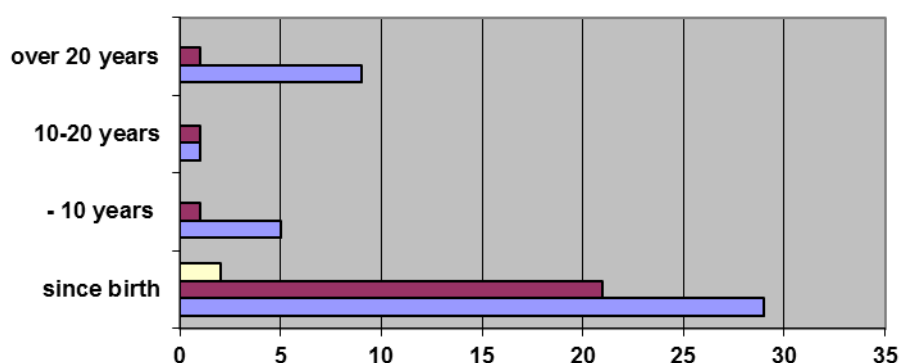
Figure 5.6 Feelings about service delivery per age



Source: Respondents of the Study, 2013

On the basis of how long the respondents have lived in the area, it was discovered that the longer they had been in the area the more satisfied they were. This suggests that respondents were probably able to identify service delivery changes in the area and were thus satisfied with the developments.

Figure 5.7 Correlation of feelings about service delivery and length of residence in the area



Source: Respondents of the Study, 2013

Table 5.9 below depicts the level of satisfaction as indicated by the beneficiaries. A detailed explanation on satisfaction with each service is also provided.

5.9 Service satisfaction

Service	General feeling	Frequency	Percent	Valid percent	Cumulative percent
Water	Satisfied	29	41.4	41.4	41.4
	Not satisfied	41	58.6	58.6	100.0
	Total	70	100.0		
Sanitation	Satisfied	66	94.3	95.7	95.7
	Not satisfied	3	4.3	4.3	100
	Total	69	98.6	100	
	Missing	1	1.4		
	Total	70	100		
Transport	Satisfied	36	51.4	52.9	52.9
	Not satisfied	32	45.7	47.1	100
	Total	68	97.1	100	
	Missing	2	2.9		
	Total	70	100		
Road	Satisfied	10	14.3	14.7	14.7
	Not satisfied	58	82.9	85.3	100
	Total	68	97.1	100	
	Missing	2	2.9		
	Total	70	100		
Housing	Satisfied	15	21.4	82.2	88.2
	Not satisfied	2	2.9	11.8	100
	Total	17	24.3	100	
	Missing	53	75.7		
	Total	70	100		
Bridges	Not satisfied	63	90	100	100
	Missing	7	10		

Source: Respondents of the Study, 2013

5.5.1 Satisfaction about water

The results show that the majority (58.6%) was unhappy while only 41.4 % of the respondents were satisfied about water provision. The indication was that the community had serious water challenges since on many occasions there was no water coming out of taps. This had serious health implications as people resorted to going back to water streams, meaning that from time to time, they consume impure water.

5.5.2 Satisfaction about toilets

Toilets had been provided for many homesteads but the indication was that no consideration was made for big and polygamous families. All homesteads were allocated one toilet irrespective of the actual numbers of people residing in each kraal and thus were very quickly filled.

5.5.3 Satisfaction about transport

Table 5.9 shows that 51.4% of the respondents were satisfied with transport while 45.7% indicated they were not satisfied. It should also be noted in table 5.9 that the respondents were satisfied with the availability of transport in the study area, but there were challenges experienced with accessibility of transport.

5.5.4 Satisfaction about roads and bridges

The majority of the respondents indicated that road conditions were very poor, such that sometimes they could not get transport during rainy days, as depicted in Figure 5.8 below. Respondents indicated that access routes were full of mud and needed quarry. The bridge (depicted in Figure 5.9) at Ntuze River was very shallow and was quick to break river-bed and overflow. Serious consequences of this problem included funerals being postponed due to mortuary vehicles not being able to pass through. In the study area the outcry of “poor roads” was evident. Those studying or working or having businesses were the most affected when there was no transport. In some instances it was difficult for different areas of the ward to connect after a storm, such that “those across remained across”.

The figures below show the condition of road and bridge available to the community.

Figure 5.8 Road Condition

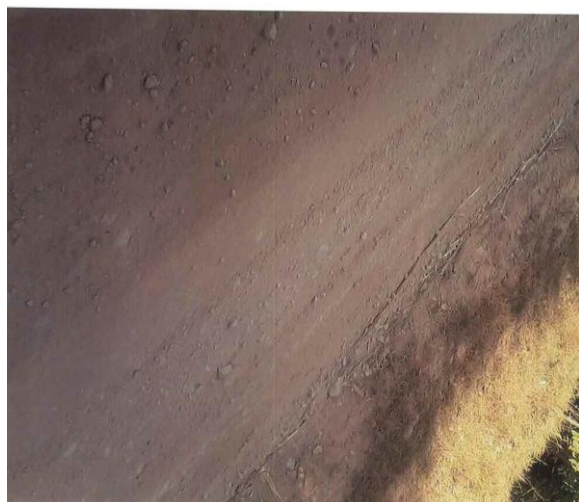


Figure 5.9 Ntuze Bridge



Source: Pictures taken during data collection, 2013

5.5.5 Satisfaction about houses

Twenty one percent of respondents indicated that they were satisfied with the way housing had been delivered. However, there seems to be a lot of misunderstanding on how government housing subsidies work. Some participants indicated that the first phase which was strictly for poverty stricken families had been started and that they were eagerly waiting to see all households getting subsidy houses. According to the Department of Human Settlement (2009), subsidy applicants should meet various criteria including but not limited to citizenship, income and number of financial dependents.

5.6 Stakeholders and Service Delivery Contributions

The respondents identified the Traditional Authority (T/A) and private organisations as other contributors to service delivery. Although the majority (54.3%) were of the opinion that the T/A was not involved in any development, 31.4% of the respondents indicated that T/A contributed towards development in various forms, including construction of local schools and crèches. It is also noted that 28.6% of the participants indicated that they were aware of developments funded by private organizations which included block of classes, sports fields and crèches. The

researcher also observed that various multinational corporations sponsored schools and sports facilities in the study areas. There were observable signs such as billboards at sports grounds and schools indicating who had sponsored the facility. The multinational corporations demonstrated their social responsiveness to the basic needs of people.

5.7 Knowledge of Ward Councillor according to age

The table below shows participants' knowledge of their Ward Councillor per age group.

Table 5.10 Crosstab of knowledge of Ward Councillor against age groups

	Age (in years)					Total
	18-25	26-35	36-50	51-60	61+	
Know	20	14	10	6	10	60
Don't know	4	2	2	1	1	10
Total	24	16	12	7	11	70

Source: Respondents of the Study, 2013

Table 5.10 indicates that the majority of the respondents knew their Ward Councillor, which shows good communication signs and how visible the leaders are to the community. However, knowing the leadership does not directly translate to service delivery. What was remarkable in the study is that most of the youth respondents aged 18-25 years knew their Ward Councillor as well as Councillor's physical address.

5.8 Communication with Councillor

It is worth noting that the majority of respondents indicated that they were able to communicate with the Councillor through their ward committees, as depicted in Table 5.11 below.

Table 5.11 Communication with Councillor

Mode of communication	Frequency	Percentage
Phone	9	12.9
Visit	12	17.1
Phone and visit	6	8.6
Through Ward Committee members	21	30
Public meetings	4	5.7
No communication	18	25.7
Total	70	100

Source: Respondents of the Study, 2013

Table 5.11 above indicates the most prevalent way of communication used was through Ward Committee members. That therefore means that their continuous capacitation is of paramount importance. Another form that seemed to be higher with regards to communication was through Councillor's residence visits. Whereas, 25.7% of the respondents indicated that they had no communication at all with the leadership.

5.9 Understanding of Roles and Responsibility of the Ward Councillor

The table below shows people's understandings of the roles and responsibilities of Ward Councillor.

Table 5.12 Understanding of Councillor roles and responsibility with age

Councillor roles and responsibilities	Age (in years)					Total
	18-25	26-35	36-50	51-60	61+	
Knowing people's needs & problems	6	2	3	2	4	17
Link between community & municipality and lobbying for development	5	3	5	3	5	21
Provide services	8	7	4	1	1	21
Community welfare & security	3	3	0	0	0	7
Reserve comment	2	1	0	0	1	4
Total	24	16	12	7	11	70

Source: Respondents of the Study, 2013

The majority of the respondents indicated knowing community needs and problems, linking with government and lobbying for development on behalf of the community as their understanding of roles and responsibilities of Ward Councillor. Respondents also perceived the Councillor as the person that provides for development and services to the community. The respondents indicated that matters reported to the Ward Councillor included needs and problems, complaints about service provision, safety and security, disasters and needs for proof of residence.

The community, particularly the respondents aged between 18-25 years seem to have a better understanding of Councillor roles and responsibilities. The researcher wanted to establish whether all age groups had a common understanding of the roles and responsibilities of the Councillor. It is also interesting to note that a common understanding prevailed between youth, the middle aged and the elderly. All perceived the Councillor as being a responsible link between the community and municipality.

The results show that the more respondents that had no schooling understood Councillor's responsibility as being a link between the community and municipality and lobbying for development, better than those with tertiary education. The majority of respondents with tertiary education believed that the Councillor was responsible

for providing services. However, in total, a similar number of respondents indicated their understanding as knowing people's needs and problems, linking between community and municipality and lobbying for development and providing services.

Table 5.13 below is an indication of respondents' understanding of councillor roles and responsibilities correlated with level of education.

Table 5.13 Crosstab between understanding of Councillor roles and responsibilities and level of education.

	Level of Education				Total
	Never attended school	Primary	Secondary	Tertiary	
Knowing people's needs & problems	1	7	9	0	17
Link between community & municipality and lobbying	7	4	9	1	21
Provide services	2	2	13	4	21
Community welfare & security	1	0	6	0	7
Reserve comment	0	1	3	0	4
Total	11	14	40	5	70

Source: Respondents of the Study, 2013

5.10 Communicating need for services

The majority (77.1%) of the respondents indicated they were able to receive responses on the needs for services while only 21.4 % indicated that no responses were received.

Figure 5.10 Communication of need for services



Source: Respondents of the Study, 2013

The above illustration indicates that most of the community needs for services were reported to the traditional leaders (Inkosi and Induna) in the rural areas. This therefore means that good relations between the elected leadership and traditional authorities were crucial for smooth delivery of services and community development in general.

5.11 Encouragement by leadership

Table 5.14 Frequency of leadership encouragement to participate

	Frequency	Percent	Valid percent	Cumulative percent
Encouraged	56	80	81.2	81.2
Not encouraged	13	18.6	18.8	
Total	69	98.6	100.0	
No response	1	1.4		
Total	70	100.0		100.0

Source: Respondents of the Study, 2013

Table 5.14 above shows that the majority of the respondents were encouraged by the community leadership to participate in development matters affecting them. However, looking at the communication methods indicated in Table 5.11, it was observed that community members participate in general public meetings only and had no personal or individual face to face or telephonic communication with the

leaders. This may be related to the African traditional perspective that did not allow women to talk freely in the presence of their male counterparts.

The majority (52.9%) of the respondents indicated that they reported development issues to the Ward Councillor, while 27.1% reported to the Induna, 1.4% reported to the Inkosi, and 8.6% communicated with ward committees. The remainder waited for a community meeting to report their concerns. The mode of communication for the majority (67.1%) of the respondents was through public meetings while very few respondents were able to phone or visit Ward Councillor.

5.12 Attendance of Meetings

Table 5.15 below depicts the participants' frequency of attendance of meetings. The results show that seventy nine percent of the respondents indicated that they attended community meetings while 21% did not.

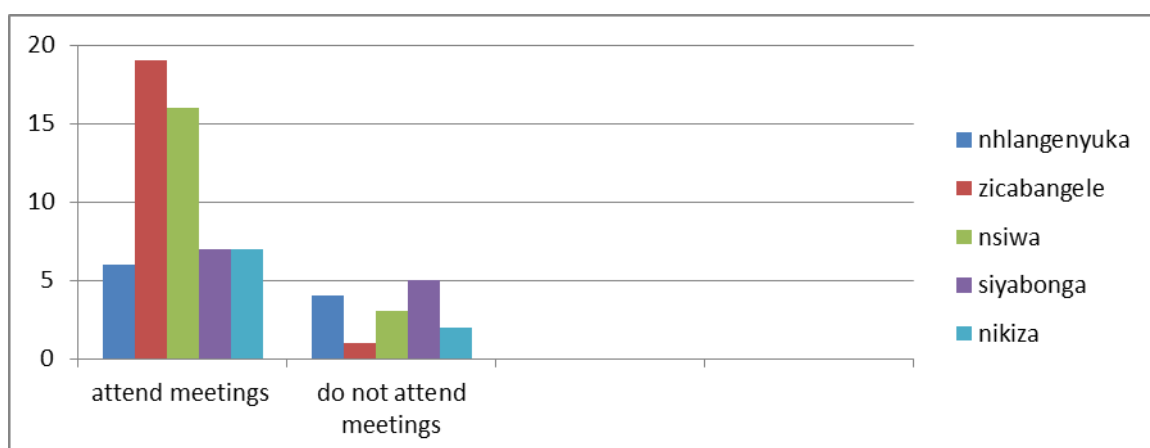
Table 5.15 Frequency of attendance of meetings

	Frequency	Percent	Valid percent	Cumulative percent
Attend	55	78.6	78.6	78.6
Don't attend	15	21.4	21.4	
Total	70	100.0	100.0	100

Source: Respondents of the Study, 2013

Various modes of sending messages or notices about public meetings were used, including, leaflets given out at schools, messengers, public notices and loud-hailing. However, most respondents indicated that they received information through loud-hailing. The indication from the majority of the respondents was also that the language used in meetings was understandable to them.

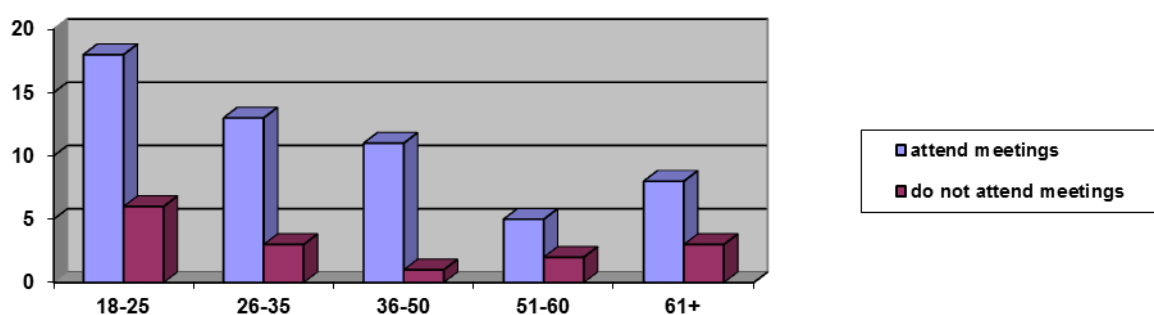
Figure 5.11 Attendance of meetings



Source: Respondents of the Study, 2013

Figure 5.8 indicates that Zicabangele VD had the highest number of respondents who attended meetings, followed by Nsiwa. Moreover, Nikiza which had the lowest number of respondents based on its voter registration had a larger number of respondents indicating that they attend meetings.

Figure 5.12 Attendance of meetings per age



Source: Respondents of the Study, 2013

Figure 5.12 indicates that youth aged 18-25 years had the highest number of respondents attending meetings. This implies that the younger generation is becoming concerned about their environment.

5.13 Municipal offices

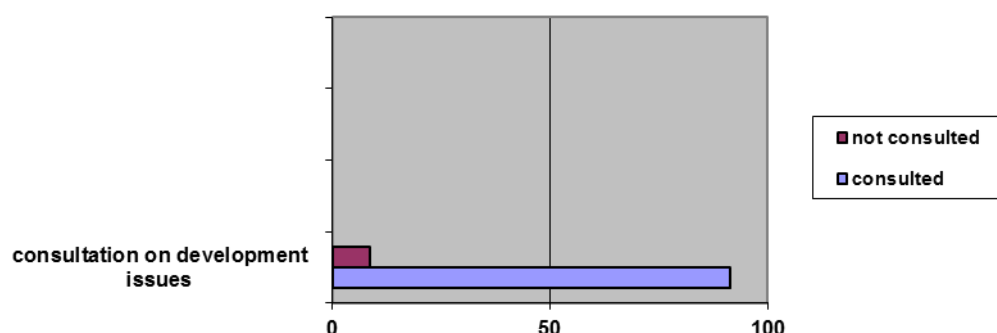
Only 34.3% of the respondents knew where municipal offices were located and only 17.1% had visited municipal offices, but the majority had no idea where the offices were located. For those that had visited the offices, the indication was that the language used at municipal office was understandable.

5.14 Perception of Development in the Area

The majority of the youth aged 18-25 years as well as the majority of respondents with secondary education perceived development in the area as being average compared to other rural areas. The majority of the respondents in general perceived development of the area to be average compared to other rural areas. The responses from particularly respondents who have resided in the area for a long time and those who were born in the community indicated that there were noticeable changes in the area.

5.15 Consultation on issues of delivery

Figure 5.13 Consultation regarding issues of development



Source: Respondents of the Study, 2013

Figure 5.13 shows that 91% of the respondents indicated that they were consulted on issues of development of their area. This relates to Table 5.14 above where it is indicated that the majority of respondents were encouraged to participate, and to

Table 5.15 showing that the majority of the respondents attended community meetings. Only a very small number indicated that they see things happening without their knowledge.

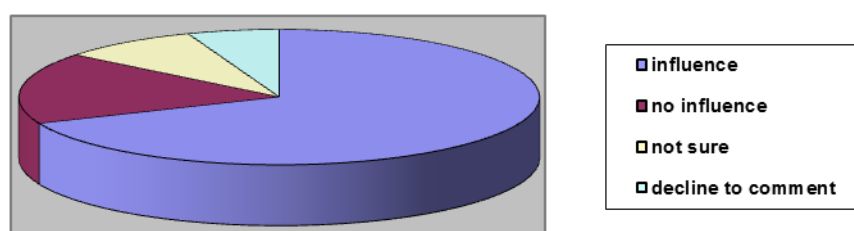
5.16 Perceptions of political influence on service delivery

Table 5.16 Perception of Political Influence on Service Delivery

Perception	Frequency	Percent
Influence	48	68.6
No influence	12	17.1
Not sure	6	8.6
Decline to comment	4	5.7
Total	70	100

Source: Respondents of the Study, 2013

Figure 5.14 Pie chart showing perceptions of political influence on service delivery



Source: Respondents of the Study, 2013

The above illustrations show that the majority of the participants believed that politics has an influence on the delivery of services. Most respondents indicated that they believed that there should be a political link between the Ward Councillor and the Municipal leadership for community issues to be well addressed.

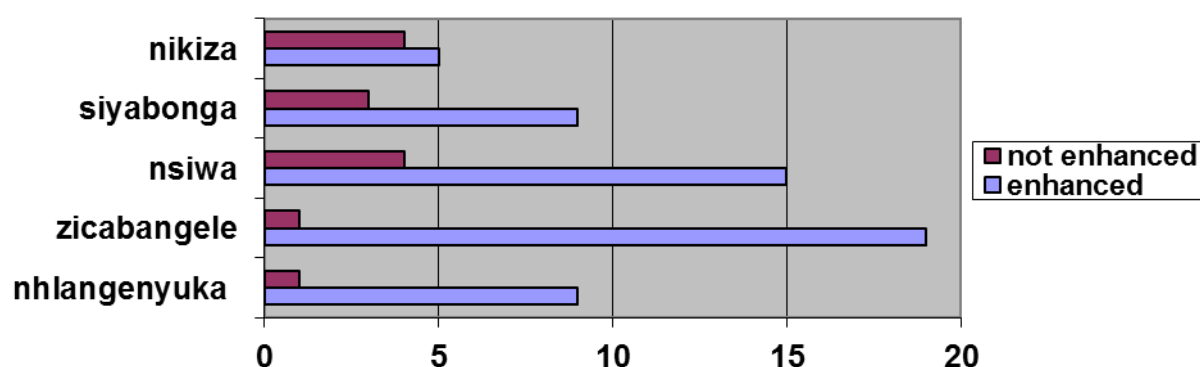
5.17 The link between development and changes in political leadership

The indication from 73 % of the respondents was that there have been noticeable developments since political changes in leadership. However the respondents indicated that though changes were noticed with change in political leadership in the area, but there was continuity in terms of service delivery.

5.18 Enhancement of service delivery through community involvement

The majority (81%) of the respondents indicated that community involvement had enhanced service delivery. The respondents indicated that their views were taken into consideration. This therefore meant that the municipality was taking notice of community views during the IDP process and budget reviews. However a minority of the respondents believed that their views were not considered and that whatever was done was simply done for ensuring their cooperation and to keep them updated. Conyers (1982) and Potter (1985) cited in Potter, *et al* (2008:119) emphasise that participation should be more than involvement or mere consultation. It was also important to identify how this is to be achieved and also who exactly is to participate. Furthermore, it is crucial to realise that people also have a democratic right not to participate. Nelson and Wright (2001:158) further outline that information gathering systems and decision-making processes must be local people-centred, site specific and must change according to external circumstances. The interests and activities of formal and informal institutions must be well co-ordinated.

Figure 5.15 Enhancement of service delivery through community involvement per study area



Source: Respondents to the Study, 2013

The above figure illustrate that in all areas, most respondents indicated that community involvement enhanced service delivery. However the number of respondents that indicated that community involvement had no impact at Nikiza was close to those that believed community involvement enhanced service delivery.

5.19 Further developments

The community wishes for change included among others the enhancement of service provision particularly water, roads and bridges construction, changes in leadership to consider a more permanent Councillor since they believed that the absence of the Ward Councillor compromised service delivery, improvement of communication between the community and ward committee members, replacing committee members who do not disseminate information to the general public but are self-serving; use of neutral venues for all community meetings including those that are called by Indunas; and change of perception by rural community of considering only household heads as residents, thus ignoring the views of the youth. Concerns for change also included youth development as well as youth employment opportunities. Elderly respondents where families depended on pension for survival were concerned about what would happen when they died. One old lady jokingly said that her children would cry twice, for losing their beloved mother and grandmother and also for losing the bag of mielie-meal.

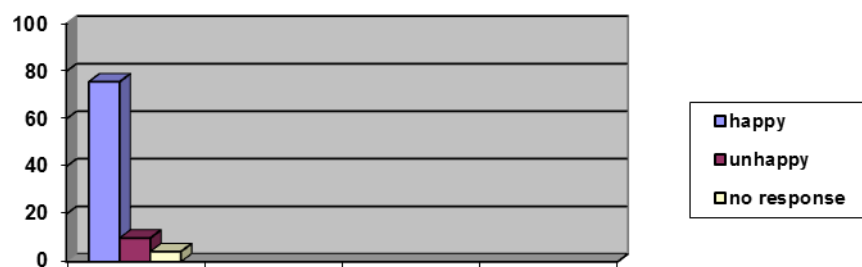
Concerns about safety and security were raised by 4.2 % of the respondents. However, reasons for concern were based on the fear simply of not having police visibility in the area, and the previous incidence of killings that happened to neighbours. Based on the fact that there were no other close neighbours, people had a fear about same incidents reoccurring, and also robbery. An unusual concern raised was that of security from the wild animals at Nsiwa with people fearing for their lives because of wild pigs, and being concerned about monkeys destroying their fields.

To ensure the changes they wished to see effected, the majority of the respondents indicated that they were going to continue attending community meetings, use their

vote to effect political changes, lobby other community members to support their views and ensure that the needs they raise take priority during IDP meetings, ensure self-development and continuously report their matters of concern to the Councillor and the municipality.

5.20 General feeling about service delivery

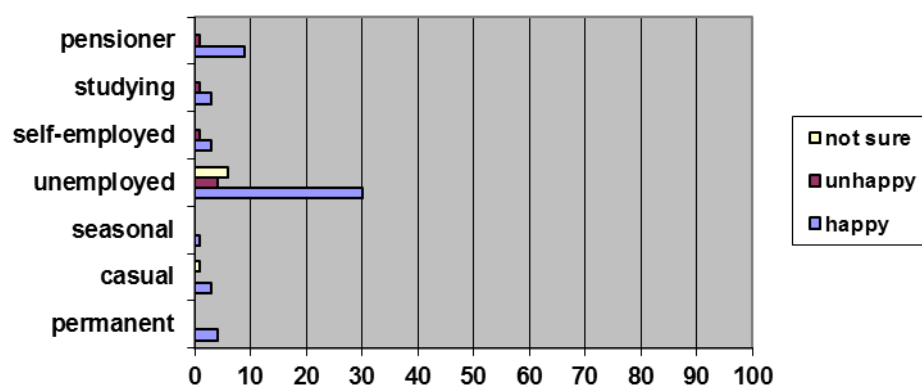
Figure 5.16 General feeling about service delivery



Source: Respondents of the Study, 2013

Seventy six (76) percent of the respondents were generally happy about service delivery, with 10% of the respondents unhappy but indicating that they were hoping for a better future, while 4% declined to comment.

Figure 5.17 Relationship between feelings about service delivery and employment



Source: Respondents of the Study, 2013

The majority of the respondents, though they indicated that they were unemployed, were generally happy about service delivery, although some were not sure, and a few indicated that they were unhappy. The unemployed are probably happy about service delivery because of the subsidy on services provided. The services provided include a free house, subsidised electricity, water and sanitation (VIP latrines provided free). Also included is free access to facilities such as schools and clinics. All the permanently employed respondents indicated that they were happy about service delivery in their area.

5.21 Discussion of research results

This section of the chapter provides a detailed discussion of the research results.

5.21.1 Age, Gender and Employment

The combined variables of age, gender and employment explain implications for general service delivery and serve as the basis on which the level and nature of what is delivered can be determined. The study area has a youthful population, which suggests that labour is readily available. A significant proportion of the youth were unhappy with service delivery and cited favouritism and the top-down approach as the causal factors contributing to their level of dissatisfaction. An example cited is that of dry water taps and 'water cans' that are normally destined for households with water tanks and individuals with power such as traditional leadership and Ward Committee members. Engagement of the youth in service delivery could assist with identification of service needs and in the actual implementation of service delivery.

The White Paper on Local Government (1998) indicated that the provision of household infrastructure can particularly make a difference to the lives of women, who usually play the major role in reproductive (domestic) work which sustains the family and the local society. It was interesting to discover that women were liberated enough to participate in all activities taking place in the community.

It was discovered that there are more females/women than males/men in the study. The observation prompts one to think of the gender roles performed by women and implications that the roles have on access to services. Moser (1993:43) divides the gender roles into reproductive, productive, and community managing, and community politics. The last mentioned, which involves participation in community meetings on service provision, directly focuses on service delivery issues affecting women specifically, such as water, sanitation and fuel. If the gender aspect is ignored in service delivery it could potentially affect performance of the gender roles and thus affect improvement in the quality of life.

5.21.2 Length of residence in the area

The results indicated that the majority of the respondents were originally from the same area or had stayed in the area since birth. This suggests common understanding of service delivery challenges. Swanepoel (2005:5) maintains that local people who, for years, have lived in deprivation, surviving the hardships of their poverty, have something outsiders do not have, namely, their 'common sense' knowledge of the political, social, economic, cultural and natural environment dynamics, can be of immense value to development effort. This suggests that understanding the environment in which service delivery is to take place is of paramount importance to sustainability of the programmes and/or projects.

5.21.3 Level of Education and Employment Status

The majority of respondents indicated that they had secondary education, but there were very few who had gone on to higher education. Participants that indicated that they had no schooling stood at 15.7%. The Millennium Development Goals Report (2011:16) indicates that in Sub-Saharan Africa there had been improvements in the primary school enrolment but there are still little prospects of reaching the MDG target of universal primary education by 2015. A correlation also exists between employment and level of education in that affordability and access to services are determined by the ability to pay for services. There were complaints about services being available and not accessible, but this seemed not to be a problem for the educated and employed in the area.

The majority of the participants were the unemployed (60%). Pensioners made up (14%) of the total. That can be somehow related to the level of education of most of the participants as well as the general situation of the Ward, municipality and South Africa as a country. The Millennium Development Goals Report (2011:22) links the current high levels of unemployment to the global financial and economic crisis of 2008-2009 which had an adverse impact on labour markets. The indication was that women's unemployment rate had always been higher than that of men, thus suggesting that the gap between women and men in many regions will not be closed anytime soon.

5.21.4 Types of services

The White Paper on Local Government (1998) states that local government is responsible for the provision of household infrastructure and services, which form an essential component of social and economic development. The services include water, sanitation, local roads, storm-water drainage, refuse collection and electricity. It further indicates that the levels of services which are sustainable and affordable will vary from one type of settlement to another.

i. Water

The study results reveal that the majority of the respondents (78.6%) rated water as the most important service. The municipality was providing water and water related infrastructure and the basic level communal. This was done in the form of communal standpipes and/ or communal tanks. Water was completely subsidised. However, those who wanted an improved level were doing it at their own cost and no meters had been installed. The challenge of constant water cuts was mentioned by the majority of the respondents. Moreover areas such as Nikiza and Nsiwa indicated challenges with regard to water-can provision.

Morcol (2007:27) maintains that government decisions on the appropriate level for provision of services should be based on the geographical connections among groups sharing similar service preferences. Determining the appropriate provision of

a good or service, according to this perspective, depends on the collective demands of groups of individuals who live in close proximity.

i. Electricity

Respondents indicated electricity as the second most important service for their survival. Visible developments in this regard had been achieved through partnership between the municipality and ESKOM. The majority (81%) of the respondents indicated that electricity was available for them. Very few houses had had electricity in the past having individually applied for metered connections which were not subsidised. However, the indication from table 5.5 of the results was that only 6% of the respondents consumed subsidised electricity while 94% of the respondents indicated they paid for electricity, although connections were subsidised. Sixty six (66) percent of the respondents indicated that they used electricity as a source of energy. That was contrary to the earlier indication of 81.4% availability. It then transpired that connections were still in progress with switching on being done per completed cluster.

Consumption costs varied from R50 to R500 per month depending on family size and whether electricity was the sole source of energy. Probably the respondents who spent R50 per month on electricity were solely dependent on the subsidy and other forms of social grant. Whereas the households who were able to spend R500 and more per month were employed and could afford to get metered electricity way back before the democratic government. Consumption of electricity is directly linked to the employment status of respondents.

The results also showed that 44.3% of the respondents had challenges of interruption of supply. Most interruptions were as a result of natural causes such as thunder and wind. However, 5.7% of the respondents indicated interruptions were as a result of work in progress while some were caused by faulty appliances and incorrect connections done by people while connecting electricity on their own from the main source to the rest of the individual houses in the homestead. The majority

of the respondents indicated that ESKOM was very prompt in addressing reported challenges.

ii. Sanitation

The majority of the respondents had been allocated VIP toilets. All toilets supplied by the municipality through government grant were subsidised. According to uMhlathuze Local Municipality (2013:78), the basic level of provision of sanitation was one VIP toilet per homestead and the municipality was sitting at 61.96% access to households. According to the Millennium Development Goals Report (2011:55), the International Year of Sanitation in 2008 gave much needed impetus to the debate on sanitation. Various regions continued to hold yearly sanitation conferences to ensure that sanitation remains on the political agenda and receives the attention it deserves.

iii. Transport, roads and bridges

The indication in the study was that transport was still very poor in the community. This was considered to be the result of the poor condition of roads in the area.

Road and Bridge infrastructure was the biggest crisis in the community. That had a bearing on a lot of aspects in the community, such as the challenge of economic opportunities as well as on the social aspects of life. Architect Africa (2009) indicated that President of the Republic of South Africa at the launch of the Rural Development Plan on August 17, 2009 emphasized that being born in the rural areas or the countryside should not condemn people to a life of poverty and underdevelopment and that rural people also have a right to basic necessities.

The National Planning Commission (2011:239-240) maintains that rural communities hold the future of South Africa since the wellbeing of the entire population depends on rural goods and services such as agricultural products and mineral resources. It further indicates that it was therefore important to provide security and services to

rural areas and support agriculture. With the road and bridge conditions in the area, this was difficult to achieve.

iv. Houses

There is a rural housing project was in operation. However it seemed people needed to be workshopped on the criteria used in identifying the beneficiaries of this project in order to avoid it becoming source of conflict in the communities. The results indicated that people expected that all households will be allocated a subsidised house.

v. Other services

Other important services mentioned included employment services, clinics schools and crèches and safety and security. It was noted that the majority of the respondents indicated that they were unemployed. This can be attributed to factors such as poor infrastructure which did not attract economic investment in the area, and the level of education of people in the community in general. The Millennium Development Goals Report (2011:11) shows that the proportion of people in the developing world who went hungry in 2005-2007 remained stable at 16 per cent, despite a significant reduction in extreme poverty. It further indicates that the economic crisis and rising food prices will make it difficult to meet the hunger-reduction target in many regions of the developing world.

The availability of clinic facilities remains critical for every community yet the indication was that it was difficult and/ or expensive for the majority of the respondents to get health services since there were none close by, although the service itself was subsidised.

Although almost all areas of the study area had schools but only 4.2 % mentioned schools as being a service of importance. Only 1.4% of the respondents indicated schools among available services when asked to list them. Very few crèches were

available although that was considered to be important for early childhood development.

5.21.5 Support provided by Traditional Authority and Private Sector

The research results indicated that Traditional Authority played a very crucial role in development of the area. The indication from 31.4% of the respondents was that there were schools and crèches that existed through the intervention of the Traditional Authority. It was also revealed that Traditional Authority also lobbied for the sports field and crèches that was donated to the community by private companies. The role of Traditional Authority as outlined on The White Paper on Local Government (1998) includes among others:

- i. Convening meetings to consult with communities on needs and priorities and providing information;
- ii. Lobbying government and other agencies for the development of their areas; and
- iii. Ensuring that the traditional community participate in decisions of development and contributes to developmental costs.

5.21.6 Perceptions about service delivery

The results indicated that the majority of the respondents perceive the development of the area as average compared to other communities with similar characteristics. That feeling was strengthened by the fact that most of the respondents were either born in the community or had stayed in it for a long time and had therefore witnessed all the improvements. Infrastructure in the area, particularly roads and bridges was perceived to be very poor and impacting negatively on the lives of the people. The results moreover indicated that the public perceived politics to have influence in the delivery of services. The majority of those that identified political influence indicated that political alignment of the community representative, in this case Ward Councillor, to the top leadership of the municipality, as well as how the community voted, had an influence on the delivery of the services. According to Mc Lennan and

Munslow (2009:19) public service delivery is highly politicized in South Africa because it represents some of the contradictions of the transition from apartheid to democracy.

The majority of the respondents indicated that they were encouraged to participate on issues of service delivery and that community participation enhanced service delivery. They believed that community views were considered for IDP processes and also for budget reviews. The majority of the respondents indicated that they attended community meetings and that they were generally happy about services. It was noted that their perception was that their continued participation would influence further improvements. It was also noted that employment status does not influence perceptions about service delivery.

5.21.7 Participation in Decision-making

One cannot deny the fact that the current backlog in the delivery of services in the whole of South Africa is influenced by the historical discrimination in many areas as far as access to services is concerned. With the new dispensation, policies and legislative reforms such as the Municipal Systems Act encourage municipalities to promote democratic participation by citizens in the way they are governed. The Public Participation Framework for Public Participation (2007:16) uses Arnstein's, (1969) model to guide how the participation process should be followed. It however transpired from the results of the study that participation seemed to be reduced to consultation and informing the community on what has already been decided by the leaders. Though people were involved in the listing of required services, they did not get involved in all the stages of planning, monitoring and evaluation of the services provided to them.

5.21.8 Contribution by various stakeholders including the municipality

The results showed that different stakeholders played a role in delivery of services and public participation and they included Inkosi, Induna, Ward Councillor, Ward Committees and the municipality.

The results indicated that most of the participants communicated their needs for services through the Induna. That therefore means that there was understanding and good relations between the Traditional Leaders and elected municipal representatives. Very few respondents indicated that they knew about or had visited municipal offices. However the indication was that those who had visited offices received the expected service.

Ward Councillor, through ward committee, telephone message, home visits and through meetings with Traditional Leaders and public meetings, get information on all community needs and communicate them to the municipality. Then, together with the community, draw up a list of priorities. The municipality, through its employees implements programmes and reports back to all stakeholders.

5.21.9 Roles and responsibilities

The research results indicated that the community associates duties of a Councillor with understanding of community needs and problems. Such an understanding is further associated with them being the link between the community and all stakeholders in development. However it was noticed in the results that the community seemed to communicate all matters in their lives that they felt needed intervention. Their understanding was correlated with different age groups as well as with different levels of education. Accordingly, Ward Councillors are defined as representatives of specific communities and are ideally placed to be the link between the people and the municipality. They should bring people's needs and problems to the municipality and consult and inform the community around municipal services and programmes.

Moreover, the results show that the community have an interest in who their leader is since the majority of the respondents across all age groups indicated that they knew their Ward Councillor. Some were able to phone and visit the Councillor to raise issues while the majority only relied on Ward Committee members and community meetings.

5.21.10 Challenges experienced

Challenges experienced by the community included the following:

- Vastness of the area of jurisdiction being served.
- The unavailability Ward Council to some communities of the ward.
- The perceived neglect of other areas with priority always afforded to Zicabangele and Nhlangenyuka where the Ward Councillor residence was located.
- Incapacity of ward committee to coordinate issues of development in the absence of Ward Councillor.
- Community leaders using power for their own benefit.
- Poor information dissemination, particularly on available job opportunities.
- Poor water service infrastructure compromising service delivery.
- Poor roads and bridges compromising delivery of other services and economic development in the area

5.22 Summary of the chapter

Various methods of data presentation and analysis were used to indicate the results of the research study. The full presentation of the results as well as the discussions lay a foundation from which research findings will be drawn. The next chapter will look at the findings of the study, conclusions and recommendations.

CHAPTER 6

6. RESEARCH FINDINGS, RECOMMENDATIONS AND CONCLUSION

6.1 Introduction

This chapter presents the findings of the study. The findings are drawn from the results of the study on the basis of the objectives the study sought to achieve. The researcher draws conclusions and makes recommendations.

The aim of the study was to evaluate the public participatory process in service delivery at uMhlathuze Municipality, exploring the extent to which the public participates in the delivery of services. The following findings, drawn from data, answered the study questions that were generated to achieve the aim and objectives of the study.

6.2 Findings

The findings of the study reveal the following:

6.2.1 Objective one: To assess the level of community participation in decision-making regarding service delivery.

It transpired that the respondents had varied views about participation of the community in decision-making regarding service delivery. The results revealed that the level of community participation is only confined to service needs identification and prioritisation by the intended beneficiaries. The public was however not involved in crafting the actual implementation plan, and monitoring and evaluation procedures. It was also concluded that service delivery is characterised by lack of clarity on the criteria used for creating the beneficiary list. Community or beneficiary mobilisation in problem identification, planning processes and management of projects helps strengthen local capacity for collective action.

The findings of the study on the basis of the identified objective indicate that the participation of community members has been reduced to consultation and informing

but the actual decision-making is done by the municipality, which then cascades decisions to the general public. This confirms findings of Mdletshe (2012:92) that indicated that the partnership between the municipality and the community did not empower the rural community with skills and knowledge to sustain its community infrastructure. United Nations Habitat (2005:4) emphasises that more pro-poor governance for basic services is usually facilitated by and dependent on poor groups gaining more power and influence either through representative political structures or through direct participation in provision, whether it be in planning, installing, managing or monitoring provision. Khumalo, Ntlokonkulu and Rapoo (2003:4) suggest that the perceived lack of service-orientation at municipal level, including ineffective and inefficient administration structures, are often seen as obstacles to dealing with huge services backlogs in many poor communities. It is concluded by Khumalo, *et al* (2003:35) that the weakness of the municipality in regulating and monitoring independent service providers brought significant communication challenges and resulted in the dissatisfaction of the customers about service delivery.

6.2.2 Objective two: To examine community perceptions on the causal factors of good or poor service delivery.

The findings of the study revealed that the community perceived the political environment as a limiting factor in that it tended to have a very high influence on the delivery of services. The determining factors identified were the political alignment of the community representative and the votes received in the particular area. However, it was also noted that the level, willingness and determination of the community to participate on service delivery issues persuaded the authorities to consider their needs. It was indicated that community participation enhanced service delivery as views were considered on IDP and budgeting processes. The respondents also perceived their continuous involvement as a determining factor influencing future developments. This confirms the argument by Commins (2007:1) that service delivery failures are not just technical but a result of the break-down of relations between the community, government and service providers.

6.2.3 Objective three: Identification of forms of service delivery

The main services provided were found to include water, electricity, sanitation and houses. Other services identified by the community comprised transport, roads, bridges, clinics, schools, crèches, safety and security, and employment opportunities. However, water was rated by the majority of respondents as the most important service for their survival. This confirms the saying “water is life”. The municipality used different options available to provide water to the community, including provision through standpipes, water-tanks and water-cans. The basic level of water provision was communal and all residents were given free access. It was noted that provision of water was not sustainable. There were challenges of accessibility where standpipes went dry and the lack of water-can options in some areas. The unequal distribution of water services was perceived as favouritism for areas close to leadership residences.

There was a notable increase in the delivery of other services such as electricity, though it transpired that the service is provided by ESKOM but facilitated by the municipality and the Traditional Authority. It was established that the rural housing project had been started in the community but few respondents had so far benefited from the service.

Sanitation was provided in a form of one VIP toilet per homestead and the majority of the community had been provided with this form of sanitation. The findings also indicate that one VIP toilet was not sufficient for some families.

The inadequacy of transport provision was noted and there were no arrangements in place to improve the situation. The causal factor for unavailability of transport was identified as the poor condition of the roads. However the local municipality remains responsible for adequate provision of access routes.

6.2.4 Objective four: To identify the beneficiaries of service delivery.

It was discovered that the majority of respondents were benefiting from service delivery such as water, electricity and sanitary facilities. However concerns were

noted with regards to access and distribution of those services which were allegedly influenced by political alignment.

6.3 Recommendations

The researcher intended to examine the municipality public participation process to identify its effectiveness and assess if service delivery had been of benefit to rural communities or not. The intention was to come up with a more effective strategy or improve on the existing strategy where and when necessary.

It was envisaged that the study would add to the on-going debate on service delivery in the country and that it would inform South African policy on service delivery and the possible causes of poor service delivery, thus putting a stop to community protests which impact negatively on the image of the country and prospective investments.

Based on the findings of the research study, the researcher makes the following recommendations:

6.3.1 Recommendations for the municipality

a) The municipality to strengthen public participation and overall involvement of communities on issues of service delivery.

Based on the findings of the study, it is recommended that the municipality improves on the current consultative process and moves towards full community participation. The municipality should strengthen public participation processes and the overall engagement of people on issues relating to service delivery. The municipality must consult with communities about the services to be delivered so that the community develops a sense of ownership.

b) The municipality should strive for equal distribution of resources

Perceptions of favouritism in allocation and distribution of services was evident from the findings of the study. It is therefore recommended that the municipality should develop specific service delivery monitoring and evaluation mechanisms.

c) The municipality should invest in rural infrastructural development

The findings of the research study indicate that rural infrastructure is very poor and therefore compromises service delivery to communities. It is therefore recommended that government invests in the development of rural infrastructure such as pipes for bulk water supply, roads, and bridges. This will not only improve the quality of life of the people but has the potential to enhance business and agricultural development, thus increasing employment and livelihood generation opportunities.

d) The municipality should consider alternative approaches to service delivery

The overall impression drawn from the study is that service delivery is not benefiting all rural communities in the uMhlathuze Local Municipality. The situation necessitates the adoption of alternative approaches to effective and sustainable service delivery. Based on the findings of the study, it is evident that rural communities are still prone to constant water-cuts which necessitate consumption of water from streams and natural strings. It is therefore recommended that the drilling of boreholes should be revived in all rural communities.

The researcher also recommends that the municipality should embark on a project of natural spring protection to ensure that even when water supply is interrupted communities continue consuming clean and safe water. These projects will also assist in the case of water shortages in the municipality since the communities will have an alternative supply especially for other water usages. It must be noted that recommendations made to the municipality automatically

apply to provincial and national government because the latter provide for resources in municipalities which are a third sphere of government.

e) The municipality adoption of an open list or database of beneficiaries

It is recommended that a database of beneficiaries should be developed in a participatory manner which is open to communities. In cases of any changes and/or adjustment to the database, communities need to be involved.

6.3.2 Recommended Conceptual Framework

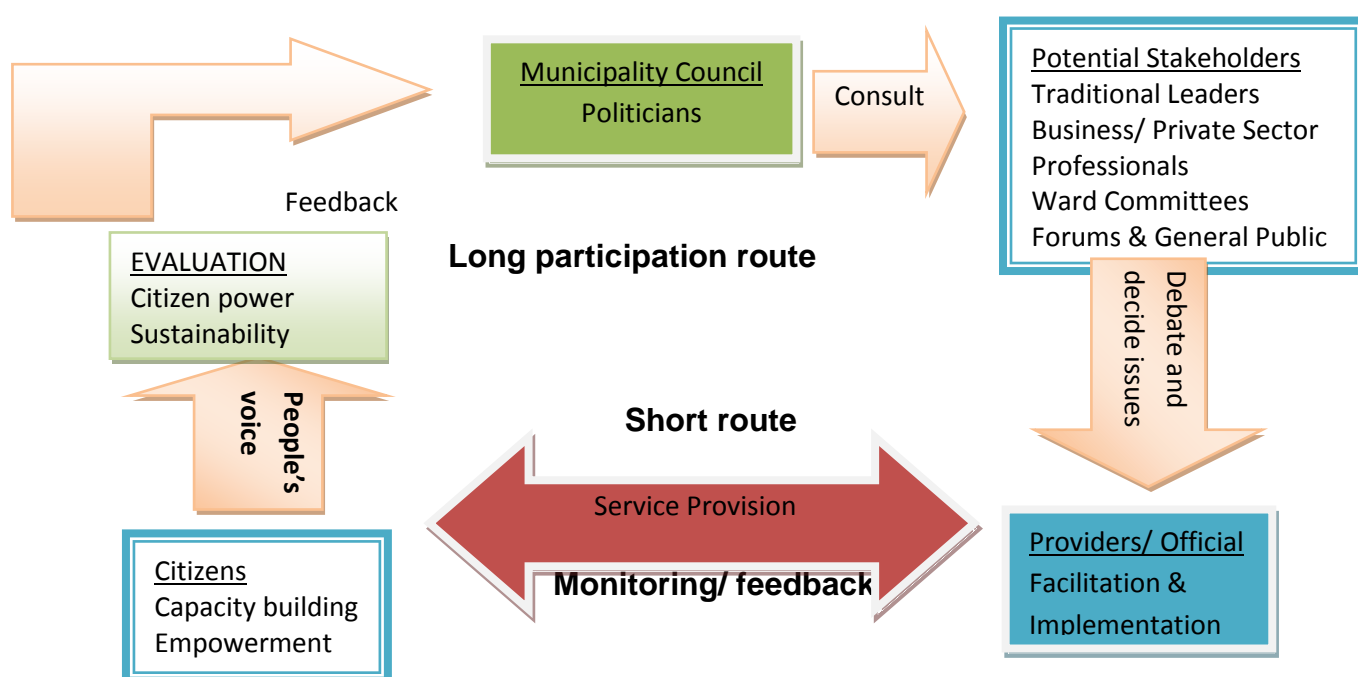
Given the challenges experienced and concerns raised, the researcher proposes the conceptual framework illustrated in figure 6.1 below. The Public Participation Conceptual Framework (fig. 6.1) is adapted from figure 2.1 which currently informs service delivery by various municipalities in South Africa. It elaborates on the need to involve all stakeholders, including traditional leaders, the business/ private sector, professionals, ward committees, municipal forums and the general public in service delivery decision-making processes.

It proposes engagement and discussion on service delivery levels and also alternative service provision. This will enable the leadership within the community to identify gaps and mobilise prompt intervention when necessary. Furthermore, the business sector could prioritise their Corporate Investment Projects to be in-line with what is urgently needed by communities. Professionals could contribute with continuous capacitation and research for establishing more participatory, effective and sustainable service delivery models and in the identification of possible evaluation and monitoring procedures.

The framework proposes that all stakeholders should engage and debate on delivery issues. Above all, open and clear mandate would be given to service providers and/or municipal officials (employees) for them to implement service delivery according to prescribed levels. The framework also allows for feedback from capacitated and empowered community members. People's voices through their input get escalated to evaluation for citizens' power and sustainability of whatever service that has been

delivered. Feedback could then be given on community feelings about services. This is potentially a continuous process of public participation for efficient and effective service delivery. Below is the illustration of the recommended model that can be used by municipalities to achieve full community participation. Figure 6.1 indicates that participation can be achieved through short route to participation, by allowing communication between service providers/ municipal officials and citizens, during implementation. This will give citizens an opportunity to monitor programmes/ projects and give feedback. Long participation route will require involvement of all stakeholders in all the stages as outlined in the conceptual framework.

Figure 6.1 A Conceptual Framework for Public Participation



6.3.3 Recommendations for further research

The study proposes the following areas for further research:

- Research on public participation in the formulation of municipal policies and bylaws.

- Research on people's involvement in decision-making relating to basic levels of service provision.
- Research on community participation in zoning of land for different uses, particularly for Local Economic Development (LED) to improve on the level of employment.

6.4 Conclusion

It is concluded that public participation at municipal level really only takes the form of informing and consultation of communities. The public is not involved in crafting the actual implementation plan, and monitoring and evaluation procedures. It is also concluded that service delivery is characterised by lack of clarity on the criteria used for creating the beneficiary list. However, although the community is not satisfied with the lack of clarity on such an important aspect of the delivery of services, the level of infrastructural development, nor with the delivery of services itself, their being continuously informed and consulted by the municipality reassure them of the municipality's commitment to service provision.

The study concludes that participation could be used as a strategy to curb service delivery protests. This would also help to ensure sustainable and effective delivery of services

Focus needs to be given to rural development initiatives, particularly infrastructural development and participatory basic service delivery in a bid to improve the quality of life of people.

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ANNEXURE A: PERMISSION REQUEST LETTER TO UMHLATHUZE
MUNICIPALITY

Department of Social Work
University of Zululand
Private Bag x 1001
KWADLANGEZWA
3886
04 July 2013

The Municipal Manager
uMhlathuze Municipality
Private Bag x 1004
RICHARDS BAY 3900

Dear Sir

RE: PERMISSION TO CONDUCT RESEARCH: MISS D. CELE (19951463)

I hereby request permission to conduct research at Ntuzi Reserve, Ward 11 of uMhlathuze Municipality for my Masters Degree in Community Work under the Department of Social Work at the University of Zululand. The title of the study is: **Public Participation in Service Delivery at uMhlathuze Municipality**. I also wish to be granted permission to cite municipal documents for comparison with my research findings.

The researcher will employ interview schedule as an instrument of data collection and interviews will be conducted by the candidate. Sample will be selected from citizens aged 18 years and above.

Information gathered will be used solely to complete the research dissertation but will be shared with the Municipality on request. However names of research participants shall remain confidence of the researcher and participation is voluntary.

Thank you

Yours Sincerely



Duduzile Cele (Miss)
Cell no.: 083 683 6828
e-mail: duducele1@gmail.com

ANNEXURE B: PERMISSION REQUEST LETTER TO MKHWANAZI T/A

Department of Social Work
University of Zululand
Private Bag x 1001
KWADLANGEZWA
3886
13 June 2013

Inkosi M Mkhwanazi noMkhandlu
Mkhwanazi Traditional Authority
KWADLANGEZWA
3886

Dear Sir

RE: PERMISSION TO CONDUCT RESEARCH: MISS D. CELE (19951463)

I hereby request permission to conduct research at Ntuze Reserve, Ward 11 of uMhlathuze Municipality for my Masters Degree in Community Work under the Department of Social Work at the University of Zululand. The title of the study is: **Public Participation in Service Delivery at uMhlathuze Municipality.**

The researcher will employ interview schedule as an instrument of data collection and interviews will be conducted by the candidate. Sample will be selected from citizens aged 18 years and above.

Information gathered will be used solely to complete the research dissertation but will be shared with the Mkhwanazi Tribal Authority on request. However names of research participants shall remain confidence of the researcher and participation is voluntary.

Thank you

Yours Sincerely



Duduzile Cele (Miss)
Cell no.: 083 683 6828
e-mail: duducele1@gmail.com

City of uMHLATHUZE



THE SPEAKER
COUNCILLOR M S MNQAYI

Office D145:, Civic Centre, Richards Bay
Tel : 035 907 5314 : Cell : 082 427 0573 : Fax : 035 907 5327
Email : MngayiMS@richemp.org.za

MANAGER IN THE OFFICE OF THE SPERKER)
Mduzuzi Mhlomo 035 9075046 / 082 5229 895
Email: Mhlomo@richemp.org.za

(P.A TO THE SPEAKER)
Nonkululeko Makhaye 035 9075325 / 0725389102
Email: MakhayeNP@richemp.org.za

PERMISSION T CONDUCT RESEARCH: MISS D CELE (19951463)

Your letter dated 13 June 2013 is hereby acknowledged, contents of which have been duly considered.

It is with pleasure that we inform you that your request is hereby supported and welcomed.

We trust your research will help enrich the area of UMhlatuze Municipality in the area of service delivery

Trust the above is in order

OFFICE OF THE SPEAKER
City of uMhlatuze
MNQAYI MS

128

ANNEXURE D: PERMISSION GRANTED BY MUNICIPAL MANAGER

City of uMHLATHUZE



5 Mark Strasse Central Business District Private Bag X1004 Richards Bay 3900
☎ +27 35 907 5000 📠 +27 35 907 5444/5/6/7
📠 +27 35 907 5000 📞 +27 35 797 3314 📱 Cell: 082 233 9015
📧 Emergency Number: +27 35 797 3314 📧 E-mail: reg@richemp.org.za
🌐 Website: <http://www.richemp.org.za>



Your ref: D Cele

Contact: Dr. NJ Sibeko

Our file ref:

In response to DMS No:

Date: 08 July 2013

Department of Social Work
University of Zululand
Private bag X 1001
KWADLANGEZWA
3886

Dear Madam

PERMISSION TO CONDUCT RESEARCH

This serves to confirm that uMhlathuze Municipality grants you permission to conduct research in ward 11 as requested. It is expected that you will abide by ethical standards of conducting research and the Municipality will not liable for unethical research conduct.

Please liaise with the ward Councilor on this matter.

Congratulations on your study.

Yours faithfully,

DR. NJ SIBEKO
MUNICIPAL MANAGER
DMS885425NS

ALL CORRESPONDENCE MUST BE ADDRESSED TO THE CITY MANAGER

ANNEXURE E: PERMISSION GRANTED BY MKHWANAZI T/A



the mtc

THE MKHWANAZI
TRADITIONAL COUNCIL
KWA-ZULU NATAL

Mkhwanazi Traditional Council

Inkosi M.M. Mkhwanazi

P.O. Box 14, KwaDlangezwa, 3886

Tel: 035 7938169/0721283469/0730489074

TO Date

Re PERMISSION TO CONDUCT RESEARCH

THIS SERVES TO CONFIRM THAT
MKHWANAZI TRADITIONAL COUNCIL
GRANTS PERMISSION TO CONDUCT
RESEARCH IN MKHWANAZI AREA IN
WARD 11 AS REQUESTED. THE MKHWANAZI
TRADITIONAL COUNCIL FULLY SUPPORT
MS CELE TO CONDUCT RESEARCH.

THANKING YOU IN ADVANCE
YOURS FAITHFULLY.

From M. M. MKHWANAZI (Inkosi)

Secretary to the

Mkhwanazi Traditional Council

KWAZULU NATAL DEPT OF LOCAL
GOVERNMENT & TRADITIONAL AFFAIRS

2013-07-16

MKHWANAZI TRADITIONAL COUNCIL
P.O. BOX 14, KWA-DLANGEZWA 3886
LITHUNGULU DISTRICT
TEL: 035 7938 169

ANNEXURE F: ETHICAL CLEARANCE CERTIFICATE

UNIVERSITY RESEARCH ETHICS COMMITTEE

(Reg No: UZREC 171110-30)



UNIVERSITY OF ZULULAND

Website: <http://www.unizulu.ac.za>

Private Bag X1001
KwaDlangezwa 3886

Tel: 035 902 6887

Fax: 035 902 6222

Email: ManqeleS@unizulu.ac.za

ETHICAL CLEARANCE CERTIFICATE

Certificate Number	UZREC 171110-030 PGM 2013/83									
Project Title	Public participation in service delivery at uMhlathuze Municipality									
Principal Researcher/ Investigator	D Cele									
Supervisor and Co- supervisor	Prof. N Ntombela									
Department	Social Work									
Nature of Project	Honours/4 th Year			Master's		x	Doctoral			Departmental

The University of Zululand's Research Ethics Committee (UZREC) hereby gives ethical approval in respect of the undertakings contained in the above-mentioned project proposal and the documents listed on page 2 of this Certificate. Special conditions, if any, are also listed on page 2.

The Researcher may therefore commence with the research as from the date of this Certificate, using the reference number indicated above, but may not conduct any data collection using research instruments that are yet to be approved.

Please note that the UZREC must be informed immediately of

- Any material change in the conditions or undertakings mentioned in the documents that were presented to the UZREC
- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research

The Principal Researcher must report to the UZREC in the prescribed format, where applicable, annually and at the end of the project, in respect of ethical compliance.

The table below indicates which documents the UZREC considered in granting this Certificate and which documents, if any, still require ethical clearance. (Please note that this is not a closed list and should new instruments be developed, these may also require approval.)

Documents	Considered	To be submitted	Not required
Faculty Research Ethics Committee recommendation	X		
Animal Research Ethics Committee recommendation			X
Health Research Ethics Committee recommendation			X
Ethical clearance application form	X		
Project registration proposal	X		
Informed consent from participants	X		
Informed consent from parent/guardian			X
Permission for access to sites/information/participants	X		
Permission to use documents/copyright clearance			X
Data collection/survey instrument/questionnaire	X		
Data collection instrument in appropriate language		Only if necessary	
Other data collection instruments		Only if used	

Special conditions: Documents marked "To be submitted" must be presented for ethical clearance before any data collection can commence.

The UZREC retains the right to:

- Withdraw or amend this Certificate if
 - Any unethical principles or practices are revealed or suspected
 - Relevant information has been withheld or misrepresented
 - Regulatory changes of whatsoever nature so require
 - The conditions contained in this Certificate have not been adhered to
- Request access to any information or data at any time during the course or after completion of the project

The UZREC wishes the researcher well in conducting the research.



Professor Rob Midgley
Deputy Vice-Chancellor, Research and Innovation
Chairperson: University Research Ethics Committee
02 December 2013

CHAIRPERSON
UNIVERSITY OF ZULULAND RESEARCH
ETHICS COMMITTEE (UZREC)
REG NO: UZREC 171110-30

02-12-2013

RESEARCH & INNOVATION OFFICE

ANNEXURE G: CONSENT TO PARTICIPATE IN RESEARCH

PUBLIC PARTICIPATION IN SERVICE DELIVERY AT UMHLATHUZE MUNICIPALITY

You are invited to participate in a research study conducted by Miss Duduzile Cele, who is a Masters student from the Department of Social Work at the University of Zululand. This study is conducted as part of requirements to complete the degree. Your participation in this study is entirely voluntary. You are being asked to participate in this study because you are a resident of the uMhlathuze Municipality and Ward 11 in particular. The study seeks to understand if public participate in service delivery at uMhlathuze Municipality. The researcher intends to examine the municipality public participation process to identify its effectiveness and assess if service delivery has been of benefit to rural communities or not. The intention is to come up with a more effective strategy or improve where and when necessary. There will be no harm to you and/or your family as a result of your participation. However should you at any stage feel uncomfortable with the study, you may discontinue your participation without any consequences to you. There is also no personal gain in cash or in kind. This study does not include procedures that will improve your community physical setting and development in general. Any information that is obtained through this study and that can be identified with you will remain confidential and will not be disclosed without your consent. Your name will not be used in any of the information we get from this study or in any of the research reports and publications.

If you volunteer to participate in this study, you will be asked to answer the questions attached hereto. If you agree, please fill in your particulars below and sign where applicable.

I.....agree to participate
in this study. (Write full names and surname)

I am fully aware that this participation is voluntary and no one has intimidated me to participate and I expect not to receive any materials gains. I am aware that no publication of my name will be done without my consent.

Signature.....

Place.....Date...../...../2013

ANNEXURE H: INTERVIEW SCHEDULE

RESEARCH TOPIC: PUBLIC PARTICIPATION IN SERVICE DELIVERY AT UMHLATHUZE MUNICIPALITY

The aim of the study is to evaluate public participatory process in service delivery at uMhlathuze Municipality exploring the extent to which the public participates in the delivery of services.

1. Name of the sub-ward/ voting district_____
2. How long have you stayed in this area

1	2	3	4
Since birth	Less than 10 years	10 to 20 years	Over 20 years

3. Age of respondent

1	2	3	4	5
18-25	26-35	36-50	51-60	61+

4. Gender

1	2
M	F

5. Marital status

1	2	3	4	5
Single	Married	Divorce	Separated	Widow(er)

6. Educational level

1	2	3	4
Never been to school	Primary	Secondary	Tertiary

7. Employment status

1	2	3	4	5	6	7
permanent	casual	seasonal	unemployed	Self-employed	pensioner	studying

8. Which services do you think are the most important to people's lives in your community? _____

9. Which of those services are available in your community? _____

10. Which one of the subsidized services are you receiving?

	Yes	No
Electricity		
Water		
Health services		
Education		

11. Are you satisfied with the following?

	Yes	No
Water		
Sanitation		
Transport		
Road		
Other: Specify:.....		

Explain: _____

12. What is the level of water provision?

1	2	3	4
Communal tap/ stand pipe	Household stand pipe	In house	Tank/ river

13. In case there is no water, are you provided with watercan?

1	2
Yes	No

Explain: _____

14. Is the level at which water has been provided in your community acceptable to you?

1	2
Yes	No

Explain:

15. Explain: _____

16. What source of energy do you use?

1	2	3	4
Wood/coal	Paraffin	Electricity	Other Specify.....

17. Since when did you get electricity?

18. Did you pay for electricity connection?

1	2
Yes	No

19. Are you paying for consumption?

1	2
Yes	No

20. If yes, how much are you paying for electricity per month?

21. Is your electricity often interrupted?

1	2
Yes	No

Explain _____

22. Reasons for interruptions

1	2
Non-payment	Technical problems

23. Are technical problems/ faults reported?

1	2
Yes	No

24. If yes, when are they attended to?

1	2	3	4	5
immediately	After a week	After 3 weeks	After 3 months	Other: _____

25. Are there any services that your community receive as a contribution from traditional authority?

1	2
Yes	No

If yes, explain: _____

26. Are there any services that your community receive as a contribution from NGO/ CBO? _____

1	2
Yes	No

If yes, explain: _____

27. Is there any contribution made by the community towards these services?

1	2
Yes	No

If yes, how?

1	2	3
Cash	Labour	Other: specify _____

28. Do you know who your Ward Councillor is?

1	2
Yes	No

29. Do you know where your Ward Councillor is staying?

1	2
Yes	No

30. How do you communicate with your Ward Councillor?

31. What do you think are the roles and responsibility of your Ward Councillor?

32. What matters do you report to the Ward Councillor?

33. To whom do you communicate with when in need of services?

Inkosi	
Induna	
Ward Councillor	
Other: _____	

34. Do you receive any response thereafter?

1	2
Yes	No

35. Does your community leadership encourage you to participate in development matters affecting your community?

1	2
Yes	No

Explain: _____

36. Where do you report developmental issues?

37. How are developmental issues reported?

38. Do you attend community meetings?

1	2
Yes	No

Explain: _____

39. How do you get notices of community meetings?

40. Is the language used in community meetings understandable to you?

1	2
Yes	No

41. Do you know where municipality offices are?

1	2
Yes	No

42. Have you ever visited municipality offices?

1	2
Yes	No

Explain: _____

43. Was the language used during consultation understandable to you?

1	2
Yes	No

44. If not, was there another person to help you understand?

1	2
Yes	No

Explain: _____

45. Comparing to other areas how do you perceive your area in terms of development?

1	2	3
Better of	average	worst

46. Do you believe staying in this area is of advantage to you?

1	2
Yes	No

47. Do you feel your infrastructure is good?

1	2
Yes	No

Explain: _____

48. Are you happy with service delivery in your area?

1	2
Yes	No

Explain: _____

49. Has your community engaged in any protests due to service delivery needs?

1	2
Yes	No

50. Are you consulted on issues of development affecting your area?

1	2
Yes	No

Explain: _____

51. Do you think politics has any influence on service delivery?

1	2
Yes	No

Explain: _____

52. Does change in political leadership have any impact on service delivery?

1	2
Yes	No

53. Has that change been for the good?

1	2
Yes	No

Explain: _____

54. Is there continuity on services provided?

1	2
Yes	No

Explain: _____

55. Do you think involvement of the community enhance service delivery?

1	2
Yes	No

Explain: _____

56. Is there anything you would like to be changed in your area?

1	2
Yes	No

Explain: _____

57. How would you go about in ensuring such change in your community?

58. In general what are your feelings regarding service delivery in this area?

THANK YOU FOR YOUR TIME

ANNEXURE I: MAP OF UMHLATHUZE MUNICIPALITY

