

**An assessment of participatory governance in Mangaung
Metropolitan Municipality in the Free State**

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Master's Degree

University of the Free State

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ABSTRACT

In South Africa, the legislative mandate brought about the transition to democracy, and the subsequent policy and legislation framework, such as the Constitution of the Republic of South Africa, 1996; the White Paper on Local Government, 1998; the Local Government: Municipal Structures Act, Act 117 of 1998; and the Local Government: Municipal Systems Act, Act 32 of 2000, permitted citizens to take part in governance and policy-making. Yet, according to observation and the views of citizens in the Mangaung Metropolitan Municipality (MMM), the importance of participation as per the Constitution, as preached by the President and promoted by democrats, has yet to be translated into a lived reality at local government level. Furthermore, the service delivery protests that have taken place since 2004 are the result of poor participatory governance. In this regard, participatory governance in the development of municipal plans appears not to be realising its anticipated goals of closing the gap between government and its constituents because of a lack of consultation in the planning process and decision-making. Brynard (1996:138) states that local government is viewed as a means and a first point of contact to encourage the participation of people in the planning and policy-making process.

This study involved a literature study, which included an extensive review of the relevant literature, legislation, policy documents, journal articles, books, conference papers and government reports on the purpose of local government, the developmental role of local government, as well as the requirements, purpose, roles, functions and mandate of municipal councillors, ward councillors, and ward committees. Newspaper articles were used to find examples of successful or unsuccessful participation. This study provides recommendations on how to ensure the continuation of participatory governance in MMM. In this regard, the findings and recommendations outline the parameters against which to measure the success of MMM's participatory agenda, and to ensure that the sustainable development outcomes of the Integrated Development Plan (IDP) are met.

DECLARATION OF INDEPENDENT WORK

I, SELLO LETAWANA, student number 2004160814, do hereby declare that this research project submitted to the University of the Free State is my own independent work; and complies with the Code of Academic Integrity, as well as other relevant policies, procedures, rules and regulations of the University of the Free State, and has not been submitted before to any institution by myself or any other person in fulfilment (or partial fulfilment) of the requirements for the attainment of any qualification.

SIGNATURE OF STUDENT

DATE

ACKNOWLEDGMENTS

First, my grateful thanks goes to Jehovah for his blessings of a perfect life and health. Ps 106: 1-5, Ps 46:1.

I would like to express my gratitude to my supervisor, Dr Tania Coetzee, whose expertise, understanding and patience added considerably to my research project. It is worth mentioning that sometimes she would tear me apart about what I wrote; she would also show kindness by steering me in the right direction, provide support and unlock my thoughts when I was stuck. I doubt that I will ever be able to convey my appreciation fully, but I owe her my eternal gratitude.

Five individuals were really there for me as I ploughed through the ups and down of the writing process, and I would like to offer them my sincere gratitude. Mme Ntebaleng Ziyeka, your unconditional support, assistance and encouragement did not go unnoticed. On the same breath and length Mme Melita Mashiloane I want to thank you too. My brother, Tumelo Letawana, my sisters, Pauline Moloi and Malefu “Malkop” Hlaole, your support and encouragement over the last few years was instrumental in helping me tackle this project. I’m proud of you guys.

Special thanks to my friend, Mr Thoriso Taaibosch, who I shared my frustrations with during my studies. Thanks for always being calm, providing a road map and encouraging me to perform to my optimum. You are a friend who really understood and believed in me, and what I was trying to accomplish with my research. Thank you very much.

My precious children cannot escape mention Thabang Snr, Thabang, Tshepang, Lerato, Letshidisitswe “Junior”, Lethabo, Kgabaiso “Girly”, Letlotlisitswe “Mlu”, and my grandson, Letlotlo “Keabetswe”, and lastly, Owarona “strong man”. Love you guys - this is for you.

Finally, to my parents, Elias and Kgabaiso Letawana. I thank the Almighty Jehovah for keeping both of you until today to witness this achievement. Thanks for being strict on me, thanks for not compromising discipline and principles, thanks for teaching me honestly, morals, values and to be trustworthy at all times. I am proud of you! May GOD BLESS YOU.

Lastly, to my fallen sister, Dimakatso “Latoya” Letawana. Thanks for the precious gift you left us with (Kgauhelo). You left us early, but you are always remembered.

Jehovah had filled my heart with gratitude and I will move to give thanks everyday Ps 92: 1-2.

LIST OF ABBREVIATIONS

AFS: Annual Financial Statements
ASD: Alternative Service Delivery
ASGISA: Accelerated Shared Growth Initiative of South Africa
CCR: Core Competency Requirements
CDW: Community Development Worker
CODESA: Convention for a Democratic South Africa
CoGTA: Department of Co-operative Governance and Traditional Affairs
DPASA: Department of Public Service and Administration
EPWP: Expanded Public Works Programme
FET: Further Education and Training
GGP: Growth Geographic Product
ICT: Information and Communication Technology
IDASA: Institute for Democracy in South Africa
IDP: Integrated Development Plan
IDZ: Industrial Development Zone
JIPSA: Joint Initiative for Priority Skills Acquisition
KPA: Key Performance Area
KPI: Key Performance Indicator
LED: Local Economic Development
LGNF: Local Government Negotiating Forum
LGTAS: Local Government Turnaround Strategy
MC: Municipal Councillor
MEC: Member of the Executive Council
MFMA: Municipal Finance Management Act
MPCC: Multi-purpose Community Centre
MPNC: Multi-party Negotiating Council
MSA: Local Government: Municipal Systems Act
MSA 2000: Local Government: Municipal Systems Act of 2000
MSA 1998: Local Government Municipal Structures Act of 1998
MMM: Mangaung Metropolitan Municipality

NMMU: Nelson Mandela Metropolitan University
NSDP: National Spatial Development Perspective
PCC: President's Co-ordinating Council
PGDP: Provincial Growth and Development Plan
PR Councillor: Proportionally Representative Councillor
PMS: Performance Management Systems
RDP: Reconstruction and Development Programme
SDBIP: Service Delivery and Budget Implementation Plan
SANCO: South African Civic Organisation
SALGA: South African Local Government Association
SMME: Small Medium and Micro Enterprise
WC: Ward Committee

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CHAPTER 1: INTRODUCTION TO THE STUDY

1.1 MOTIVATION

The introduction of democracy in 1994 saw legislative bodies in South Africa focusing on changing legislation to allow transformation and to build a strong democratic and transparent government suitable to the demands of a transformational agenda that would oversee the formation of new institutions of democracy that promote human rights (South African Legislative Sector SALS, 2013). Furthermore, the democratic government enacted legislation aimed at promoting participatory governance, as an indication of its commitment to fulfil the aspirations of the people.

According to Idasa (2010:4), the South African government worked hard to set up participatory procedures in the three spheres of government and institutions of governance in the country. This is notwithstanding the institutions and procedures at national and provincial level in arranging the procedures and details of local government structures. Municipal powers, for instance, are legitimately dedicated to including community organisations in the details of municipal spending plans and in arranging formative needs.

The local sphere of government was established in terms of Chapter 7 of the Constitution of South Africa (Act 108 of 1996), which is interdependent and interrelated with both the national and provincial sphere of government. Section 152 of (c) (i) of the Constitution mandates local government “to provide for a democratic and accountable local government and encourage the involvement of communities and community organisations in the matters of local government”. “Local government is a sphere that is rich in terms of legislation, laws and policy documents, that are aimed to be realised through various avenues of development to promote formal participatory processes and institutions of governance” (Smith, 2008:4). According to Smith (*ibid.*), “Since 2001, ward committees have occurred as a strategic institutional machinery envisioned to contribute towards bringing about people-centred, participatory and democratic local governance”. In this regard, the involvement of the people in local government is believed to be the foundation of democracy as it guarantees the lawfulness of government and the ownership of decisions. Public involvement is a fundamental part of local democracy, and local municipalities are tasked to give the assurance that communities and community organisations partake in municipal

planning and developmental processes. According to a study conducted by Paradza, Mokwena and Richards (2010:6), local government in South Africa, since the transition to democracy, has experienced a sequence of challenges to address the necessities of democracy and the development of the country's citizens. The challenges include: fighting the legacy of apartheid, underdevelopment in some areas and municipalities, encouraging participatory governance at the local level, consolidating local government to ease sustainable development, and improving service delivery. Assessing public participation plays a vital role in establishing whether a fair process was constructed or whether the views of participants were accurately and fairly represented in a decision-making process by the government (Abelson, 2006:1).

Various policies and statutory frameworks, such as the White Paper on Local Government (1998), the Local Government: Municipal Systems Act 32 of 2000 and the Local Government: Municipal Structures Act 117 of 1998, have enabled individuals to participate in governance and policy-making processes. Even though public participation is part and parcel of developmental local government and a legislative obligation; it is, however, one of the challenges facing local government in South Africa. In this regard, there is overall agreement that participation is an imperative in the realisation of local developmental processes. This means that there has to be an administrative and representative system whereby all citizens are able to voice their concerns, and subsequently, it should be translated into the formulation of policy. It is, however, an imperative to ensure that the control over municipalities and citizens is not restricted to urban elites in the South African context (Idasa, 2010:11).

According to SALS (2013), the “establishment of Parliamentary Democracy Offices is an initiative of Parliament to take parliament to the people. In this regard, people request additional information on how public goods are managed, and they want to know how their tax money is spent”. In this regard, “they expect better services, and they want to participate in developmental practices and in making decisions that will affect them” (SALS, 2013). Furthermore, citizens demand more communication with their local government, accuracy of information, reduced processing times, less duplication of work, access to municipal structures, increased transparency, and greater access to public goods. To participate in developmental processes and decision-making, citizens need to be willing to learn how to negotiate and interact with municipalities (Van der Waldt, 2011:9).

1.2 CLARIFICATION OF CONCEPTS

1.2.1 Public participation

According to Scott (2009:24), “Public participation refers to the individual-centred development approach and includes inter alia: involvement, communication, a new assertiveness from government and a give-and-take approach”. This is explained in the following manner:

- Involvement: contribution of the people and taking part in decisions that are affecting their lives at grassroots level;
- Communication: effective and efficient communication is an integral part of service delivery, and it is also indispensable for public participation and in deepening democracy;
- A new assertiveness from government: refers to the way government provides hope to the society; and
- A give and take approach: refers to the way government and citizens share information in deepening democracy.

David (2005:19) is however of the opinion that public participation is an involvement process intended at deepening democracy through formal participatory mechanisms encompassing decision-making, implementation, monitoring and evaluation, as well as sharing the benefits of governance and development output and outcomes. This means that implementation, monitoring and evaluation will be the core of government’s realisation of its objectives. Bekker (1996:41) maintains that public participation can generally be divided into two main classes; namely, the receiving of information by citizens from the government about its planned actions, and the sharing of power with citizens to shape final decisions. However, the Local Government: Municipal Systems Act 32 of 2000 defines community participation in the form of individuals, including the inhabitants of a municipality, the ratepayers of a municipality, the civic organisations involved in local affairs, and visitors who make use of the facilities and services within a municipality. Lastly, acts of public participation should not be viewed in segregation, but rather be seen within a stream of interconnected acts. It can be concluded that a key foundation of good governance is participation by both men and women in a civilisation. Participation can either be direct or through genuine provisional institutions

or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society are taken into consideration in decision-making. Participation needs to be knowledgeable and structured. This means freedom of association and expression on the one hand and an organised civil society on the other hand (Anon, 2008:12). It could be argued that in local government, as the sphere closest to where the needs and challenges are felt by the citizens, public participation is an imperative in deepening democracy.

According to Yadav (1990:87), public participation embraces the following aspects:

- The involvement of the people in the decision-making process;
- Citizen involvement in the development of government programmes and projects;
- The involvement of citizens in monitoring and evaluating government programmes and projects; and
- The involvement of citizens in sharing the benefits of developmental local government.

1.2.2 Democracy

The term “democracy” is defined as a system of government structured in accordance with the principles of popular autonomy, political equality, popular consultation, and majority rule (Scott, 2009:24). It can also be deduced that democracy is a system of government whereby all people are directly involved in decision making and have the freedom to choose their own government. Manyekiso, Taylor and Maphasi (2013:194) state that democracy refers to the highest political practice that constitutes direct rule by the people. In this regard, participatory democracy is where citizens have the right not only to elect their representatives, but also to vigorously participate in government decisions on an ongoing basis between elections. According to Van der Waldt (2014:5), the term “democracy” refers to the rule or government by the people. This means that the extent to which people can control the government, determines the degree of democracy. In this regard, one of the objectives of the developmental government, as envisaged in the Constitution, is to ensure accountable and democratic government to all citizens at grassroots level. In addition, democracy is “understood as the government of the people by the people for the people; therefore,

this implies that communities through local government must be given the opportunity to govern on their own behalf” (Mkentane, 2013:18). In this regard, municipalities are required to develop a culture of governance that complements representative democracy with community participation. These views are echoed by the sentiments highlighted below.

1.2.2.1 Various types of democracy

Direct democracy: “The theory is based on the statement that the people gather and every citizen is directly involved in government decisions” (Calland, 1999:61). The best example of direct democracy is when the citizens of a country are involved in elections and/or a referendum. There are however limited opportunities for citizens to take part in direct democracy. In this regard, direct democracy does not provide legislators with more information on voters’ views on the specific legislative proposals than is the case in a representative democracy.

Representative (or parliamentary) democracy: According to Calland (1999:62), representative democracy “accepts that an elected representative must represent the views of the people” and the electorate, and “representation is defined as a limited mandate where the representative is empowered to speak or vote, reflecting the views of constituency”. However, Gildenhuys and Knipe (2014:136) maintain that representation refers to the notion that a person or group may act on behalf of the majority of the people as a whole. It could also be argued that when people vote to elect a person to represent them in parliament, they put their trust and belief in those who will fight, argue and debate for them in parliament.

Participatory democracy: The Constitution of the Republic of South Africa (Section 59, 72 and 118) declares “the need for the realisation of participatory democracy in various spheres of government”. This means that the public is actively involved in the decision-making processes of the government. In this regard, Calland (1999:62) maintains that inside the system of public participation two practices of “public actors” are involved: the citizenry as represented by different political parties, and interest groups and/or stakeholders.

The White Paper on Local Government (1993:33) mandates active participation by citizens in four insights:

- As voters to maximize the accountability of politicians;
- As citizens who express their views through associations;
- As consumers who expect value for money; and
- As organized partners in the mobilization of resources.

From the definition provided above it could also be argued that public participation is an inclusive process meant to deepen democracy through the participatory mechanisms provided by government. This means that all public concerns, needs and values are incorporated in the governmental and corporal decision-making process.

1.2.3. Governance

Governance refers to a way in which supremacy is implemented in the management of a country's economic and social resources for development (World Bank, 1994). It could also be argued that governance is a complex concept since it can relate to concepts such as transparency, access to information, openness, responsiveness, inclusiveness, accountability, whistle-blowing and disclosure in order to avoid corruption, maladministration, nepotism, bribery, fraud and mismanagement in the public service. However, these related concepts help us understand the concept of governance better. According to Cloete (2006: 2), governance refers to achieving the most appropriate developmental policy objectives to sustainably develop a society, by mobilising, applying and co-ordinating all available domestic and international resources in the public, private and voluntary sectors in the most effective, efficient and democratic way.

Governance is a broader term than government and there are different types or models of democracy. Governance is a system of values, policies and institutions by which a society manages its economic, political and social affairs through interaction within and among the state, civil society and private sector (Olowu and Sako, 2002:37).

1.2.4 Participatory Governance

Participatory governance refers to the active involvement of citizens and/or communities in the way in which societies are governed (Mphahlele, 2010:12).

Furthermore, governance is regarded as a form of democracy that is appreciated by many democratic countries around the world in an attempt to bring government closer to the people. Additionally, participatory governance is a form of democracy in which citizens partake in municipal planning and in improving the quality of life for all the citizens in a municipality. This means that ward committees are used as a machinery to improve communication between a government and its citizens. In this regard, participatory governance therefore serves to widen and deepen democracy by expanding the range of citizens engaged in making or influencing government decisions. In developing countries, such as South Africa, participatory governance has gradually involved the implementation of numerous practices of participatory governance, such as participatory planning (IDP), participatory budgeting, and participatory monitoring and evaluation. Nowadays, participatory governance is widely implemented and firmly anchored in the development strategies of most donors and developmental non-governmental organisations (NGOs). Participatory governance mechanisms are broadly defined as “institutional arrangements that intend to enable the participation of ordinary citizens in the public policy process” (Anderson and Van Laerhoven, 2007:1090).

Thus, there is a need to investigate this issue based on the reasons stated in the problem statement, which will be outlined in the next section.

1.3 PROBLEM STATEMENT

In South Africa the legislative mandate brought about the change to democracy, and the subsequent policy and legislation framework, such as the Constitution of the Republic of South Africa, 1996; the White Paper on Local Government, 1998; the Local Government: Municipal Structures Act, Act 117 of 1998; the Local Government: Municipal Systems Act, Act 32 of 2000, permitted ordinary citizens to take part in governance and policy making. However, according to observation and from the views of ordinary people in the Mangaung Metropolitan Municipality (MMM), the importance of participation, as per the Constitution, has yet to be translated into a lived reality at local government level. Furthermore, the numerous service delivery protests since 2004 can be ascribed to poor participatory governance. In this regard, participatory governance in the development of municipal plans appears to not be realising its anticipated goals of closing the gap between government and its constituents because

of lack of consultation in the planning process and decision making. Brynard (1996:138) states that local government is viewed as a means and a first point of contact to encourage the participation of people in the planning and policy-making process.

According to a study conducted by Dlalisa (2009:3), poor governance is shown in “poor financial management, ill-advised appointments” and “misguided patriotism in service delivery”. Dlalisa (*ibid.*) adds that the “consequences of poor governance in local government include high cases of violence, failure in municipal service payments and the consequent deteriorating in service delivery”. However, the White Paper on Local Government, 1998 puts forward the vision of a developmental local government, which focuses on working with local citizens to find acceptable means to meet their needs and advance the quality of their lives, and for them to have a say in the way services are provided. The statement above indicates that community participation in governance is a means to achieve a better quality of life for the people and to deepen democracy (Mfenguza, 2009:8). Furthermore, the Municipal Structures Act, No 117 of 1998, Chapter 4, Section 73 – 78 proposes the following: “Local municipalities should have ward committees as one of the specialized structures to enhance participatory democracy in local government”.

The main aim and purpose of ward committees is to complement the role of elected councillors by creating a bridge between communities and the political and administrative structures of municipalities (Smith, 2008:4). Furthermore, government has been paying attention to ward committees and civil society with considerable “investment already made to ensure that these structures have the necessary capacity and resources required for them to fulfil their envisaged roles as the ‘voice’ of different communities” (Smith, 2008:4). However, questions have been asked about how effective these institutions are in MMM. The questions include the following: Are they major channels for public participation in local governance? As created spaces for public participation, are they fundamentally capable of playing the critical role expected of them? Do they create opportunities for real power sharing between municipalities and communities?

Chapter 4 of the Municipal Systems (Act 32 of 2000) emphasises community participation. Section 16(1) requires the municipality to develop a culture of municipal

governance that “complements formal representative government with a system of participatory governance”. However, research by Piper and Von Lieres (2008) suggests that despite the establishment of the Municipal Systems Act in 2000, little meaningful progress has been made with regard to public participation. Piper and Von Lieres (2008) further indicate that municipalities in general are struggling with some issues that relate to transformation in a way; thus, very few people are actively encouraged to involve themselves in municipal affairs. Hence, it is through the adoption of the Municipal Structures Act of 1998, and specifically the Systems Act of 2000, that participatory local governance is breathing life into institutional structures. In this regard, a fundamental problem for local government, according to Makgato (2013:82), is to ensure the legitimacy of decision-making based on the democratic principles of being representative and accountable, while simultaneously achieving the legislative obligation to engage in wide consultation with constituents. Furthermore, participatory governance within municipalities in South Africa is a legislative mandate. According to Reddy and Sabelo, (1997:573), local government is strategically fashioned to bring government to the level of the people, as well as to give its members a sense of involvement in the political process, which controls individuals’ daily lives. Worldwide experience confirms that a major crisis in the system of local government in developing countries, like South Africa, is one of ill-adjusted functions in terms of meeting the demands of their citizens. Leemnas (1976:18) explains that this crisis manifests itself in various ways:

- Local government often does not correspond to the material and cultural interests and needs of its communities; and
- Services that should be functionally consolidated or placed in the hands of the authority are fragmented among several bodies, thereby increasing the difficulty of meeting the needs of communities.

Even though the aforementioned are challenges facing municipalities, South Africa’s approach to participatory governance in local municipalities is meant to stimulate involvement by individual community members in the planning processes; thus, the municipalities’ priorities are based on the immediate needs of the community members who participate in such processes. Among the concerns identified by the researcher, through observation, were widespread and often violent service delivery protests in the municipal area of MMM; a weak and ineffective ward committee system; lack of

institutionalisation, monitoring and evaluation of public participation processes and programmes; limited public participation in key decision-making processes, such as the Integrated Development Plan (IDP) and budget processes; the absence of criteria to critically analyse the role of public participation in governance and service delivery; and the failure to fulfil the constitutional obligations of democratising local government and providing effective and efficient services. Against the backdrop of the gaps referred to in the problem statement, this study will thus seek to evaluate participatory governance in the Mangaung Metropolitan Municipality in the Free State province.

1.4 AIM OF THE STUDY

The study aims to evaluate the effectiveness of participatory governance in municipal planning, consultation in the planning process, and decision making in the Mangaung Metropolitan Municipality. Furthermore, it aims to evaluate the impact that the citizens make through participating in the consultative programme of the municipal council in achieving the efficient delivery of services, with the assistance from ward committees, and to make recommendations thereto.

1.5 OBJECTIVES OF THE STUDY

The objectives of this study are as follows:

- To conceptualise participatory governance;
- To determine, through an extensive evaluation of literature, journal articles and national, provincial and local government reports, the current performance and service delivery challenges of municipal councillors and ward committees in developmental local government in South Africa;
- To evaluate the involvement of the citizens in municipal planning and the annual report review in the Mangaung Metropolitan Municipality;
- To critically review the processes for participation as exposed in Municipal Planning and Performance evaluation in the Mangaung Metropolitan Municipality;
- To critically analyse the mechanisms for citizen participation in the development of the Integrated Development Plan and the Annual Report Review in the Mangaung Metropolitan Municipality;

- To make specific recommendations on how to improve citizen participation in the Mangaung Metropolitan Municipality; and
- To formulate plans and mechanisms for the improvement of participatory governance in the Mangaung Metropolitan Municipality.

1.6 RESEARCH DESIGN AND METHODOLOGY

In attempting to achieve the research objectives, information will be gathered from both secondary and primary sources. This will be achieved through a literature review (Chapter 2 and Chapter 3), a case study (Chapter 4), and the conclusions and findings and the recommendations. (Chapter 5).

A research design is a general plan of how the researcher goes about answering the research question (Saunders, Lewis and Thornhill, 2009:136). According to Cooper and Schindler (2003:149), research is regarded as a blueprint for collecting, measuring and analyzing data. This research will entail a literature study, which will include an extensive review of the literature, legislation, policy documents, journal articles, books, conference papers and government reports on the purpose of local government, the developmental role of local government, as well as the requirements, purpose, roles, functions and mandate of municipal councillors, ward councillors and ward committees. Newspaper articles will be used to find examples of successful or unsuccessful participation.

This study intends to evaluate the effectiveness of participatory governance in municipal planning, consultation in the planning process, and decision making in the Mangaung Metropolitan Municipality. Further, this study envisions evaluating the impact that the citizens of MMM make through participating in the consultative programme of the municipal council in achieving the efficient delivery of services, with the assistance from ward committees, and thereafter making recommendations in this regard.

The legislative mandate in South Africa brought about the change to democracy, and the subsequent policy and legislation framework, such as the Constitution of the Republic of South Africa, 1996; the White Paper on Local Government, 1998; the Local Government: Municipal Structures Act, Act 117 of 1998; the Local Government: Municipal Systems Act, Act 32 of 2000, permitted ordinary citizens to take part in

governance and policy making. The policy and legislation framework will further provide clarity in as far as the concepts, which form the foundation of the research, are concerned.

1.9 PROVISIONAL CHAPTER LAYOUT

The study is divided into the following chapters:

Chapter 1: This chapter provides the introduction, the problem statement, the aim and objectives of the study, and **the** research methodology to be employed in the study. Further, it clarifies key concepts and offers a provisional chapter layout

Chapter 2: This chapter focuses on the theories of participatory governance. It also provides an overview of the goals of participatory governance, and the conditions applicable for implementing the process of community participation, and how citizens can partake in the different steps of the policy and planning process. The different theories of governance can be used as a point of departure towards grasping what the chapter entails.

Chapter 3: This chapter outlines the legislative and policy framework, the purpose of local government, community participation in local government, ward committees as a machinery for public participation, and links participatory governance to the National Development Plan (NDP).

Chapter 4: This chapter discusses the participatory mechanisms (projects and programmes) available in the Mangaung Metropolitan Municipality in the Free State.

Chapter 5: The last chapter deals with the assessment and meaning of the case study against the background of the conceptualisation of the issues. The chapter concludes with a summary of the study, the findings, the recommendations and the conclusion.

CHAPTER 2: A THEORETICAL OVERVIEW OF PARTICIPATORY GOVERNANCE

2.1 INTRODUCTION

The previous chapter provided an outline to the study and defined the problem to be investigated. This chapter explores the theoretical overview of participatory governance in detail. Kurt Lewin, the father of social psychology, once said: “There is nothing as practical as a good theory”. To thus understand the practicalities or the ‘how to’ aspects of local democracy, we first need to theorise and conceptualise the concept in its broadest sense.

According to Thornhill and Madumo, (2011:19), public administration is perceived to be an experimental aspect of the discipline, involving all the activities of government. Moreover, to theorise government processes one would need the theoretical framework of the discipline, which entails the embodiment of public administration. Theoretically, citizen participation revolves around the notion of interaction between a government and its own citizens in shaping and influencing decision-making by the government. In this regard, Tsatsire, (2008:164) argues that the system of developmental local government would be incomplete without involving citizens in the planning, decision-making and policy-making process. Drawing from this argument it could be concluded that one of the principles of good governance is an inclusion of the community in all three spheres of government, and more especially the local sphere, which is closest to ordinary citizens, so as to keep in touch with them.

Furthermore, Thornhill and Madumo, (2011:462) states that the closeness of the government to its citizens deliberates its aims, which is to provide goods and services at the ground level and to improve citizens’ general welfare through planning and policy-making. In this regard, bringing government closer to the people appreciates the fact that societal problems are multifaceted, and that old-fashioned approaches of problem-solving by a government are no longer relevant. In this regard, Maphazi (2012:16) argues that for government institutions to progress in service delivery there needs to be a new praxis, reflexivity, and a new way of thinking in order to advance public interest. Moreover, Van der Waldt (2011) concurs that it is through the new mechanisms of citizen participation, which harness democratic local government

through bringing different desires, concerns and viewpoint, into transforming the local government agenda of policy-making in municipal councils. In this chapter, community participation in governance will be viewed under the lens of generic administrative functions, namely, policy making, planning, organising, leading, control, coordination, communication and decision-making. Mkentane (2013:55) further suggests that public administration, as a function of governance, is concerned with the deeds of public office bearers and officials as they perform the governance service delivery needs of different communities.

This chapter focuses on the goals of participatory governance and the conditions applicable to implementing the process of community participation. It also examines in what way citizens can partake in the different steps of the policy and planning process. The different theories of governance, which will come under the spotlight in the next section, can be used as a point of departure towards grasping what the chapter entails.

2.2 THEORIES OF GOVERNANCE

The policy network theory is viewed as an ideal medium of interest intermediation for participatory governance, namely, for government and interest groups. As mentioned in previous sections, the concept of governance is equated to democracy. Theorists, however, have different approaches to participatory governance, but essentially a theory can offer an alternative glimpse in to what works and what does not work. A theory can be critiqued, and further be developed based on its praxis, reflexivity and criticality. In this regard, Enroth (2011:8) argues that the world we live in now is a world full of networks, and that policy-making and governance are only realistic within those networks; they provide a framework for the efficient horizontal coordination of the interests and actions of public and private actors, mutually dependent on their resources. Furthermore, policy network theory is perceived to provide a sense of criticality, analyticity, and emancipatory innovativeness. The meso-level approach, as theorised by Marsh and Rhodes (1992:570), is viewed as the relationship between government and interest groups. In this regard, it is referred to as a link between the micro-level of analysis, which involves the examination of individual actors, with an interest in reaching certain policy outcomes.

The policy network theory has been assessed frequently (Freeman and Stevens, 1987; Jordan, 1990; Rhodes, 1990; Jordan and Schubert, 1992; Van Waarden, 1992; Klijn, 1997; Borzel, 1998; Thatcher, 1998; Mayntz, 2003; Adam and Kriesi, 2007). These authors agree that in response to the challenges relating to governance, the policy network theory might be an answer.

Table 2.1: The types of policy networks: The Rhodes ideal

Nature of networks	Features of network
Policy community/territorial community	Stability, highly restricted membership, vertical interdependence, limited horizontal articulation
Professional network	Stability, highly restricted membership, vertical interdependence, limited horizontal articulation, serves interest of profession
Intergovernmental network	Limited membership, limited vertical interdependence, extensive horizontal articulation
Producer network	Fluctuating membership, limited vertical interdependence, serves interest of producer
Issue network	Unstable, large number of members, limited vertical interdependence

Source: Sacli, 2011:58

2.2.1 Analysing policy networks, 1990-2010

There is ample pre-history on the policy network theory, but of significance for this study are the more recent developments. A good starting point in this subsection is to look at the changing ambitions in the field, in chronological order from typologies of networks to various efforts at explanation, management, understanding, interpretation and normative evaluation.

2.2.2 Typologizing the policy network: The Anglo-Governance School

Marittano (2003:159) argues that the Anglo-Governance School was formed into an authoritative theory of how the new methods of governing have emerged. Further, Rhodes (2000) states that policy networks transformed after 1979 in Britain, and that the transformation summed-up terminologically was a turn from government to governance. Additionally, functional policy networks dramatically expanded to include more actors, most notably from the private and voluntary actors. To this end, the institutions of the state were fragmented. On this fragmentation, Rhodes (1997) explains the structural relationship between political institutions at different levels. In this regard, as in the earlier varieties of British pluralism, this approach on policy networks does not manifest a great deal in the coordination of public services. Whether at a practical or a theoretical level, it has not sought to prescribe (Rhodes, 1990:308).

Rhodes (2000) has described policy networks in terms of their structural relationship between political institutions at various levels. In this regard, this can be regarded as an embryo in that the policy network concept is best interpreted as a meso-level concept, designating the diversity of linkages between the centre and range of sub-central political and government organisations (Rhodes, 1997:36-37). Furthermore, the essence of linkages for policy networks is interdependence, which is referred to as an engine of the policy network theory. “Mutual dependence of decentralised and asymmetrically distributed resources is the reason why different levels of government interact as well as variations in the distribution of power within and between networks” (Rhodes, 1997:9). According to Rhodes (1997:37), “Policy networks are viewed as a cluster or complex of organisations connected to one another by resource dependencies, and network interaction is a game in which participants manoeuvre for advantage”.

2.2.2.3 Critique on Typologizing policy networks

The policy network theory achieved success in Britain from as early as the 1980s through critique revisions of the typologies of policy networks. However, the policy might not be relevant to the governance challenges of today.

2.2.3 Explaining policy networks: The Max Planck Institute

The best and most influential bid to explain policy-making in and through networks is to refer to the institutional theory and game theory. In essence, policy networks should be used hand in hand with new “institutionalism”, as it is evolved in organisational analysis and political science and rational choice theory (Enroth, 2011:23). Bevier (2009:159) states that this approach is similar to that of the typology of the Anglo-Governance School in the extent to which it uses formal game theory to analyse and explain rule-governed networks. In this regard, the Max Planck Institute provides a reflection on a new form of governance in hierarchies and markets. Additionally, Enroth (2011:23) states that the policy network theory is a systematic and formalised search for mechanisms that are reliable to increase the ability to predict each other’s strategic choice.

2.2.4 Managing policy networks: the governance club

The approach to policy networks is that of strategic action among both public and private actors in the circumstances of interdependence. Similarly, here the assumption is that of a pluralist, where not any actor has the supremacy to determine the strategies on behalf of other actors, and that government does not have ultimate authority over others (Rhodes and Marsh, 2011). In this regard, the governance club network is a network that is based on the interaction systems reproduced by concrete games. The game theory differs from the Rhodes Anglo-Governance School on the latter’s managerial perspectives (Rhodes, 1997). However, network management is not an issue for a top-down approach, but how to make the games of network actors run more smoothly in the absence of an umpire.

2.2.5 Understanding policy networks: a dialectic approach

Marsh and Smith (2000) launched a critique on the above-mentioned approaches by introducing a dialectical approach to policy network, indebted to the structuration theory of Anthony Giddens. Marsh and Smith (2000) argue that existing approaches often ignored as an explanatory variable three dialectical relationships: firstly, between structure and agency; secondly, between a given policy network and its surrounding context; and, thirdly, between a given policy network and outcomes generated by network, present and past. Contrary to other policy networks varieties, Marsh and Smith (2000:11) conclude that:

- Each policy network that is formed is affected by a mixture of external factors and decision taken by agents;
- The outcomes of the policy networks are the product of the interaction between agents and structures;
- Change in the policy network is the product of an interaction between contexts and networks; and
- Policy networks are affected by outcomes.

2.2.5.1 Critique on the dialectic approach

Based on the above critique, not everyone was convinced by the uniqueness of the dialectic approach by Marsh and Smith. In response to the criticism, Dowding (1999:24) argues that the three interactive relationships identified by Marsh and Smith (2000) have been accurately noted in most literature or existing literature on policy networks. In this regard, there has been deeper criticism during the past decade of what is presented as lasting positivism in the above varieties of policy network theory. Critics have argued by positivist or interpretative approaches (Enroth, 2011). Additionally, the exchange between Marsh and Smith and their critics may thus be seen as symptomatic of a general trend in the field; ostensibly the move away from substantive differences about policy networks and governance to differences of a methodological and epistemological kind. With this history in mind, it could also be argued that this development suggests how mid-century political scientists successfully translated once controversial pluralist visions of politics into seemingly inconvertible common sense, on the basis of which methodological and epistemological matters could be safely debated without putting the pluralist position itself at peril (Gunnell, 2004:219).

2.2.6 Decentring policy networks: an anti-foundational approach

The anti-foundational or decentred approach to policy networks is elaborated on by Bevir and Rhodes (2003). Bevir and Rhodes (2003) provide that the approach gives meaning to the social construction of policy networks through the capacity of individuals. In this regard, this view explains “how the people we study actually see their position, and their interests inevitably depend on their theories, which might

significantly differ from our theories” (Bevir, 2003). “Policy networks are therefore interpreted as socially constructed by virtue of the provisional beliefs on the basis of which actors interact in them, beliefs are formed against the background of traditions and transformed in response to dilemmas” (Bevir and Richards, 2009). According to Bevir (2003:210), “A tradition in this regard can be regarded as a set of theories, narratives and associated practices that people inherit, and a dilemma arises when a new belief stands in opposition to their existing ones, thereby forcing a reconsideration of the latter”. The main aim of policy networks in this regard is to reconstruct the interaction in these networks by unpacking the beliefs of actors in terms of the traditions they inherit and interaction with other network participants (Enroth, 2011:23).

2.2.6.1 Critique on the anti-foundational approach

Enroth (2011:24) argues that the anti-foundational approach rejects the motivation to explain interaction in policy networks, and the policy that results from such interactions in terms of institutional or structural factors. Secondly, the decentred policy approach explains the network interaction exclusively in terms of the beliefs of the network participants, against the background of traditions and in the face of dilemmas. Lastly, the anti-foundational approach of policy networks of Bevir and Rhodes (2006) rejects a set of techniques or strategies of managing governance.

2.2.7 Revaluating policy networks: participation and accountability

Policy networks allow citizens to express distinctions and preferences in a more continuous way than they can when restricted to elected representatives, and governance “opens up new possibilities of participation and devolution in democracy” (Bevir, 2003:217). According to Kickert, Klijn and Koppenjan (1997:2), policy networks have paid more attention to the possibilities of problem-solving and societal governance. Rhodes (2007) posits that the normative implications of this approach lead to a republican theory of democracy that emphasizes local ownership and a degree of independence from central government. In this regard, Enroth (2011) argues that the Hirst theory of associative democracy is a theory that is relevant in this regard.

Enroth (2011) states that the rise and spread of policy networks not only focus on democracy, but is also an opportunity to re-imagine or redefine it. Moreover, Dryzek (2007:26) states that networks function as locations for engagement across

discourses in the public sphere, a kind of engagement that may in turn influence more formal authority structures and be essential in its constitution and reconstitution of social relationships. In addition, Young and Dryzek (2007) refer to this network as inclusive political communication, which is meant to connect the particular to the general.

2.2.7.1 Critique on evaluating policy networks: participation and accountability

Dryzek (2007:268) argues that there are no guarantees that policy networks will in fact allow for engagement across discourses, rather than stay within the particular by betting on a single, hegemonic discourse as a low-cost way of coordinating the actions of members of networks. In this regard, Dryzek (2007) concedes that “similar visions of network democracy are just that, visions, begging questions about how alleged democratic potential is to be actualised”. The recent revisions of policy networks are understood to be a response to what Hirst (2000) has called the ad hoc pluralisation of political authority; thus, the uneasy feeling that the turn from government to governance has put cherished democratic values at peril. In this regard, Pierre (2000:245) concurs that policy networks provide for the interests of those who are participating in the network, a scenario that raises questions about the long-term legitimacy of such governance instruments.

Sorensen and Torfing (2007:4) argue that, in contrast to the current state of affairs, political theorists and central decision-makers still view governance theories as both an effective and legitimate mechanism of governance. Sorensen and Torfing (2007:4) state that the policy network theory addresses the problems it had long been thought to cause or worsen, problems such as social disintegration, a deficit in democratic participation and political accountability, and a declining public sphere.

2.2.8 Unpacking the concept of policy networks

Enroth (2011:27) argues that whether aimed at description, explanation, management, understanding or revaluations, all the above-mentioned theories of policy networks share the same generic policy network concept, a concept which these approaches have significantly shaped, as well as been shaped by. To summarise, Enroth (2011) states that policy networks are characterised by:

- **Interdependence:** networks participants are mutual dependent on each other's resources in order to achieve their goals;
- **Coordination:** network participants have to work jointly to achieve their shared objectives;
- **Pluralist:** networks are relatively autonomous vis-à-vis networks and the state.

In the next section, the researcher takes a closer look at each of these conceptual components of policy networks as they have been fashioned and refashioned in the above-mentioned theories.

2.2.8.1 Interdependence

As mentioned in previous sections, the notion of mutual interdependence implies the narrative of societal complexity and functional differentiation that is integral to policy networks. In this regard, Klijn, Joop and Koppenjan (2000:5) argue that it is not always easy, despite durable dependencies, since major conflict may arise at the process level about, for instance, the distribution of costs and benefits of a solution. Policy is made and policy processes occur in the tension between dependency and the diversity of goals and interests. And, while this tension can be more or less regulated by the rules and resource distribution in the network, the tension will exist and needs to be solved in any policy game.

Bevir (2009:114) states that strategic action based on interdependence has become the standard of what keeps the networks together. Klijn (1997:31) posits, "Interdependencies cause interactions between actors, which sustain or create relation patterns in policy networks". In this regard, Bevir and Richards (2009) argue that interdependence is contingent on the beliefs and interactions of situated agents in networks, and it thus is what actors make of it in the policy networks in which they interact. However, Hoff (2003:45) states that other scholars have argued that there might be other reasons for the existence and development of networks, rather than the interdependence between actors. The reasons perceived among actors are to reach a common understanding on policy issues or to pool resources in order to implement policy; initiatives from public authorities; legal and financial incentives; and the intended or unintended diffusion of norms relevant for public policy.

2.2.8.2 Coordination

Coordination refers to the interaction between two or more policy actors to pursue a common outcome and work together to produce it (Bevir, 2009:56-57). In this regard, crucially, although networks are often presented as a coordinating strategy, there is confusion about whether networks always engender positive outcomes, that is, if they always have the capacity to coordinate. Borzel (1998: 255) argues that this confusion arises from the presence of two distinct strands of the networks literature, each presenting a different view. Marsh and Rhodes (1992), two famous advocates of the 'interest intermediation' school of networks, proposed a typology to describe different state interest relationships according to their characteristics. These range from closed 'policy communities' to open 'issues networks'. However, this model indicates that policy networks do not easily lead to policy change - surely a prerequisite for policy coordination? This contrasts to the second, 'governance' school, which portrays networks as a specific form of (modern) governance (Kooimann, 2003). It assumes that modern societies are characterised by disaggregation and effective problem-solving capacity is split into sub-systems with limited competences and resources (Borzel, 1998). The result is a functional interdependence of public and private actors in policy-making, which must cooperate to mobilise joint resources to achieve interdependent policy goals (Kooimann, 2003). So how can the same networks be responsible for promoting and inhibiting coordination? Borzel (1998) suggests that there may be two related but different types of network. The state/interest networks are generally conceived to be actors linked in the same policy sector (Peterson and Blomberg, 1999).

2.2.8.3 Pluralism

In the pluralist style, the state sets the rules of the game for network interaction by furnishing legal and organisational frameworks within which networking takes place (Mayntz, 2003:31). In this regard, despite its strengths, this approach to policy via the pluralist perspective has its shortcomings. One of these is the way it places an emphasis on policy as the outcome of the action of key individuals. Here the underlying causes of privatisation can be located in the differing motivations of key actors, each of whom has a specific goal and the means to make policy through attracting supporters or by strategically altering the 'rules of the game' so that other actors must

reassess their interests and strategies (Feigenbaum and Henig, 1994). Where it is used simplistically, pluralism may portray 'governments' as having human characteristics such as 'desires' and 'objectives'.

2.2.9 Why focus on policy networks?

The researcher explained the above types of policy networks because of the changing nature of modern polity. As such, the main virtue of the governance approach is its ability to draw attention to this transformation and locate policy networks as an emergence mode of governance in other countries. The growth of policy networks is seen as a positive development within the governance approach. It is assumed that networks are the best way of dealing with the complexities of contemporary policy-making. Consequently, the focus is upon managing the networks in order to utilise their potential to improve governance. This means that the focus of the governance approach is mainly on the network itself and the process of policy-making.

2.3 THE SOUTH AFRICAN ANGLE ON PUBLIC PARTICIPATION

Before 1994, the practice of critical engagement was lowered to a limited and self-perpetuating state. In this regard, the Public Service Commission PSC (2008:14) states that the apartheid-led government stifled public participation and excluded the huge majority of people in governance and service delivery matters. With the democratic evolution in 1994, there was a pure obligation to consultation and participation by citizens as service users of the Public Service. Moreover, the PSC (2008:14) argues that with the glorious past of consultation during the liberation struggle and with the advent of democracy, the Constitution made public participation an essential priority and the policy environment was characterised by White Papers that visibly articulated government's purpose and invited widespread consultation and public participation. In this regard, members of the public were invited to make inputs, thus making the process of drafting the Constitution and the various White Papers inclusive and open to the public. The Constitution of the Republic of South Africa, 1996 (hereinafter referred to as the Constitution, 1996) states that all three spheres of government (national, provincial and local) should provide mechanisms, which would make it easy for people, either as individuals and/or groups, to participate in government-led initiatives. The White Paper on Transforming Public Service Delivery, commonly known as the Batho Pele White Paper, was introduced in 1997. The White

Paper provides a framework through which public services are to be delivered. The White Paper contains eight Batho Pele principles. Subsequently, the principles are key directives to the public service towards being efficient, effective and responsive to the needs of the citizens. Furthermore, the principles guide the public service on how it should engage with members of the public and provide a platform for the public to participate in the provision of services. One of the key principles contained in the Batho Pele White Paper is the principle of consultation. This principle is formulated upon the constitutional requirement of public participation and emphasises the need for citizens to be consulted about the public services they receive from the municipal service. The Batho Pele principle of consultation states that citizens should be consulted about the level and quality of public services they receive and, wherever possible, should be given a choice about the services that are offered. However, the Batho Pele principle of consultation should not be seen in isolation to the other principles; all eight principles are interlinked with one another. For example, the promotion of the principle of Access requires that consultation takes place with citizens to better understand their needs and to ensure that services can indeed be accessible to all. Without such consultation, the risk exists that what government regards as accessible service delivery may be different from what citizens have in mind. Furthermore, consultation is critical in the deepening of good governance and democracy because it invites active participation of the public, not as service recipients, but also as players in decision-making on service delivery (PSC, 2008:14).

It can be deduced that from above evaluations from various countries globally that to deepen democracy is a crucial part of public participation; thus, to include everyone in the decisions that affect their lives. It could also be argued that the South African initiatives on public participation created a platform for critical engagement between government and citizens (PSC, 2008:15). Feedback received during such engagements has assisted government in the improvement of service delivery. However, the challenge remains for state departments to institutionalise public participation practices and consolidate lessons to deepen citizen engagement in all three spheres. Democratic government promotes discussion between government and its citizens.

It is also crucial to establish accountable government that addresses the needs of citizens through their participation. Tsatsire (2008:165) suggests that the public should

actively participate during planning and implementation processes, through the IDP and budget processes. After that, the public should monitor and evaluate government's performance and demand accountability, which is normally provided through reports. It could also be argued that despite a rich literature on participatory institutions in democratizing countries, we continue to lack a coherent theoretical explanation to account for where and when these participatory experiences are likely to be successful (Wampler, 2004:2). It could also be argued that although public participation is part of a developmental government and a constitutional obligation, it is, however, also one of the challenges confronting local government globally.

2.4 THE LOGIC BEHIND PUBLIC PARTICIPATION ON LOCAL GOVERNMENT

Public participation in local government stretches beyond legislative compliance. The logic for community participation is not only that there is an essential value in ensuring that people are able to influence activities that will affect them, but also that such participation helps to build capacity and contribute to the empowerment of citizens. Through participation, people increase their control over their lives and livelihoods (Tsatsire, 2008:177). Additionally, a draft discussion paper by the government and the Legislature's Sub-Committee of the African National Congress (ANC) clearly indicates that the ANC as the dominant party should utilise institutions of governance to realise its transformation objectives. It further states that the recent countrywide mushrooming of concerned groups taking their grievances and frustrations to the streets through protests is a clear indication of certain gaps in the public participation approaches of local government. This has the additional effect of tarnishing the image of local government in South Africa. To promote good governance, African governments should strengthen citizens' involvement. Pope (2009:247) states that an informed public, aware of its rights and asserting them confidently, is a vital ingredient for a national integrity system. An uninterested, passive public, not interested in taking part in governance, not interested in enforcing accountability, provides an ideal breeding ground for corruption, fraud and mismanagement, resulting in poor corporate governance. Participation in government also empowers citizens. In this regard, the purpose for community participation is to share responsibility in making development plans at the formative phase. Specific objectives for citizen participation can be outlined in order to activate at least some of the participants to:

- (a) Give important information to citizens;
- (b) Acquire information from and about citizens;
- (c) Improve public decisions, programmes, projects and services;
- (d) Increase the acceptance of public decisions, programmes and projects, and services;
- (e) Complement public agency work;
- (f) Alter political power patterns and resource allocation;
- (g) Protect individual and minority group rights and interests; and
- (h) Delay or avoid complicating difficult public decisions (Bekker, 1999:41).

This is in line with the objective of guaranteeing that communities have a stake in the process of development, and societies are allowed to make a contribution that is meaningful to the development of their lives. According to Putu (2011:11), community participation is only appropriate when citizens take control of the planning and development implementation process.

2.5 LOCAL DEMOCRACY, GOVERNANCE AND PARTICIPATION IN SOUTH AFRICA

Democratic governance entails democratic public participation through the opinion of all civil society actors in policy and governance processes. This requires open decision-making and a people-centred approach. It also requires citizens who are able to exercise judgement, contribute to debate and discussion that impact on their lives, and awareness of the challenges in their communities and the skills and knowledge to find solutions to these challenges. Participation is a necessary part of good governance as it allows for the flow of information between citizens and elected leaders and accountability. It also gives a voice to those citizens most affected by public policy. Additionally, Abelson and Gauvin (2006:1) suggest that public participation has become an institutional feature of government and public policy decision-making. The degree of attention being given to increasing ordinary citizens' roles in the policy process underlines the need to reflect what effect these processes might and will have on public policy decisions and on those who participate in them.

Thorough democracy is demonstrated by the way the leaders in government manage to pull along with them the voting public, especially in challenging and difficult times. Fung and Wright (2001:44) suggest that democracy “is one of the most effective political symbols in the world today”. The United States, for example, validates much of its foreign policy and military interventions under the banner of restoring or protecting democracy.

2.6 IMPLICATIONS OF CITIZEN INVOLVEMENT IN THE LOCAL SPHERE OF GOVERNMENT

According to Finn (2012), “Involvement of citizens is progressively viewed as a machinery to challenge the democratic discrepancy of out-dated representative institutions and to force party-political leaders to listen to the concerns of citizens”. Further, it could be argued that the involvement of citizens in policy-making is significant as it increases the legitimacy of governance in policy-making and the improvement of decision-making. This implies that to overcome participatory failure each and every individual should be included in the democratic processes of local government through proper consultation.

In this regard, democracy can be enhanced through the availability of individuals, regardless of whether they were previously marginalised by a previous regime. It could also be argued that the role a municipal manager will play in this regard is particularly important, the reason being that this office is assigned with the responsibility of implementing processes and mechanisms for public participation. In addition, the municipal manager is obliged to structure municipal administration to enable the affairs of the municipality (Khobe, 2012:32). In this regard, the PSC (2008:10) states that public participation is grounded in the belief that those who are affected by a decision have a right to be involved in the decision-making process:

- Public participation includes the capacity that the public’s contribution will influence the decisions to be taken;
- Public participation stimulates justifiable decisions by identifying and communicating the needs and interests of all members, including decision-makers;

- Public participation pursues involvement from participants in designing how they will participate;
- Public participation provides members with the information they need to participate in a meaningful and reasonable way; and
- Public participation communicates to participants how their inputs affect decisions.

The above-mentioned core values ensure that public participation is realistic in each community; hence, it encourages the society to apply its own values. Other values could develop when public participation advances. These core values should also be feasible in any environment, whether legislation or policy-making. The influence of public participation should not only be theoretical, but practical. It needs to contain an element of implementability (Molepo, 2013:40).

Other benefits of public participation, as identified by Majoe (2013:32), are as follows:

- An encouragement of the focused service delivery strategy with the mission of responding to the needs of different communities;
- Provides clarity to the trend for community consultations for municipalities;
- Local expertise and citizenry knowledge will be utilised by the municipality and resources will be used optimally;
- The strength of the municipality in terms of decision-making depends on the skills and wisdom of communities;
- The best adopted options and solutions provided for the municipality will be reflected upon effective citizen consultation;
- The reliability on the municipality is improved if it considers the opinions and inputs of its communities;
- There will be mutual understanding on local projects and objectives as the community will have an opportunity to ask questions and gain clarity; and
- The municipal ownership of decisions and subsequent conclusions can be improved if the community took part in the decision-making process.

2.7 PARTICIPATORY GOVERNANCE AND DEMOCRACY

The lively involvement of local communities in the electoral process in South Africa is determined by different factors, including the fact that electorates in different towns show their interest in elections through casting their vote to protect their rights (Reddy, Naidoo and Pillay, 2005:42). Formerly deprived citizens believe that their vote will guarantee a better quality of life for all, although some people in communities do not believe that their quality of life has improved. Participation is poor in the process of local democracy. At present, it is however obligatory in terms of legislation for communities to participate in local governance through, inter alia, integrated development planning, budgeting, performance management and ward committees (Reddy *et al.*, 2005:42). It could also be argued that democracy goes beyond representative democracy to include the existence and general well-being of democratic systems, processes, procedures, practices and a democratic culture at local level.

According to Anon (2005:29, 30), the vital points that highlight the deepening of participating democracy include:

- The government idea of opportunities for participation, either to sustain or to complement fundamental institutional opportunities;
- The guiding of these opportunities at particular or generalised audiences;
- The general uptake that results from the generated opportunities;
- The view of the participatory opportunities as meaningful, thus leading to the furthering of the interests and needs that are intended to be addressed through the generated opportunities;
- It is acknowledged that not all public participants wish to undertake (even modest) activist roles; many are therefore satisfied, for example, with occasional electoral participation, or they rely on information-receipt;
- The method of participation in which information from and about government is relatively passively received;

- Public protests could institute a deepening of participatory democracy: where it deviates from intra-system, rule-compliant behaviour, it is interpreted in terms of the deepening of participation in that it strives to bring more effective representation;
- Ensure effective governance through better attention to developmental and delivery needs. It possibly co-exists with intra-system action; and
- The two-track style depiction of the deepening of participatory democracy in South Africa highlights the complexity of the meaning and the range of the possible manifestations of participatory democracy.

2.8 COMMUNITY PARTICIPATION IN LOCAL GOVERNMENT: INVOLVING CITIZENS IN IMPROVING THEIR LIVES

Since the advent of democracy in South Africa in 1994, the emphasis has been on the significance of public participation in the governance process across the three spheres of government (Du Plessis, 2012:21). Furthermore, the focus has been on local government as the sphere closest to the people, since it is strategically placed where the needs of the people are to be met. In a country like South Africa, participation was seen as a relatively new occurrence since no equal opportunities existed under the apartheid government. More so, because the central approach to governing the country during that period meant that citizens were denied an opportunity to air their views (Nyalunga, 2006:1). This implied that the democratic government should involve citizens in the day-to-day process of governing (Tsatsire, 2008:183). In this regard, it is therefore important that local government embrace the principle of participatory governance. Communities should be integrated in local government. In addition, local government is obliged to be developmental in its nature.

Citizens are involved in shaping their future in local government in a multiplicity of ways. They are involved as voters, as consumers of services, as civics and members of interest groups, as ward committees, and as community members at large.

2.9 CONCLUSION

This chapter provided the highlights of the theories of governance and participatory governance from different countries, with emphasis on the policy networks theory.

In South Africa, the advent of democracy saw the term governance gaining popularity in local politics and government. The shift in emphasis from “government” (the power to govern) to “governance” (the act of governing) is linked to the global acknowledgement that organs of civil society need to be empowered to share the responsibility for governance. In essence, government institutions require a new citizen-oriented management approach. In this sense, relationships and partnerships have become more important for local government than in the past (Ismail, Bayat and Meyer, 1997:3).

The new system of local government in South Africa requires municipal councils to develop a culture that shifts from representative government to participatory governance. In essence this means that councils must take steps to create a more active local democracy in terms of which decisions will be taken with communities, rather than for them (Barichievy, 2003:2).

The IDP was also discussed in this chapter. It was indicated that one of the challenges in the application of public participation is poor planning, even though provision has been made in the Constitution that the South African government is committed to ensuring that citizen participation becomes a practice, and not only a theory.

CHAPTER 3: THE STATUTORY AND LEGISLATIVE FRAMEWORK FOR PARTICIPATORY GOVERNANCE

3.1 INTRODUCTION

The previous chapter detailed the theoretical overview of the study and explained different theories of governance and their shortcomings. This chapter explores the legislative frameworks, the purpose of local government, participatory governance, the developmental role of local government, as well as its requirements.

The Constitution of the Republic of South Africa, Act 108 of 1996 makes provision for the government and citizen engagement in making decisions that affect citizens' well-being. Section 19 of the Constitution provides that South African citizens are entitled to elect the government of their choice. Furthermore, the transformation in South African local government ensures the inclusion of people, groups and societies that were previously marginalised in the policy issues and decision-making processes of the country. According to a study conducted by Paradza, Mokwena and Richards (2010:6), local government in South Africa, since the transition to democracy, has undergone a series of changes to meet the needs of a consolidating democracy and the development of the country's citizens. The challenges include addressing the apartheid legacy underdevelopment of regions and municipalities, fostering participatory governance at the local level, consolidating local government to facilitate sustainable development, and improving service delivery. An evaluation of public participation plays a vital role in establishing whether a fair process was followed or whether the views of participants were accurately and fairly represented in the decision-making process by the government (Abelson, 2006:1).

The constitutional adoption by South African government in 1994, brought about the shift to democracy, and as result various policies and statutory frameworks led to the formulation of the White Paper on Local Government, 1998; the Local Government: Municipal Systems Act 32 of 2000; and the Local Government: Municipal Structures Act 117 of 1998, that enabled individuals to participate in governance and the policy-making process. Although public participation is part of a developmental government and a constitutional requirement, it is, however, also one of the challenges confronting local government. The South African democracy has however utilised a variety of democratic institutions and various processes initiated by citizens and government to

enhance participation. This constitutes citizens' continuously evolving interface with government.

Scott (2009:3) argues that a concern is constituency offices, as they are not active in terms of smoothing community participation. They also receive a minimum number of submissions; thus, the aspect of monitoring is disregarded as a result of the poor system. This study will specifically investigate the extent to which constituency offices have contributed to establishing conditions for greater civil society participation to enhance democratic governance in post-apartheid South Africa. In order to realise the final aim of this study, it is of the utmost importance to adequately define the concepts of public participation, democracy and constituency.

3.2 THE STATUTORY AND REGULATORY BACKGROUND OF CITIZEN INVOLVEMENT IN LOCAL GOVERNMENT

The norm for participatory citizen engagement does not occur in a vacuum. The legislative framework for local government and citizen participation and accountability is at the heart of the system of local government. In this regard, an innovative way of bringing parliament closer to their people ensures that all South Africans, regardless whether they are poor, participate in policy-making and the decisions that are affecting their lives (Tsatsire, 2009).

The right of citizens to participate in governance and government processes is enshrined in the Constitution and further protected through legislation and various policy frameworks. Various legislation and policies are pertinent in this regard, especially Chapter 10 of the Constitution, which extends public participation to public administration by identifying the basic values and principles governing public administration. They are benchmarked as follows in Section 195:

(1) Public administration must be governed by the democratic values and principles preserved in the Constitution, including the following principles:

(a) A high standard of professional ethics must be promoted and maintained to accommodate everyone;

- (b) An efficient, economic and effective use of resources must be promoted to ensure good participation;
- (c) Public administration must be development-oriented with participation in mind;
- (d) Public services must be provided equally with a degree of fairness to all the citizens;
- (e) The needs of the people must be taken into consideration, and those people must be encouraged to partake in policy-making;
- (f) Accountability must be ensured by the public service to all who are involved;
- (g) A transparent administration must be fostered by providing public services in a timely manner;
- (h) A practice of good human resource development must be fostered and ensure career development for all the citizens; and
- (i) Public administration must represent all South Africans and empower all personnel practices based on their capacity and objectivity in order to address the past imbalances.

(2) All the principles mentioned above are applicable in every administrative sphere of government and that of organs of state and public entities:

- (a) administration in every sphere of government;
- (b) organs of state; and
- (c) public enterprises.

Both the Municipal Structures Act (Act No. 117 of 1998) and the Municipal Systems Act (Act No. 32 of 2000) emphasise transparency and access, and oblige municipalities to establish and expedite mechanisms for public participation. In terms of Section 32 of the Municipal Systems (Act 32 of 2000), a philosophy of public participation is mandated, and certain standards must be pursued by municipalities. Section 16 (1) states that a municipality must develop a culture, values and philosophies of municipal governance that complement formal representative

government with a system of participatory governance. A municipality must for this purpose:

(a) Create suitable conditions for the people to participate.

3.2.1 The Constitution of the Republic of South Africa, 1996

The Constitution of South Africa is the highest regulation and as such lays the foundation of the democratic political system of the country. In this regard, all South African citizens are given the right to participate in all matters of local government, including an engagement in legislative affairs and an act of making a policy, which goes higher than the right to vote in elections (that is temporary). Section 59 affords the right of access to all citizens to take part in the National Assembly; Section 72 allows citizens to partake in all matters of the National Council of Provinces (NCOP); and Section 118 makes provision for the involvement of citizens in all matters of the provincial legislature, and at council meetings in a municipality.

The local sphere of government shows glimpses of transformation as it is distinct and builds democracy through the promotion of socio-economic development. In this regard, through this, local government comes closer to the people, and this promotes sustainable democracy through accountability and involvement. In terms of Chapter 7 (Section 152) of the Constitution, the objects of local government are as follow: “To afford democratic and accountable government for local communities”, and to “reassure the involvement of communities and community organisations in the matters of local government”. The most important function of a municipality is to provide an assurance for the involvement of citizens, as legislated in the Constitution. Section 168 imposes a general obligation on government, particularly its elected representatives, and creates a climate that encourages and promotes interaction between citizens and government (Tsatsire, 2008:168).

In Chapter 9, the Constitution makes provision for the creation of institutions or the appointment of individuals to support democracy. These include the Human Rights Commission, an Ombudsman, and Access to Information Commissioners. They play a significant role in improving public awareness of good governance and rule of law issues. With reference to public access and participation, the most significant role-player is the Public Protector, whose role it is to investigate, report on, and act against

any misconduct in state affairs. Other important role-players include the Auditor-General and the Electoral Commission (Tsatsire, 2008:170).

The Constitution also provides for the roles that are to be played by Parliament; the National Assembly is responsible for the representation of all citizens and to give the assurance that governance will be enhanced. Unlike the National Assembly, the NCOP has the role to ensure participatory governance as it is provided for in Section (42)(4) of the Constitution.

3.2.2 The White Paper on Local Government, 1998

The White Paper on Local Government, 1998 stretches to the new developmental mandate of the local sphere as contained in the Constitution. Section two of the White Paper continues with the vision of developmental mandate, which is to give the assurance that people will be amicably involved in decision-making and planning in order to come up with ways to improve their quality of living. Furthermore, the White Paper states that for that to be achieved there must be mechanisms in place and plans to continually engage with its people, businesses and community-based organisations. Tsatsire (2008:173) provides the following as the approaches to realise participation:

- (a) To create a conducive environment that enables planned participation;
- (b) To ensure that stakeholders are involved in a structured way;
- (c) Public participation in budgeting is aimed at prioritising the needs of the society;
- (d) To explore and investigate community needs and values; and
- (e) To maintain the development of community organisations and other community groupings in order to improve their capacity to participate.

3.2.3 Local Government: Municipal Structures Act, 117 of 1998

Ward committees must assist councillors in carrying out their daily tasks, as these committees are established as the communities of the local area. They are regarded as a linkage between municipalities and their communities in terms of Chapter 4 of the Municipal Structures Act 117 of 1998. In addition, Section 19 of the Municipal Structures Act necessitates a municipality to realise its intentions as set out in Section

152 of the Constitution, namely, to create consultation mechanisms with its communities and its organisations when executing its functions and powers; to annually review the needs of communities and establish its municipal priorities and plans in order to realise those needs; and to involve citizens in the processes of the municipality. This Act makes provision for the establishment of ward committees as a way of encouraging community participation in matters of local government.

3.2.4 Local Government: Municipal Systems Act, 32 of 2000

The introduction of the Municipal Systems Act 32 of 2000 gave effect to the involvement of societies in the matters of a municipality in terms of performance management, planning and delivery of public services. Hence, it is obligatory to ensure that these groups take part in local governance. Chapter 4 of the Local Government: Municipal Systems Act 32 of 2000 provides for the philosophy of mechanisms, practices and ways for community participation, communication of information concerning community participation, public notices of Council meetings, and communication between the Council and the local community. In this regard, Tsatsire (2008:174) says local government must create conditions that are conducive for citizen participation in municipal planning through the development of IDPs, budgets and performance management systems. And, eventually, funding must be made available for the realisation of municipal objectives.

3.2.5 Local Government: Municipal Planning and Performance Regulations, 2001

There is an adjacent link between the Municipal Planning and Performance Management Regulations and the Municipal Systems Act. The Act necessitates that local government, through suitable means, practices and procedures, established in terms of Chapter 4, must include citizens in the development, execution and appraisal of municipalities' performance management systems, and specifically, allow communities to partake in the setting of suitable fundamental performance indicators and performance objectives. Section 15 provides that if there are no other extensive municipal arrangements for civic involvement, a municipality must establish opportunities for public participation.

3.2.6 Municipal Finance Management Act, 56 of 2003

Section 130 of this Act provides for meetings of the Council whereby an annual report is to be discussed and decisions that are taken are open to the community:

- (a) for the discussion of any written submissions received from the local public or organs of state on the annual report; and
- (b) for members of the local community or any organs of state to address the Council.

Section 23 makes provision for the Council of the municipality to reflect on the views/concerns raised by the community with regard to annual budgets.

From the legislative framework discussed above, it is clear that in the South African context, based on the country's past and the philosophy of participation, the approach by the South African Legislative Sector is to ensure thorough public participation in order to improve its decision-making in terms of its core functions of oversight, law making and community participation (Scott, 2011). In this regard, it is the responsibility of the Legislative Sector to enable community participation and education. In order to allow community participation, it is imperative that the Legislative Sector functions within an organised framework of participation that is aligned, open and accountable, and which promotes fundamental democratic rights and social justice. To be in line with this vision, the Legislative Sector has guaranteed that engagement of stakeholders forms the main component of the development of such a Public Participation Framework (SALS, 2013:9); further, to evaluate the degree to which public participation practices are mainstreamed in the Legislative Sector by examining the degree of coordination between legislative community participation structures and practices and those at provincial level.

3.3 THE LOGIC BEHIND PUBLIC PARTICIPATION FOR LOCAL GOVERNMENT

In the South African context, participatory governance is regarded as a Constitutional obligation, as it is clearly stated in Chapter 1 of the Constitution that the highest statute and laws enacted by it must be satisfied. In this regard, the basis of the new local government system is the participation of citizens in local government affairs, of which they are imperative in planning, service delivery and performance management (Bariechy, Piper and Parker, 2015). In addition, Mphahlele (2010:13) postulates that

citizen participation can be divided into a number of stages, which are distinctive and unique, that include planning, implementation and follow-up. Planning requires of municipalities to develop a culture that complements formal representative government with a system of participatory governance. Bariechy, Piper and Parker (2015) maintain that participatory governance involves three essential innovative features: the definition of a municipality, ward committees, and the requirements for public participation. The Municipal Systems Act defines a municipality as consisting of the governing structures (the elected councillors), the administration (the appointed staff), and the residents. This definition of residents as part of a municipality is claimed to be unique in the world, and establishes the grounds for greater public involvement in municipal affairs. While the practical ramifications of this definition are not yet obvious, the conceptual, normative, and potentially legal ramifications seem considerable and deserving of greater attention.

The second innovation, also outlined in the Municipal Systems Act, is the institution of ward committees for Category A and B municipalities only. Although not compulsory, the new system provides for committees to be established in each ward of a municipality. These are chaired by the ward councillor, and ten members are elected from the local community. They are intended to reflect a “diversity of interests in the ward”, and women have to be “equitably represented” in a ward committee. Ward committees may make representations on any issue affecting a ward to the ward councillor or through the councillor to the Council. It can also exercise any duty or power delegated to it by the Council. While ward committees do exist elsewhere in the world, and are thus not as unique an innovation as the definition of municipality, their impact on municipal decision-making seems more tangible.

The third and final innovation is really a set of requirements for public involvement in various decision-making processes. Thus, Chapter 4 of the Municipal Systems Act details the procedures municipalities must adopt to promote community participation. These include the receipt, processing and consideration of petitions and complaints lodged by members of the local community; notification and public comment procedures, when appropriate; public meetings and hearings by the municipal council and other political structures and political office bearers of the municipality, when appropriate; consultative sessions with locally recognised community organisations and, where appropriate, traditional authorities; and report-back to the local community.

3.4 THE PURPOSE OF LOCAL GOVERNMENT

Thornhill (2008:492) perceives local government as a sphere close to the people; hence local government could be viewed as directly linked with the daily lives of the people and committees. In this regard, it guides the administration of the local sphere by accommodating the participation of individual citizens in determining the quantity and quality of service delivery. The Constitution categorises municipalities in terms of their own functionality.

3.5 DEMOCRACY DEEPENING THROUGH THE INTEGRATED DEVELOPMENT PLANNING (IDP)

The White Paper on Local Government of 1998 makes provision for an institutionalised mechanism for local government to achieve its responsibilities through the implementation of IDPs. This process enables Local Government to establish short–to long-term developmental plans. Integrated Development Planning is a process by which municipalities prepare five-year strategic plans that are reviewed annually in consultation with communities and stakeholders (The Local Government Handbook South Africa, 2012:10). Moreover, Mubangisi (2010:151) asserts that Integrated Development Plans (IDPs) allow municipalities in various districts and metropolitans to evaluate existing needs, prioritise those needs, set realistic goals to meet these needs, devise strategies to achieve them, develop and implement projects, as well as budget and monitor progress against the set targets. The DPLG (2001:38) explains that one of the methods to allow public participation is through the mutual interaction between a municipality and its communities. The DPLG (2001a:38) further provides the following reasons for public participation in the Integrated Development Planning process:

- To ensure that development responds to the people's needs and problems;
- To ensure that municipalities come up with appropriate and sustainable solutions to the problems of communities in a municipality;
- To allow a feel of ownership to local communities; and

- To promote transparency and accountability by providing feedback to communities pertaining to the different phases of Integrated Development Planning (Njenga, 2009:18).

In light of the above, one could argue that public participation is also a machinery to promote effective monitoring and evaluation of the overall performance of a municipality in a planning process. Therefore, there should be a clear linkage between public participation and monitoring and evaluation in all municipalities to promote local government, which is accountable and responds to the needs of citizens. The Municipal Systems Act, 2000 stipulates in Section 17(2) that, pertaining to the public participation mechanisms, processes and procedures, municipalities must take into account the special needs of people who cannot read or write, people with disabilities, women, and other disadvantaged groups. It could also be argued that in terms of the Municipal Systems Act (2000) each elected council should develop and adopt an IDP at the start of its term of office. In this regard, Mubangisi (2010:151) concurs that IDPs play a critical role in the broader context of intergovernmental relations and planning. The Municipal Systems Act set a high standard in terms of how IDPs should be drafted; moreover, it places an extraordinary premium on citizen participation. Subsequently, Chapter 4 of this Act is devoted to the citizen participation in both the IDP and local government processes. In this way, an IDP as a machinery to deepen democracy provides the mechanisms for learning and imparting ideas. Furthermore, it could be argued that it has the potential to bring people from different backgrounds together under the umbrella of working together towards a shared vision of developing their own communities. This means the development of communities will take place in conjunction with IDPs, as part of municipal planning as they make provision for the housing needs and other related matters, such the building of roads and schools. If communities needs housing, other related issues also have to be examined, such as roads, schools, electricity, water and sanitation. Through citizen involvement in IDPs, resources are made accessible to them in a manner that promotes accessible livelihoods (Hlongwane, 2010:9). It could also be argued that all three spheres of government are included as the IDP is a coordinated planning process by which different tiers of government are coordinated in the local sphere. The IDP provides the assurance that local municipalities understand the impact and dimensions of its own environment. In this regard, information is evenly provided to municipal management

based on key issues affecting the land use management decisions and the budget (Hlongwane, 2010:9). Furthermore, as IDPs are the responsibility of local government, its actual implementation is in the hands of the executive committee and/or the mayor who makes provision for prioritising IDPs within decision-making structures. In the following table, the roles and responsibilities of the different spheres of government in IDPs are outlined:

Sphere of government	Roles and responsibilities
LOCAL A Municipality	<ul style="list-style-type: none"> • Is responsible for the preparation of an IDP • Must be adopted as part of the municipality so as to plan for development in the near future
A Municipal District	<ul style="list-style-type: none"> • Is responsible for the preparation an IDP • The IDP must be adopted as part of the district • Makes provision for municipalities that are poorly capacitated • Compilation of a framework which eventually ensures coordination and alignment between local and district municipalities
A Metropolitan Municipality	<ul style="list-style-type: none"> • Is responsible for the preparation of an IDP • It must be adopted as part of the metro so as to plan for development in the near future
PROVINCIAL	
The Local Government Department	<ul style="list-style-type: none"> • Organises and coordinates IDP training • Makes provision for economic support to municipalities • Gives guidance to municipalities in terms of an IDP

	<ul style="list-style-type: none"> • Evaluates and monitors the IDP process in the province • Provides coordination and alignment between district municipalities • Provides resolution of disputes between municipalities • Provides alignment of the IDP with sector department policies and programmes • Evaluates the IDP process for all municipalities
Sector Departments	<p>Provides for the availability of information that is relevant on sector departments' policies, budgets and programmes</p> <ul style="list-style-type: none"> • Is responsible for sector expertise and technical knowledge regarding the formulation of the policies and strategies of a municipality and is guided by municipal IDPs in the allocation of resources at the local level
NATIONAL	
	<ul style="list-style-type: none"> • Makes provision for the legislation and policies to support an IDP • Gives guidelines with regard to the implementation of an IDP • Provides assistance in terms of finance • Makes provision for the national training framework to establish the planning and implementation of management support
The Department of Provincial and Local Government	

Table 3.1: Roles and responsibilities of the different spheres of government in IDP (Hlongwane, 2010:42).

The above table shows how the three spheres of government work together to advance planning and deepen democracy. In this regard, it could be argued that the responsibilities of provincial and national government in respect of local government are outlined in the White Paper on Local Government. In order to achieve that, Van Der Waladt (2014:58) states that support must be given through national and programmes, and ways are suggested in which provincial government can work with local government to enhance the effectiveness of the three spheres of government.

According to the Education and Training Unit (2011:6), there are six main reasons IDPs are important for a municipality:

- To use resources sparingly through planning and involving communities;
- To ensure the speedy delivery of services to poor areas and attract additional funds (government departments and private investors are more willing to invest their money where municipalities have an IDP);
- To strengthen and deepen democracy through participation; and
- To overcome the inequalities and discrimination of the apartheid system to endorse coordination and relations between the local, provincial and national spheres of government.

The above-mentioned reasons clearly specify the significance of IDPs in deepening democracy in all three spheres of government. It could be argued that if municipalities are to fulfil their new developmental mandate, they need to adopt a strategic approach to planning and management. In this regard, McKay (2004:52) states that integrated development planning is a collective vision of development that provides guidelines for resource utilisation to ensure sustainable development. It could also be said that community participation is not an end in itself, but rather is meant to improve the life of societies and deepen democracy in all spheres of government (Mfenguza, 2007:31).

3.6 WARD COMMITTEES AS A MACHINERY FOR PUBLIC PARTICIPATION

It could be argued that even though Ward Committees are not merely the machinery for community involvement, they provide an organised structure for public participation in the locality. They are envisioned to improve fruitful communication between a municipality and the community. This communication delivers results to Section 4 and 5 of the Municipal Systems Act 32 of 2000, which gives citizens the right to add to the decision-making processes of a municipality and to criticise or make representations if they are not happy (Tsatsire 2008:189). It is mandatory in terms of statutes to develop machineries of consultation in governing processes. Tsatsire (2008:184) highlights the following objectives that Ward Committees should fulfil. The most important of these are:

- (a) To enhance participatory democracy at local government level;
- (b) To support and make recommendations to the ward councillor with regard to matters concerning the ward;
- (c) To act as a straight link between the Council and residents; and
- (d) To contribute to the improvement of the quality of life of all residents by pursuing the objectives of participatory democracy in the following ways:
 - Encouraging residents to become actively involved in local government issues at ward level;
 - Encouraging residents to voice their needs and requirements;
 - Conveying these needs to the ward councillors for submission to the Council or to other structures of Metropolitan Council;
 - Monitoring progress and providing feedback to residents on relevant issues; and
 - Acting as a communication channel between the residents and the council via the ward councillor; and
- (e) To provide the mechanisms for the participation of residents in municipal governance.

Tsatsire (2008:185) makes the following pertinent observation: “Ward committees act as community representatives. It is, therefore, essential for residents to ensure that they elect ward committee members who do not have secret agendas, but carry the interest of the communities at heart.”

3.7 LINKING PARTICIPATORY DEMOCRACY WITH THE NATIONAL DEVELOPMENT PLAN (NDP)

Local government is well placed near the citizens in order to give it the ingredients towards the realisation of its predetermined objectives, as stated in the Constitution. In this regard, the National Development Plan (November 2011) clearly stipulates the measures for the realisation of a developmental government, which is principled and treats its people with dignity and respect. In terms of the principles of developmental local government, public administration must be governed by the democratic values and principles as provided for in the Constitution. It could further be argued that citizens should play an essential part in the administration of the country through public participation. It therefore follows that elected public representatives are compelled, through the office they hold, to foster and maintain good governance, underpinned by public participation, in every constituency throughout the country (Anon, 2006:27). The system of local government public participation acknowledges the fundamental right of all people to participate in the system of governance and to narrow the social distance between the constituency and their elected leaders. Furthermore, the adoption of the National Development Plan (2012) urged all institutions to review and align their long-term outcomes and strategic plans. The basic characteristics of democracy should be realised in local government institutions whereby these institutions encourage citizens to participate in policy-making and decision-making (Njomane, 2009:12). Moreover, democratic local government encourages channels of communication between government and its people. This is crucial in creating accountable government that addresses the needs of citizens through their involvement. This indicates that local government has a competency to include everyone in a democratic manner to influence public policy. In this regard, citizens therefore tell government what they need (Maphasi, 2012:66). The process of public participation should however be adhered to across communities and be carried out effectively and efficiently. The participation of citizens would contribute to ensuring that

their needs, originally expressed by them as a community, are achieved by government.

According to Zarenda (2013:3), there are four principal implemental objectives stipulated by the NDP:

- To ensure predominant objectives for what is needed to be achieved by government through the involvement of citizens by 2030;
- To construct coordination on key obstacles for achieving its predetermined goals and identifying what is necessary to overcome its challenges;
- To ensure a collective long-term strategic framework within which more planning can take place in order to achieve the long-term goals set out in the NDP; and
- To make choices on how best to use limited resources on behalf of the society as a whole.

According to Zarenda (2013:3), these objectives show a “determined, in depth and analytically integrated vision of an evolution in the country by 2030”.

3.8 CONCLUSION

Based on what was discussed in this chapter, it can thus be said that community participation is an essential part of developmental local government. The mandate for local government to be developmental cannot be realised if effective public participation does not exist. The community should be made part of the new initiatives, including their implementation, monitoring and evaluation. Further, public participation is a constitutional and legal requirement. This means that it is not optional, but must be achieved and be provided for. The community should not simply be consulted, but should play an active role in matters of governance. The Constitution, as well as all subsequent legislation discussed in this chapter, makes provision for this need and also provides mechanisms to enhance public participation. Although public participation is a legal requirement not only for local government, but for all three spheres of government, it should be seen as going beyond issues of legislative compliance. Issues of compliance tend to concentrate only on the framework of the legislation, disregarding innovation and extra effort (Tsatsire, 2009:2002). It is,

therefore, necessary for both councillors and officials to adopt it as a moral duty and responsibility always to involve local communities in decision-making. There has to be both a political and administrative will to improve and extend community participation. Despite the constitutional and legislative imperatives that demand open and accessible processes of public participation, insufficient and unfavourable conditions for public participation defeat this noble requirement. Public participation requires a conducive climate to maximise its impact. This includes initiatives to encourage public education and improve the quality of human resources, thereby ensuring that municipalities function more efficiently and effectively to facilitate service delivery and improve the quality of life of the local community.

CHAPTER 4: PARTICIPATORY MECHANISMS (PROJECTS AND PROGRAMMES) AVAILABLE IN THE MANGAUNG METROPOLITAN MUNICIPALITY

4.1 INTRODUCTION

Having explained the theoretical aspects of this study in previous chapters, the researcher had to follow certain procedures that ensured a thorough analysis of the problem as laid out. Chapter 2 of the study provided the theoretical overview of the goals of participatory governance and the conditions applicable for implementing the process of community participation and in what way citizens could partake in the different steps of the policy and planning process. The different theories of governance were used as a point of departure towards grasping what the chapter entailed.

Chapter 3 explained the statutory and legislative framework and key outcomes of participatory governance. In addition, it outlined the legislative and policy framework, the purpose of local government, community participation in local government, and ward committees as a machinery for public participation, linking participatory governance with the NDP. The aim of this chapter is to analyse participatory mechanisms available in the Mangaung Metropolitan Municipality (MMM) through an in-depth analysis of the age, gender, employment and income of people living in MMM. The chapter provides the processes, rules, views, vision, programmes and projects for public participation in MMM.

The Mangaung Metropolitan Municipality is situated in the middle of South Africa, but also in the middle of the Free State Province. In this regard, the Free State is surrounded by Gauteng, the Eastern Cape, the Northern Cape, KwaZulu-Natal and the North West Province, and a neighbouring country, Lesotho. The Municipality came into existence after the local government elections in May 2011. It has been regarded as a local municipality from 2000 when the transitional local councils of Bloemfontein, Botshabelo, Thaba Nchu and two rural councils were joined. In this regard, the Municipality ensures that the city is integrated by linking previously disadvantaged populations with the rest of the city.

4.2 BACKGROUND OF THE MANGAUNG METROPOLITAN MUNICIPALITY

According to the Annual Performance Report (2011-2012), “Mangaung encloses 6863 km² and embraces three noticeable urban centres, which are bordered by an extensive rural area”. Mangaung is situated in the heart of the Free State and is easily reached through the national infrastructure, which includes the N1 (which links Gauteng to the Southern and Western Cape), the N6 (which links Bloemfontein to the Eastern Cape), and the N8 (which links Lesotho in the east with the Northern Cape in the west via Bloemfontein). Bloemfontein is regarded as the sixth biggest city in South Africa and the capital of the Free State Province. It is the judicial capital of South Africa and serves as the administrative headquarters of the Province, whilst it also represents the economic heart of the provincial economy. The area is serviced by an east/west and north/south railway line and a national airport (Annual Performance Report, 2011-2012). East of Bloemfontein is Botshabelo, the largest township development in the Free State. Early in the 1980s, Botshabelo was formed with the intention of supplying much-needed labour to Bloemfontein. East of Botshabelo is Thaba Nchu, which was previously part of the Bophuthatswana Bantustan. It has a large area of rural settlements on former trust lands.

According to the Annual Performance Report (2011-2012), “Mangaung Local Municipality was formed in 2000 with the amalgamation of four former transitional councils, but was recently (April 2011) elevated from a category B municipality to a category A metropolitan municipality”. The new position of MMM offers opportunities, and it is against this background that it is keen to realise its constitutional determination by concentrating on municipal service provision, which will develop its economy and empower its citizens (Annual Performance Report, 2011-2012). The map below illustrates MMM, and the towns that it includes:

Figure 1: A map of the Mangaung Metropolitan Municipality

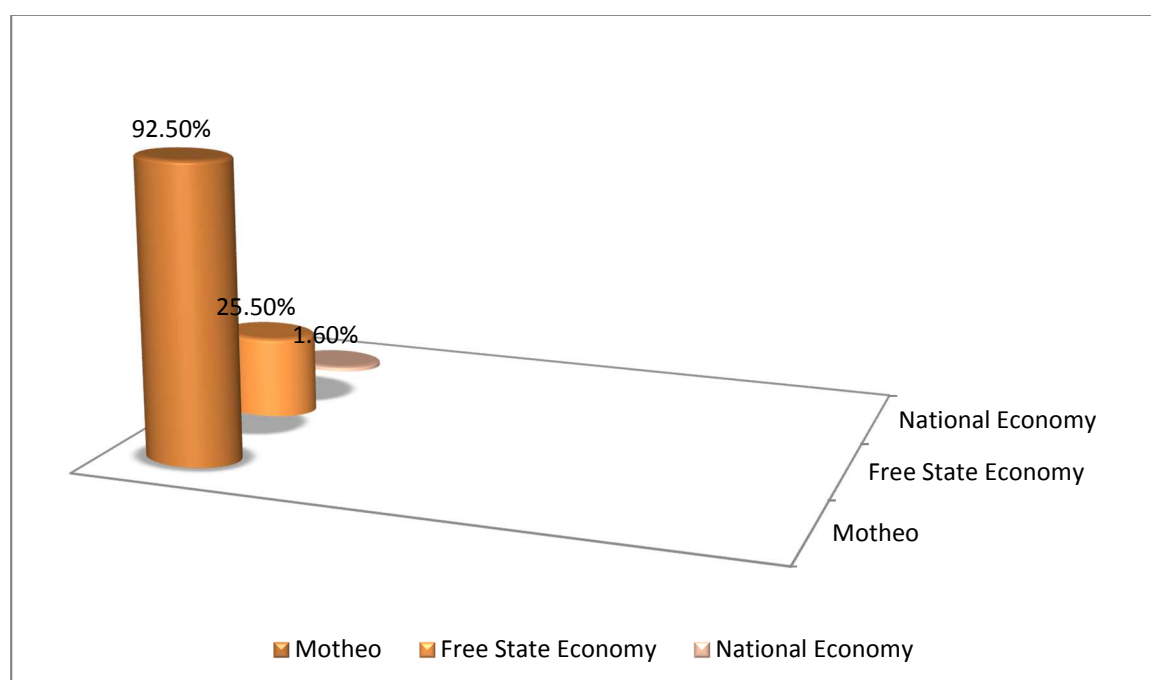


Source: Google Maps South Africa

4.2.1 Economy

4.2.1.1 Comparative standing of the Mangaung economy

Chart 1: Comparative standing of the Mangaung economy



Source: <http://www.seda.org>

The chart above indicates that MMM is an important role player in the district economy of Motheo, as it occupies 92,5% of it, compared to the Free State economy, at 25,5%; and the national economy, at 1,6%. In this regard, MMM provides a smaller portion in terms of the local agriculture, mining and industrialised sectors when compared to the Province and the country. MMM competes with the best in the area of mining, which is the Free State Goldfields. The agricultural and manufacturing figures are however cause for concern as they are very low.

4.3 MUNICIPAL FUNCTIONS, POPULATION AND ENVIRONMENTAL OVERVIEW

According to Census 2011, Mangaung had a population of 747 431, of which 83,3% were black African, 11,0% were white, 5,0% were Coloured, with other population groups making up the remaining 0,7%. This is indicated in the table below:

Table 1: Population of MMM

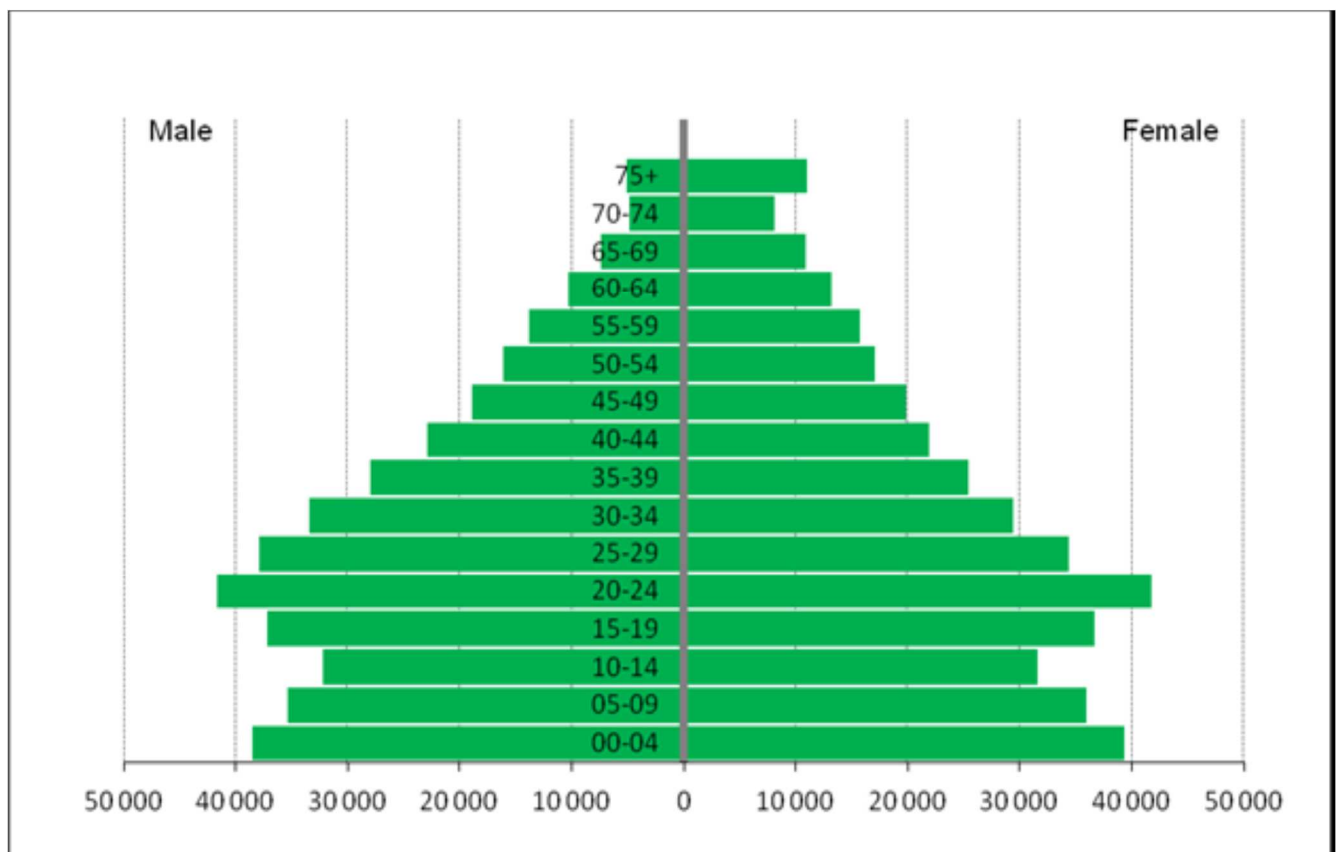
Population	Race	Percentage
747431 overall	Black African	83,3%
percentage	Whites	11,0%

	Coloureds	5,0%
	Other population groups	0,7%

Source: [www.census 2011-2014](http://www.census2011-2014)

During the period under review (the last 12 months), the population of MMM showed negative growth, according to IHS Global Insight, with the population now estimated at 725 245. MMM retains the second largest regional population in the Province behind Thabo Mofutsanyane (755 049). In the following figure, the population pyramid of MMM is illustrated:

Figure 2: Population pyramid of MMM



Source: IHS Global Insight, Regional Explorer, 2014

A population pyramid must always demonstrate the population structure, as indicated in Figure 2 above. Population structure refers to the composition of inhabitants in a particular area. By observing the Mangaung Metro's population pyramid, it is evident that there is a bulge in the area of the 20-24 age group, with the statistics subsequently dropping as the ages increase, revealing a high dependency ratio. This pyramid shows more females at age ranges above 55, which indicates that women are living longer

than males. A population pyramid that is triangular, as is the case with the Mangaung Metro, demonstrates a populace with a large number of young dependants and a low life expectancy, thus putting strain on the economically active population. The pyramid narrows toward the top because the death rate is higher among older people than among younger people. MMM's population pyramid depicts the characteristics of a developing nation, which are: (i) low growth rates, (ii) high birth rate, and (iii) short life expectancy.

4.4 SOCIO-ECONOMIC STATUS OF THE MANGAUNG METROPLITAN MUNICIPALITY

Table 3: Socio-economic status of the Mangaung Metropolitan Municipality

Year	Housing backlog as proportion of current demand	Unemployment rate	Proportion of households with no income	Proportion of population in low skilled employment	HIV/Aids prevalence	Illiterate people older than 14 years
2014/15	58 820	23.8%	11,4%	64%	85049	16%

Source: www.statsa.org

The table above indicates that during 2014/2015 the housing backlog as the proportion of current demand was 58 820, with the unemployment rate standing at 23.8%, the proportion of households with no income at 11,4%, and illiterate people older than 14 years at 16%.

Table 3: Unemployment Rate (Population aged between 16 and 64 years)

	Male	Female	Total
Unemployment rate	23%	24.7%	23.8%

Source: Mangaung Annual Report 2014/2015

The table above indicates that MMM has an unemployment rate of 23.8%. Regarding the economically active group, the challenge is that most people are employed in low skilled jobs, such as construction (e.g. the EPWP). This could partly be ascribed to low educational levels. The table below shows that 38% of the labour force of Mangaung have not completed their secondary education, while 28.2% have completed matric, and only 12.7% have a post-matric qualification (Mangaung Annual Report, 2014/2015).

Table 4: Level of education

Educational level	Labour force	Percentage
Secondary school	Completed matric	28.2%
	Not completed secondary	38%
Post-matric qualification	Diploma/Degree	12.7%

Source: Mangaung Annual Report 2014/2015

4.5 INCOME LEVELS

According to the Mangaung Metropolitan Annual Report 2011/2012, over 50% of people in Mangaung earn less than R1000 per month. The Report further states that “the nature of unequal distribution of wealth and services is confirmed by the fact that those exposed to severe poverty levels are township dwellers”.

4.6 AN OVERVIEW OF MMM’S SERVICE DELIVERY AND ACHIEVEMENTS

According to the Mangaung Metropolitan Annual Report 2014/2015, “This metropolis has been able to provide more than 1492 title deeds to its inhabitants in the financial year of 2014/15 and provided over 1230 housing prospects. Although the number may

look lower than expected, many housing opportunities will bear fruit in the financial year 2015/2016 as some of the projects initiated will reach culmination”:

- The city has provided electricity to a broad spectrum of areas, including Khayelisha, Caleb Motshabi, Bloemside 7/Grassland;
- 99.9% of formalised households have access to electricity;
- 99.9% of new and upgrading customers are provided with electricity connections;
- 42 high poles connected against the set annual target of 26 high mast lights in informal settlements;
- 94% of poor family circles access Free Basic Electricity;
- 3.701km of roads paved and 40.51 of roads resurfaced/rehabilitated;
- All registered impoverished households have access to Free Basic Water, Free Basic Sanitation, Free Basic Electricity and Free Basic Waste Removal Services;
- 4088 additional households serviced with waterborne sanitation;
- 178 367 households with weekly kerb-side waste removal services in formal areas; and
- 26 688 of informal settlements residence have access to refuse removal.

4.7 GOVERNANCE MECHANISMS AND THE STRUCTURE OF THE MANGAUNG METROPOLITAN MUNICIPALITY

4.7.1 Administrative governance in MMM (rules, processes, views and the vision on public participation)

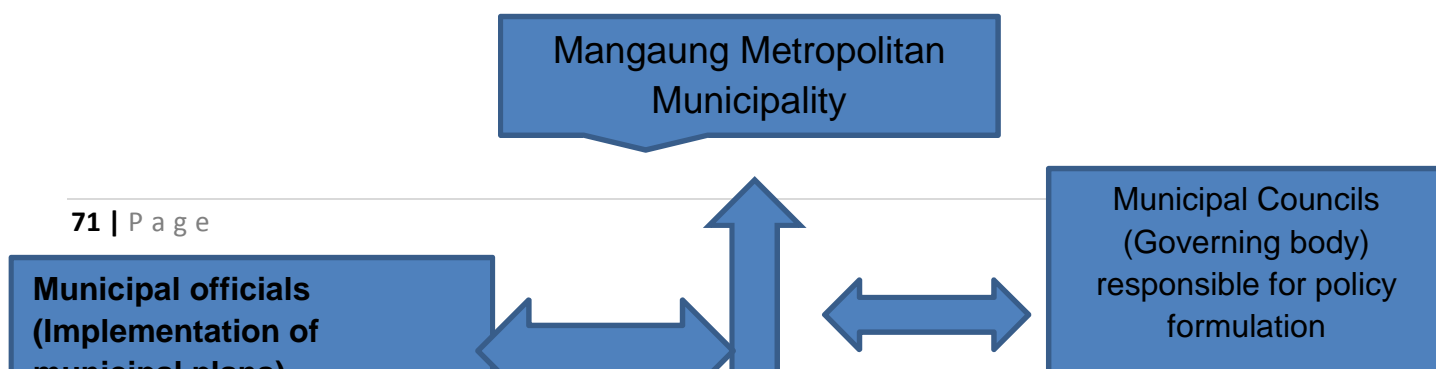
Local governments in South Africa are ruled and governed by municipal councils. In this regard, the municipal councils of MMM are therefore regarded as the body that governs and oversees its powers, duties and functions that are equally administrative and legislative of nature (Mangaung Annual Report, 2013-2014). Furthermore, the councils make provision for the legislative and executive role in a municipality. In terms of Chapter 7 of the Constitution, Section 160(1) defines the role of the council as being:

- A decision-making body with regard to the implementation of powers and the performance of all the municipal functions;
- Voting into office its chairperson;
- Deciding on an executive committee and other committees, subject to national legislation; and
- Provide work for the personnel who are needed for the effective performance of its functions.

From the analysis provided above it could also be deduced that there should be a clear link between the administrative governance officials and the constituents in such a way that rules, processes and visions on public participation are carried out in a way that does not compromise societal needs. In this regard, elected municipal representative must accordingly complement and support public participation in MMM.

Municipal officials and staff make provision for the implementation of municipal plans, and the municipal council involves the body that governs and makes important decisions. In this regard, the council decides which direction the municipality takes through setting the course of action and allocating resources necessary for the performance of duties (Annual Performance Report, 2013-2014). Furthermore, municipal councils are responsible for formulating the policies and municipal staff ensure that these policies are implemented. “Decisions made at council or committee level are often the result of a lot of research, consultation and advice from staff, residents, business people, and interested parties. Often there are competing interests and financial constraints that must be considered” (Annual Performance Report, 2013-2014).

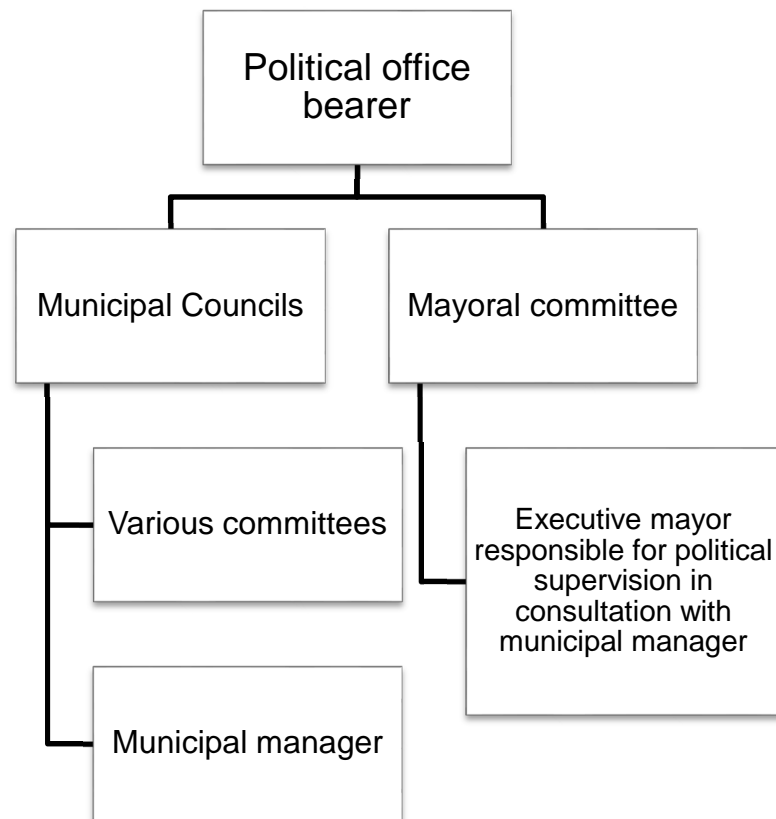
Diagram 1: Administrative governance in MMM



Source: Adapted from the Annual Performance Report of MMM (2014-2015)

4.8 POLITICAL STRUCTURE OF THE MANGAUNG METROPOLITAN MUNICIPALITY

Diagram 2: Micro Political Structure of the Mangaung Metropolitan Municipality (2014-2015)



Source: Annual Performance Report of MMM (2014-2015)

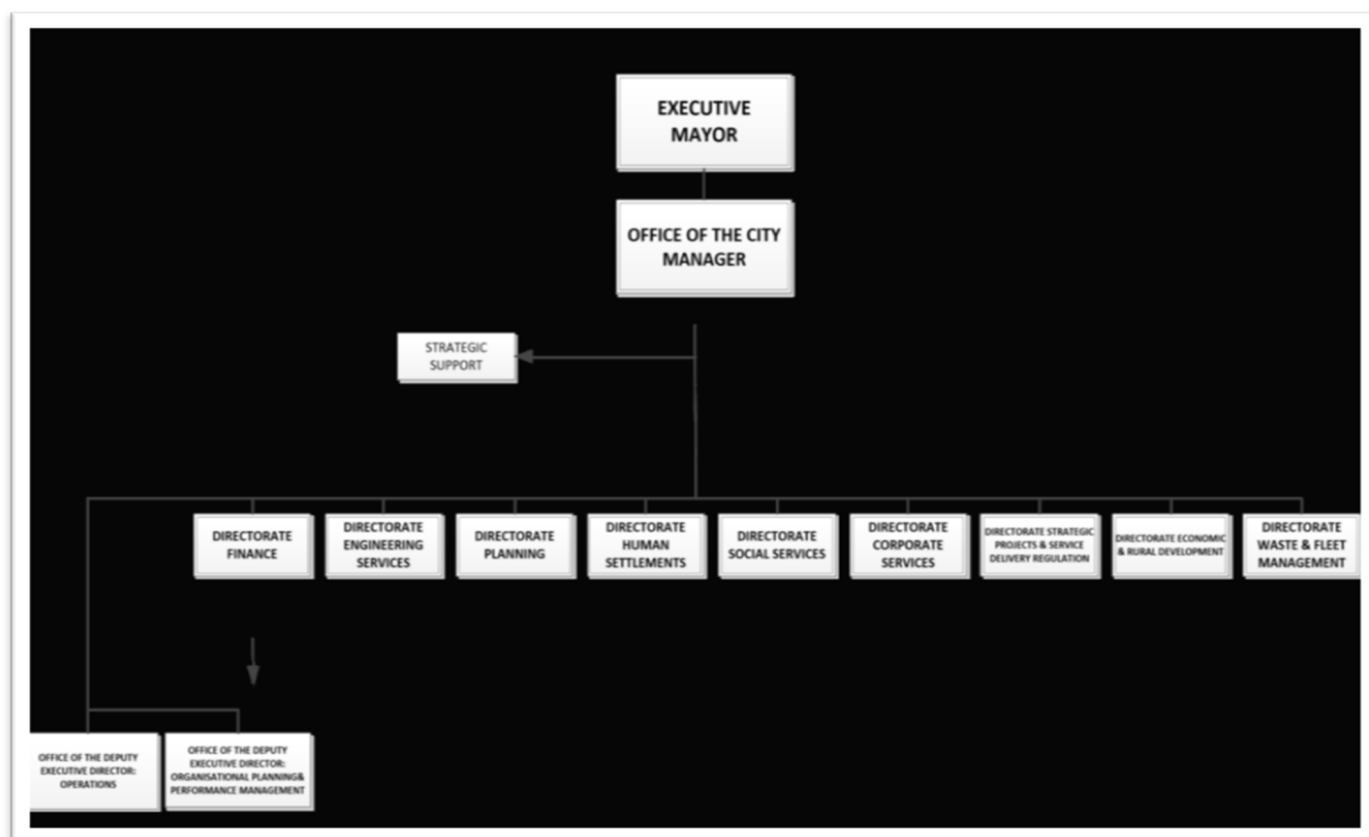
The political structure of MMM consists of the political office bearers, the council and the various committees of which the mayoral committee is the principal committee. The Executive Mayor is responsible for political supervision of, and in consultation with the City Manager, for the accountability of the administration. Additionally, the mayoral committee makes provision for cooperation with the local community, the 43 ward committees, other committees of council and councillors, and political office bearers of other municipalities and in different spheres of government. Furthermore, meetings of the mayoral committee, consisting of full-time councillors, perform the duties and exercise the powers assigned thereto in terms of the Local Government: Municipal Structures Act, 1998, as well as those powers and functions delegated by the council. The speaker presides at meetings of the council, and performs the duties and exercises the powers referred to in the Local Government: Municipal Structures Act, including any ceremonial functions, and those participatory powers and functions delegated to him by the council. It could also be deduced that the political structure, as outlined above, with its committees must come with innovative ways of public

education and media campaigns and consultation to enhance citizen involvement in the affairs of the Mangaung Metropolitan Municipality.

4.9 INSTITUTIONAL STRUCTURE OF THE MANGAUNG METROPOLITAN MUNICIPALITY

The institutional analysis and structure of the Mangaung Metropolitan Municipality is provided below. The structure provides for accountability and transparent governance, in addition to enhancing legislative compliance, as discussed in Chapter three of this study.

Diagram 3: Institutional structure of the Mangaung Metropolitan Municipality



Source: Mangaung Metropolitan Municipality (2014-2015)

It should be emphasised that MMM, as an institutional structure, must abide with the new initiatives in the major methods of substantive democratic participation for the enhancement of participatory governance in the Municipality.

4.10 POLITICAL GOVERNANCE

4.10.1 Council

The Council has 50 Proportionally Representative (PR) councillors and 50 ward councillors. The Speaker is the chairperson of the Council. The party political and demographic representation of the councillors are reflected in the table below:

Table 5: Political Governance of the Mangaung Metropolitan Municipality

ANC	58
DA	27
EFF	9
AIC	2
FF PLUS	2
ANA	1
COPE	1
TOTAL	100

Source: Mangaung Metropolitan Municipality, Integrated Development Plan, 2016/2017

From the table above it is clear that MMM has adopted the sound democratic principle to deepen democracy at all levels of government. In this regard, the political parties (as indicated above) put the necessary pressure on the government to ensure policy compliance. However, Buccus (2010) argues that if political parties put their focus on electoral processes it diminishes effective citizen representation and democracy. In this regard, many authors have argued that representative democracy is the only appropriate means of representing the interests of marginalised groups within society. Therefore, democratic mechanisms need to be implemented, as indicated in the Integrated Development Planning of MMM to promote opportunities for citizens

(Friedman, 2004:23). Moreover, it is assumed that if citizens have the final word on what they expect from the government, service delivery protests will decrease.

4.11 MANGAUNG METROPOLITAN MUNICIPALITY'S VISION AND MISSION

A vision is a statement of intent about what an organisation or institution desires to achieve. In this particular instance, it will clearly explain the future by stating the purpose, objectives, and the full picture for the continued existence of MMM.

Furthermore, it gives direction on how the goals, strategies and municipal plans, stated in the form of the IDP, will be realised. Every employee in the Municipality must be familiarised with the municipal vision. It also communicates its purpose clearly to all those who are involved the Constitution. It further acts as a yardstick to measure municipal performance (Government Digest, December 2002).

4.11.1 THE VISION OF MMM

In line with the vision of our Metro as a globally safe and attractive municipality to work, invest and live in the following elements are part of the vision:

- A democratic municipality, rooted in the Constitution, working with all sectors of the society to improve the quality of life of the people of Mangaung;
- A municipality whose community is united in diversity, recognising our common interests and greater equality of women;
- A municipality that provides high quality of service delivery;
- Create an ideal environment for our people to be able to work and have access to jobs and ensure that workers' rights are protected and the workforce is skilled;
- Build a municipality that ensures that business are afforded an environment to invest and profit while promoting the common interests of the community, including decent work;
- An efficient municipality that protects local citizens, provides quality services and infrastructure, as well as provides leadership for local development;

- Ensure that individuals and communities embrace mutual respect and human solidarity; and
- A municipality that works closely with other spheres of government, business and civil society to build a better metro, province and country.

THE MISSION OF MMM

To improve social and economic livelihoods through public participation, effective and efficient integrated governance system programmes.

In addition to the vision and mission of MMM, the IDP make provision for a coordinated plan that improves the quality of life of the people of Mangaung and other related areas. In this regard, it encourages community-based planning that is the core of public participation in MMM.

4.12 THE CASE STUDY OF MMM's COMMUNITY ENGAGEMENT AND PARTICIPATION

According to Mathane (2012), the South African government has made provision for statutory policy and legislative frameworks, which require some practice of public participation in local government. As discussed in Chapter 3 of this study, the Constitution provides that all municipalities in South Africa must structure and manage their administration, budgeting and planning processes in such a manner that it gives priority to the basic needs of the community. Furthermore, Section 151 (1) of the Constitution places an obligation on local government to encourage the involvement of communities and community organisations in the matters of local government. The Municipal Systems Act, 2000 states in Chapter 4 Section 17 (2) that a municipality must establish appropriate mechanisms, processes and procedures to enable the local community to participate in the affairs of the municipality. The National Policy Framework for Public Participation, 2007 also requires that municipalities must keep complete local Stakeholder Registers to ensure the full inclusion of as many community members as possible in its engagements with stakeholders. In this regard, Mathane (2012) states that all municipalities in MMM must ensure that their revised Integrated Development Plans (IDPs) are aligned with the Free State Provincial Growth and Development Strategy (PGDS), Vision 2030. Moreover, all Free State municipalities' IDPs must be aligned with and complement the IDPs and strategies of

other affected municipalities and other organs of state to give effect to the principle of cooperative and participatory governance (Mathane, 2012:140). According to MMM's IDP Review 2013/2014 (2012:21), the Free State Department of Co-operative Governance and Traditional Affairs (CoGTA) held an Integrated Development Planning Alignment and Assessment Workshop in 2010 where the National Development Plan, 2030, the Free State Provincial Growth and Development Strategy (PGDS), Vision 2030, as well as the draft reviewed IDPs of all municipalities in the province were thoroughly reviewed and assessed. The workshop was attended by Integrated Development Planning officials from the Mangaung Metropolitan Municipality and other municipalities within the region, and representatives of other sector departments from national and provincial government. Community participation in the affairs of the Mangaung Metropolitan Municipality, including in its Integrated Development Planning and review process, is seen as an urgent and important matter (Mathane, 2012). For this reason, MMM organised - as indicated in the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014 - a number of meetings, consultations and public hearings with all interested stakeholders, such as national and provincial departments, organised businesses, traditional leadership councillors and members of the community, as well as ward committees. As stated in the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 19 engagements with communities were made by the Mangaung Metropolitan Municipality during 2012 and 2013, which involved interactions with communities at ward level, with rural communities, and business and youth representatives, who represented various regions of the Metropolitan Municipality. The Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, clearly lists the place where the engagements took place, the ward community who took part in the engagements, as well as the dates of the engagements. However, what is missing in the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, is the total number of ward committee members who attended the community engagements. This type of information could have assisted the researcher in establishing whether the community engagements were attended by a representative audience from each ward.

4.13 PROGRAMMES AND PROJECTS IN THE MMM IDP

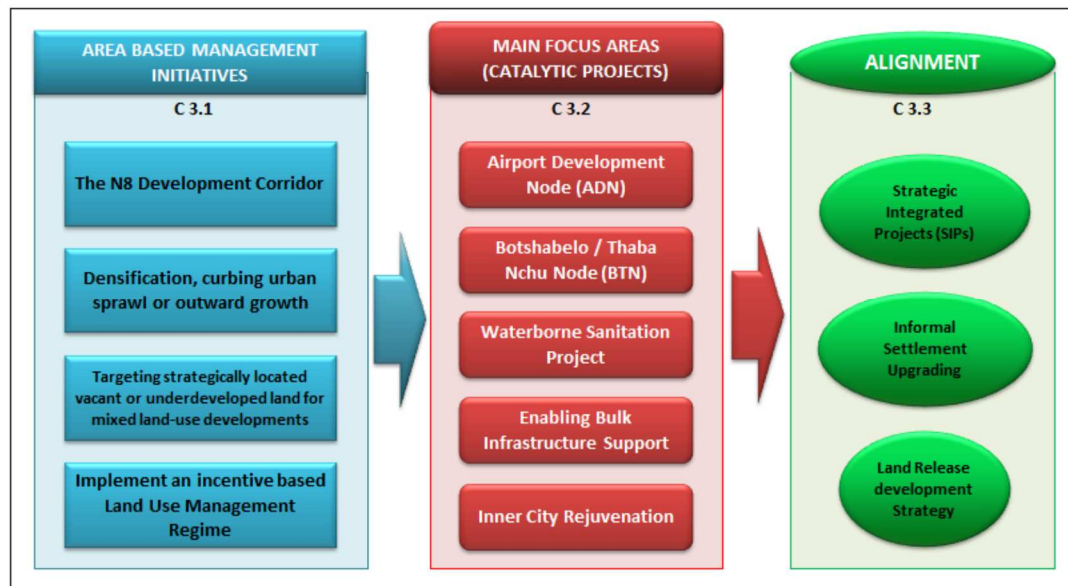
4.13.1 Poverty eradication, rural and economic development and job creation

4.13.1.1 Situation analysis

Poverty is a key development challenge in social, economic and political terms, and the eradication of poverty remains an ongoing concern for the government. This has been acknowledged in the National Development Plan. “The guiding objectives of the NDP is the elimination of poverty and the reduction in inequality and all the elements of the plan must demonstrate their effect on these two objectives” (Stats SA, 2014).

In this regard, the Mangaung Metropolitan Municipality has embarked on a programme to utilise the services of SMMEs to assist with the removal of domestic waste and to assist with the cleaning of the CBD. Furthermore, MMM's project of building hawking stalls had gained momentum in Botshabelo. Furthermore, a pavement rehabilitation programme has been implemented in the three CBDs using EPWP principles, and thus created jobs and empowered people. Youth-led contractors were used and the project facilitated ease of movement of the citizens of MMM. In addition, MMM has also identified land for a solar farm. The necessary land use approval has been obtained and an environmental assessment has been completed. MMM has issued an RFP to enlist a suitable developer and operator. This project will not only contribute to the reduction of the carbon footprint but will also create significant employment and cheaper energy for the people of MMM.

Diagram 4: Reviewed Integrated Development Plan 2016-2017



Source: Reviewed Integrated Development Plan 2016-2017

4.13.2 Projects and programmes available in MMM

The IDP Guide Pack (2001:16) spells out the phase that deals with the design and specification of projects for implementation in MMM. In this regard, the Municipality must ensure that the projects identified have a direct linkage to the priority issues and the objectives that were identified in the previous phases. It must also be clear on the following:

- Who is going to benefit from the project?
- How much is it going to cost?
- How is this project going to be funded?
- How long would it take to complete?
- Who is going to manage the project?

4.13.3 Citizen Participation during the Project Life Cycle

The first step is to identify the processes of a Project Life Cycle, which are:

- Initiating Process;
- Planning Process;

- Executing Process;
- Controlling Process; and
- Closing Process.

4.13.3.1 Initiating the project process

If the community of MMM identifies a need for water to be supplied, they would approach their ward councillor. In this regard, a ward councillor would refer the need for water supply to the Local Municipality, or more specific, the Director Technical Services. Then, these requirements will be incorporated into the IDP of a Municipality, if the need is found to be a real need and not a "nice to have". The Director Technical Services would normally send a representative with the ward councillor to carry out an inspection to see the need physically on the ground. The representative then reports back to the Director Technical Services and the ward councillor reports back to his or her constituents (IDP Guide Pack, 2001:16).

4.13.3.2 Preparation of the project process

Planning commences once Council has approved the project and the required funding is obtained for its execution. The community is normally consulted, with the ward councillor acting as their spokesperson as to their requirements in terms of water supply. From experience, most communities want urban standard services, but the Local Municipality can only afford basic services. All these problems are then clearly explained to the community by the ward councillor, and normally the community will buy into the project. The other scenario is if the Council cannot fund the project; business plans are drawn up and forwarded to various funding agents. During this whole process the ward councillor, representing the community, is involved and can report back to his or her constituents (IDP Guide Pack, 2001:16).

4.13.3.3 Implementation of the project process

In the course of this process, the Project Manager will take control of the project. The need has been identified, the requirements are spelled out, and the relevant procurement is done to implement the project. The community is made part of the process by putting a prerequisite in the procurement document that local community members must be used when the project is implemented.

4.13.3.4 Controlling Process

The Project Manager must ensure that the project is completed on time and within the budgeted amount, using the available procured resources. If problems are experienced on site, the ward councillor must be on hand to resolve the issues (Masike, 2011).

4.13.3.5 Close-out Process

According to Masike (2011), during close-out, or otherwise known as commissioning, the whole community is gathered during a formal handover of the project to ensure that they regard the deliverables as their own. This process would benefit MMM as factors, such as the vandalism of infrastructure, would be kept to a minimum, and the cost of maintenance will be minimised, which could then be utilised in providing services elsewhere.

4.13.3.6 Social Housing

Table 6: Citizen participation in the Project Life Cycle

Project	1051	Phase 1 – 402 completed and occupied Phase 2 - 341 completed and 300 occupied Phase 3 – 154 under construction
Brandwag	1802	Phase 1 – 402 under construction

Source: Reviewed Integrated Development Plan 2016-2017

Table 7: Community Residential Units – CRU

Project	811	Under construction
Dark and Silver City	40	Under construction

Source: Reviewed Integrated Development Plan 2016-2017

4.13.3.7 Storm water

MMM's bulk storm water system consists of approximately 56 km of major storm water canals. The capacity of the major systems varies from a 10 to 25 year storm frequency, depending on the area to be served. In this regard, councillors in MMM must encourage citizens to partake in storm water management settings so as to give their input in this regard. In general, there are no major capacity constraints in the major systems, however some portions of the major systems need serious rehabilitation regarding vegetation and structural collapses. MMM makes use of a Storm water Management System (SMS) to determine the flows and capacities of the storm water conduits. Contractors are appointed on a three-year contract to do rehabilitation work on the major storm water systems, but more funding will be needed to cater for the total rehabilitation needs (Reviewed Integrated Development Plan 2016-2017).

4.13.3.8 Electricity

Centlec, a municipal utility, is responsible for providing electricity in the Mangaung municipal area. When development occurs within the urban area it is necessary to do electrical design in such a manner that will make provision for electrical supply capacity for a number of years to come. The ongoing growth due to new developments in MMM over the years has resulted in electrical load growth. Centlec faces the following challenges concerning the lack of investment in respect of electrical infrastructure:

- Loss of firm capacity;

- Overloading of electrical infrastructure;
- Weakened voltage levels;
- Un-economic levels of system distribution losses;
- Reduced life expectancy of distribution equipment; and
- Loss of energy sales due to poor performance of networks.

The following projects and initiatives are being implemented:

- Rehabilitation and official closure of the Thaba Nchu landfill site;
- Upgrading of all three permitted landfill sites; and
- Establishment of a waste transfer station in Thaba Nchu.

It could be deduced that through citizen involvement the above-mentioned challenges are discussed by Centlec and the community. In this regard, citizens actively participate and trust Centlec as the service provider for electricity in MMM. However, citizens should be consulted about electricity rates; this can be done through radio announcements and/or municipal notice boards.

4.13.3.9 The following additional projects will be funded by the Department of Tourism and Environmental Affairs (DTEA)

- Establishment of five drop-off/recycling facilities in Mangaung. This will ensure a clean and healthy environment, as indicated in the Constitution; and
- Establishment of a waste transfer station in Thaba Nchu (in MMM's current budget, but with additional funding from DEA). In terms of the Batho Pele principle, the citizens of MMM have a right to quality services. Moreover, the citizens will be made aware of this development so as to give their input as voters and as customers of the Municipality.

4.14 THE PERFORMANCE MANAGEMENT SYSTEMS OF THE MANGAUNG METROPOLITAN MUNICIPALITY, WITH REFERENCE TO MUNICIPAL PLANNING

The mechanism for performance management systems in MMM ensures that the Municipality reviews, monitors and improves the IDP. In this regard, it serves as a yardstick to measure how much progress has been made in achieving the objectives, as clearly spelled out in the IDP. Additionally, it provides a link to the individual level of performance, and that of the Municipality. Furthermore, the IDP makes provision for

the development of key areas of performance and targets across all levels of performance. “Performance management practices are part of a strategic management approach to ensure integration with the municipal strategy, planning and budgeting” (Draft Reviewed Integrated Development Plan, 2016-2017). In this regard, this process ensures improvements in municipal planning, budgeting, monitoring and measuring actual performance, and reports from various stakeholders about what has been achieved. Legislation that makes provision for Performance Management Systems (PMS) in local government includes the Municipal Systems Act 32 of 2000 (MSA); the Municipal Planning and Performance Management Regulations, 2001 (MPPMR); the Municipal Finance Management Act 53 of 2003 (MFMA); and the Municipal Performance Regulations for Municipal Managers and Managers directly accountable to Municipal Managers, 2006. According to the Draft Reviewed Integrated Development Plan of MMM (2016-2017), the Municipal Systems Act necessitates all municipalities in MMM to support a philosophy of performance review through the formation of a PMS. In this regard, the PMS must set out key performance indicators (KPI) and targets, as well as monitor, review and report on municipal performance, based on indicators linked to the IDP, including the national indicators prescribed by the Minister responsible for Local Government. The MFMA requires the Mayor to ensure that the performance agreements of Section 56/57 employees comply with the requirements of the MSA to promote sound financial management and linked to measurable performance objectives approved with the budget and included in the SDBIP, which outlines the strategic scorecard of the municipality. Additionally, the Act sets out reporting obligations of the municipality on the budget and IDP implementation (Draft Reviewed Integrated Development Plan of MMM, 2016-2017). There must be a developmental plan for MMM to ensure councillors are held accountable through performance indicators linked to the IDP and the budget. Furthermore, the community will be involved through measuring the actual performance of councillors and officials by looking at the indicators *vis a vis* actual service delivery level and will raise shortcomings when feedback is received through community meetings and during the presentation of the annual report.

4.15 PARTICIPATORY STRATEGIES AVAILABLE AND STRATEGIES TO CONSIDER IN MMM

Scholars of public participation, such as Johnson (1992), Oakley (1991), and Kumar (2002), point out that there are three obstacles regarding the involvement of citizens that need to be carefully negotiated. They are organisational, administrative and social obstacles. In this regard, administrative structures designed in that they leave space for community input or control over the process. Furthermore, Davids, Theron and Maphunye (2009:125) provide that social obstacles, such as hopelessness, the culture of dependency, marginalisation and poverty, badly influence public participation. The following observation of the World Bank clearly warns regarding participatory governance and its realities:

We do not offer these examples (participation experiences) as perfect models of how, for an example, to plan a development project in a participatory manner. In fact we believe that no 'perfect model' for participation exists. The form participation takes is highly influenced by the overall circumstances and the unique social context in which action is being taken (World Bank, 1996:9).

Chambers (2002), as an expert of public participation strategy, warns that establishing a 'culture' of public participation calls for the training of change agents (Burkey, 1993: 73-114; Theron, 2008:1-22). In this regard, to close the gap between speech-making and reality, Chambers (2002) says that citizens as stakeholders should be part of the planning process as they are in a better position to identify appropriate participation strategies to be used by a municipality. This means that this will allow participation in programmes, such as the IDP, as discussed in Chapter 1 of this study. Many scholars of public participation however disagree as to how public participation can be implemented, and on the best ways it can be implemented. Meyer and Cloete (2000:104-109) explain that realistic public participation follows the following steps:

- The participation of legitimate, democratically elected political representatives. In turn, the representatives should report back to the communities;

- The participation of representatives of legitimate organisations, which represent the public interest (e.g. civic, cultural, religious, welfare and other organisations). This calls for regular feedback to their constituencies;
- The participation of individual opinion leaders in the community. Their opinions can influence the decisions of the people; and
- The direct participation of ordinary community members at grassroots in a mass activity (e.g. attendance of public meetings and participation in protest marches and consumer boycotts).

In analysing Meyer and Cloete's four-step approach for fortifying public participation, Friedman (1993:1-65) and Atkinson (1992:1-51) ask whether participatory governance is a "myth or reality". This rests upon the following significant issues, including:

- Whether change agents, such as IDP officers, community development workers or project managers, are committed to the notion of working together with citizens to realise their needs (Theron, 2008)?
- Whether stakeholders share the same commitment through the IDP, PPP and/or LED to work with citizens?
- If change agents are committed to this principle and convert it into reality? This means that change agents should critically reflect upon what they do; and
- Whether there are universally accepted measure of who the real representatives of the community are?

In evaluating Meyer and Cloete (2000), more questions than answers arise, for example, whether the political representatives of MMM do actually represent the community in council meetings? It is not easy to answer this question as MMM is represented by many political parties. In this regard, interests that do not have majority support can frustrate the development process. The question then is: How are the public interests of those not representing majority interests included in the policy process? This presents a huge dilemma in MMM's municipal planning. Another important question would be regarding the issue of the organisations that appear to represent the community, such as civic, business, trade unions, cultural, religious,

welfare, recreational, youth and other organisations. These are scattered across the developmental landscape (Barnard and Terreblanche, 2000). The aforementioned organisations represent a diversity of interests in the community. Interestingly, the question would rather be whether they can, through their spokesperson, speak on behalf of the community?

4.15.1 Public participation strategies already available in MMM for informing participants

1. Legal notices: they are meant to inform the public about the proposal or activity that is required by law. They normally are placed on municipal notice boards for a particular period of time (See Annexure 1 and 2).
2. Magazines, news articles and press releases: this refers to news stories, debates and articles which are informative about a municipality (See Annexure 3A and B).
3. Paid advertisements: this is done through a community newspaper to inform the public about, for example, building a bridge (See Annexure 4).
4. Radio or television talk shows: this refers to Mangaung Hlasela TV, which is aimed at ensuring that citizens are informed about the latest municipal developments (See CD ROM available for MMM).

4.15.2 Public participation strategies already available in MMM for consulting citizens

1. Public meetings: this refers to meetings, which are well-planned and advertised formal meetings, where a municipal manager in a municipal hall hosts a question and answer session (Meyer and Theron, 2000) (See Annexure 5);
2. Public hearings: more like public meetings (formal and structured) (See Annexure 6);
3. Briefing: this refers to regular meetings of social and civic organisations or clubs to inform, educate, brief and consult stakeholders (See Annexure 7);

Participatory governance in MMM remains a challenge as there is no culture of public participation in South Africa as a whole (Theron, Caesar and Davids, 2007);

4.15.3 Participatory governance in MMM

Although many people, and more especially decision-makers, are not comfortable with the notion of public participation, it offers appreciated opportunities to rectify the inequalities caused by the apartheid government. As Mogale (2003:225) comments, “Whatever critics may say, the notion of participation has widespread common sense appeal and impact”. An evaluation of public participation manuals, such as those of the DWAF (2001) and the DEAT (2002) and IDP guides, indicates that a culture of public participation does not exist in South Africa.

It has been shown that development often fails because there are methodological and process differences between authentic public participation processes, on the one hand, and informing, consulting, involving and impersonating as public participation, on the other. In this regard, sustainable development cannot become sustainable unless the public participates in the conceptualisation, planning, implementation and monitoring of development programmes/projects (Davids, Theron and Maphunye, 2009). The good intentions and foundations laid by the Constitution (1996) and a host of legislation, as discussed in Chapter two, and including White Papers regarding public participation will not *per se* create a culture of public participation. Davids *et al.* (2009) state that policy guidelines only serve as a vehicle for the introduction of public participation. This means that for MMM to succeed in this regard it must focus on the process generated from within the public themselves in order to realise the policy mandate.

4.16 ENHANCING PARTICIPATORY GOVERNANCE THROUGH THE USE OF WARD COMMITTEES IN MMM

According to Nyalunga (2006), “Participatory governance brings about a high level of public participation in the political process through comprehensive institutional channels that are not similar in MMM”. In this regard, “Ward committees (WC) are a vehicle for community engagements in municipal decision-making. Furthermore, the Constitution makes space for public participation in local governance through WCs and the IDP, and it requires a culture that promotes citizen involvement” (Nyalunga, 2006). In terms of Chapter 6 of the Constitution, as mentioned in Chapter two of this study, WCs and their members can participate in local government through the following practices:

- Through approval of the municipal budget; and
- Through effective planning and IDP preparation, WCs work closely with a municipal councillor and other community organisations so as to identify important needs of the society and make sure these needs are included in participatory democracy in MMM.

In addition, one of the duties of WCs in MMM is to ensure that citizens are involved and informed about the decisions of the Council as they directly affect their lives. The WCs must communicate municipal developments and plans. However, WCs are not regarded as being effective in terms of public participation. Nyalunga (2006) argues that an absence of capacity and incentives are reasons why they are ineffective. It could also be argued that WCs are not the only way to promote and facilitate citizen participation in decision-making at local government level. It is, however, significant to include other mechanisms of participatory governance (Tsatsire, 2008:184).

4.16.1 Public meetings

Public meetings are the most corporate system of public participation. The Local Government : Municipal Systems Act 32 of 2000 provides for Council meetings to be held in public, with notices of Council meetings being made public, stating the date, time and venue for these meetings (as indicated in Annexure 6). Public hearings are usually held to give the public a fair and open opportunity to state its case on a matter affecting them. They are used by national and provincial legislatures as part of the process of making laws. Municipalities also embark on the same process during the drafting of by-laws, budgeting processes, integrated development planning, and Performance Management reviews. This enables the community to own the development processes in their areas (Tsatsire, 2008:188).

4.16.2 Report-back meetings

It is crucial that the community is taken on board and informed of the decisions taken by Council, on a regular basis. Some of these decisions affect them directly, such as decisions that deal with service delivery and finance-related issues (Tsatsire, 2008:189).

4.16.3 Focus groups/Interest groups

Groups that share the same philosophies, values, principles and interests usually organise themselves and lobby their municipality on issues of their interest. They encourage the inclusion of their issues in the policy decisions of the municipality. Although environmental groups are the most common, other groups have recently emerged. These includes sectors, which deal with specific issues affecting the youth, gender and people with disabilities. These groups advocate for the inclusion of their issues in the local government agenda (Tsatsire 2008:189). In the case of MMM, the level of youth participation is high due to the proximity of MMM as an institution. There are a number of youth groups participating in MMM: an example is the African National Congress Youth League. The League make inputs in MMM with regard to the cleaner city campaign (Bekker, 2010).

4.16.4 Izimbizo's

Through izimbizo's (community meetings), government and people interact directly. It gives the public the chance to hear directly from government what is being done to implement programmes to create a better life for all. It gives government a chance to listen to the concerns of communities and their ideas on how to overcome problems and speed up implementation. Izimbizo's help build a partnership between government and the people for development and growth (Tsatsire, 2008:189). Furthermore, communities should always be informed of the steps taken to address whatever challenges confront them. The Presidential Izimbizo's, like other government's broader izimbizo's initiative, provide a platform for face-to-face interaction and engagement between the President and residents. Through these izimbizo's, communities are offered an opportunity to raise their concerns and suggestions directly with the President and in the President's presence with the Premier, MECs and Mayors. In this way, ordinary people are able to hold the three spheres of government accountable and influence governance and service provision. In the case of MMM, the Free State premier, Ace Magashule, and the executive mayor, Olly Mlamleni, and the Executive Committee included the community in discussing the Free State's provincial growth.

4.16.5 Community Development Workers

Community Development Workers (CDWs) in MMM are people who work with other local activists to help their fellow community members obtain information and resources from service providers. The CDW programme was initiated by President Thabo Mbeki in his 2003 State of the Nation address, 'in which he stated: "Government would create a public service component of multi-skilled CDWs who would maintain direct contact with the people where they lived". The main function of CDWs in MMM is to assist in progressively meeting the community's needs, helping them achieve their goals, realise their aspirations and maintain their overall well-being. This may include assisting a citizen who does not have an ID to apply for one through the Department of Home Affairs. It may also involve helping a second beneficiary access a child support grant, in the event of the death of the primary beneficiary.

4.16.6 Community-based Planning

Community-based Planning in MMM is a form of participatory planning that has been designed to promote community action and is linked to the IDP process. Community-based Planning empowers communities to plan for themselves, to enable local government to understand and plan better needs. It encourages a bottom-up approach to planning, as opposed to the customary top-down approach. Only an informed community can decide its own destiny. It presumes that people who live in a community should have the right to set the course for their community's future. Community-based Planning, in addition to creating community involvement, creates a sense of community ownership for service delivery and development. More importantly, Community-based Planning in MMM ensures that the poorest of the poor and the downgraded sectors of the society take part in local governance. It is only when people are empowered that they can make local government accountable (Community-based Planning and the IDP, Guide 2, 2005:4).

The previous section on the legislative framework reflected the centrality of public participation in all local government legislation and the Constitution. Public participation is also pronounced in key policy documents, most notably the Freedom Charter and the White Paper on Local Government (1998). Community-based

Planning therefore provides a mechanism for achieving this and entrenches community participation in planning and management at ward level. Community-based Planning strengthens all other participatory approaches. It closes the gap between municipalities and the community and ward committees, and between ward committees and communities, in key policy decisions, thereby institutionalising structured public participation (Tsatsire 2008:188).

4.17. THE SIGNIFICANCE OF PUBLIC PARTICIPATION IN MMM

Public participation is progressively viewed as a mechanism to challenge the democratic discrepancy of traditional representative institutions and to force political elites to listen to the concerns of citizens (Callahan, 2007; Cornwall, 2002; Fung, 2006). Furthermore, augmented civil society and citizen participation in governance is beneficial to democracy and public policy through increasing the legitimacy of policy-making, feelings of justice, and the effectiveness of public policy (Fung and Wright, 2001; Fung, 2006:74). Acting in concert with representative democracy it has the potential to increase the legitimacy and effectiveness of governance, as well as improve democratic decision-making, accountability and public policy (Fung, 2006; OECD, 2009; Pateman, 1970). For example, citizens' local knowledge and commitment is now regarded as an mechanism to overcome failures in traditional representative institutions and bureaucracies (Fung and Wright, 2001; Fung, 2006; Beck, 1992). The increased role for citizens and civil society can enhance democracy through the present participation of disadvantaged and marginalised groups (Fraser, 1990; Dryzek, 1996). Active civil society participation in co-governance can also make administrators accountable for their decision-making or wrongdoing (Ackerman, 2003). It could also be argued that the role a municipal manager will play in this regard is particularly important, the reason being that this office is assigned with the responsibility of implementing processes and mechanisms for public participation. Additionally, the municipal manager is obliged to structure municipal administration (Khobe, 2012:32). In this regard, the PSC (2008:10) states that public participation is grounded in the belief that those who are affected by a decision have a right to be involved in the decision-making process:

- Public participation includes the capacity that the public's contribution will influence the decisions to be taken;
- Public participation stimulates justifiable decisions by identifying and communicating the needs and interests of all members, including decision-makers;
- Public participation pursues involvement from participants in designing how they will participate;
- Public participation provides members with the information they need to participate in a meaningful way and reasonable way; and
- Public participation communicates to participants how their input affects decisions.

These core values ensure that public participation is realistic in each community; hence, it encourages the society to apply its values. Other values can also be developed when public participation is advanced. These core values should also be feasible in any environment, whether in legislation or policy-making. The influence of public participation should thus not only be theoretical, but practical. It needs to pose an element of implementability (Molepo, 2013:40).

Other distinguished benefits of public participation, as identified by Majoe (2013:32), are as follows:

- Citizen-focused service delivery is encouraged as the municipality responds to the needs identified by different communities;
- It elucidates the trend for community consultation;
- Resources can be optimally utilised as the municipality can make use of existing skills in the community (such as local expertise and knowledge);
- The municipality's decision-making is strengthened as if it takes into account the skills and wisdom of community members;
- Alternative solutions proposed during consultations can be reflected on and the best option can be adopted;

- The municipality's reliability can be enhanced if it considers the opinions of communities;
- Projects and objectives can be better understood as the community would have had the opportunity to ask questions and gain clarity; and
- The community ownership of decisions and resultant outcomes can be enhanced if they took part in the decision-making process (Majoe, 2013:32).

4.18 CONCLUSION

This chapter analysed participatory mechanisms available in the Mangaung Metropolitan Municipality through an analysis of the age, gender, employment and income of people living in MMM. The chapter also highlighted structures available for public participation - the processes, rules, views, vision, programmes and projects for public participation in MMM. The Municipality is positioned in the Free State province, in the heart of South Africa, as indicated in this chapter. In this regard, MMM experiences high level of rural as well as urban-to-urban migration because of its vibrant economy. This means a higher demand for housing, where there is a current high backlog, as well as other basic service delivery demands, such as for water, sanitation and electricity. A developmental municipality should be able to provide services to all its communities. The municipality has to ensure that the local community participates not only during the preparation and implementation of its Integrated Development Plan (IDP), but that the community is also involved in the review process of its IDP to ensure that the community receives feedback concerning the progress of its IDP.

The next section provides an analysis and evaluation of participatory governance in MMM. In this regard, the chapter provides public participation strategies already available in MMM to consult with citizens. To this end, participatory governance has become a strategic concept underpinning developmental local governance in MMM. In this regard, participatory governance must be about communities moving from objects of public participation to urgent participation, and being involved in the Municipality's planning process. This means giving the public a "voice" and a choice in the planning process so as to ensure equity and democratic rights.

According to Theron (2009:132), participatory governance has now become an interdisciplinary and holistic approach towards creating sustainable development. In this regard, there has been much debate on what institutes an optimum citizen involvement level needed to guarantee a functional governance. However, the key pronouncement remains that public participation is essential to make democratic societies work. Poor public participation provides a formula for the absence of the legitimacy of decisions and actions, civic disobedience and riots, as was evident during the service delivery protests throughout the country. Public participation strikes directly at the core of the structuring of the relationships between citizens and their government. Public participation need to be institutionalised to make it the normal process of government. As a feature of developmental local government, the challenge to maximise public participation is pursued further in this research and possible solutions are proposed.

CHAPTER 5: CONCLUSION, FINDINGS AND RECOMMENDATIONS

5.1 INTRODUCTION

In this chapter, a summary will be provided of the preceding chapters, the findings will be discussed, and finally, recommendations will be offered. The problem statement of the study, as explained in Chapter one, was as follows: The numerous service delivery protests, which have occurred since 2004, could be ascribed to poor participatory governance. In this regard, participatory governance in the development of municipal plans appears not to be realising its anticipated goal of closing the gap between government and its constituents because of a lack of consultation in the planning process and decision-making.

Among the concerns in local government identified by the researcher were widespread and often violent service delivery protests in the municipal area of the Mangaung Metropolitan Municipality; a weak and ineffective ward committee system; a lack of institutionalisation, monitoring and evaluation of public participation processes and programmes; limited public participation in key decision-making processes, such as the IDP and budget processes; the absence of criteria to critically analyse the role of public participation in governance and service delivery; and a failure to fulfil the constitutional obligations of democratising local government and providing effective and efficient services.

5.2 SUMMARY OF THE CHAPTERS AND OBJECTIVES

The study was divided into the following chapters:

Chapter 1: This chapter provided an introduction, the problem statement, the aim and objectives of the study, **the** research methodology, a clarification of key concepts and

a provisional chapter layout. Chapter 1 also indicated that the study aimed to evaluate the effectiveness of participatory governance in municipal planning, and consultation in the planning process, and decision-making in the Mangaung Metropolitan Municipality.

Chapter 2: This chapter focused on the theories of participatory governance. It also provided an overview of the goals of participatory governance, the conditions applicable for implementing the process of community participation, and the ways in which citizens can partake in the different steps of the policy and planning process. The different theories of governance were used as a point of departure towards grasping what the chapter entailed. Chapter two therefore made provision for the policy networks theories, which are viewed as an ideal medium of interest intermediation for participatory governance, i.e. for government and interest groups. As mentioned in previous sections, the concept of governance is equated with democracy. Theorists have different theoretical approaches to participatory governance, but essentially a theory can offer an alternative glimpse into what works and what does not. A theory can be critiqued and developed based on its praxis, reflexivity and criticality.

Chapter 3: This chapter outlined the legislative and policy framework of local government, the purpose of local government, community participation in local government, and ward committees as a machinery for public participation, linking participatory governance with the National Development Plan (NDP).

Chapter 4: An analysis is provided of participatory governance in the Mangaung Metropolitan Municipality by examining municipal planning, citizen participation and performance review, and the following strategies, namely, ward committees as a machinery for citizen involvement, izimbizo's, as well as public meetings in MMM.

Chapter 5: This chapter offers the conclusion and recommendations. In this regard, the chapter outlines the objectives, provides a summary of the chapters and the objectives of the study, and sketches a way forward for participatory governance in MMM.

5.2.1 Problem statement of the study

The problem statement, delineated in Chapter one, related to the need felt by the researcher to investigate the reasons why MMM is not effective in terms of participatory governance planning. Additionally, the service delivery protests in 2004 and 2005 were a major concern for the researcher as local government is the sphere closest to the people in terms of service provision. The White Paper on Local Government, 1998 puts forward the vision of a developmental local government, which focuses on working with local citizens to find acceptable means to meet their needs and advance the quality of their lives, and for them to have a say in the way services are provided. It is of particular importance that people have a say in what the Municipality has anticipated to achieve in terms of its IDP. In this regard, planning is an essential part of every action that is to be taken by the Municipality, involving citizens in the decisions that affect their lives.

5.2.2 Objectives of the study

In this discussion an attempt is made to reflect on the extent to which the research objectives have been realised. In this regard, the main objective of the study was to evaluate the effectiveness of participatory governance in municipal planning, consultation in the planning process, and decision-making in the Mangaung Metropolitan Municipality. Furthermore, the study sought to evaluate the impact that the citizens make through participating in the consultative programme of the municipal council in achieving the efficient delivery of services, with the assistance from ward committees, and making the necessary recommendations thereto. The main objective of this study was to evaluate participatory governance in the Mangaung Metropolitan Municipality. The following primary objectives were posed in Chapter 1 of the study:

- To conceptualise participatory governance;
- To determine, through an extensive evaluation of the literature, journal articles, national, provincial and local government reports, the current performance and service delivery challenges of municipal councillors and ward committees in a developmental local government in South Africa;
- To evaluate the involvement of the citizens in municipal planning and the annual report review in the Mangaung Metropolitan Municipality;

- To critically analyse mechanisms for citizen participation in the development of the Integrated Development Plan and the Annual Report Review in the Mangaung Metropolitan Municipality; and
- To make specific recommendations on how to improve citizen participation in the Mangaung Metropolitan Municipality.

5.2.3 A critical assessment of the objectives of this study

Objective one: Participatory Governance was discussed in detail. In Chapter one of this study, in **Section 1.6**, concepts such as **1.6.1** Public Participation, **1.6.2** Democracy, **1.6.3** Governance, and **1.6.4** Participatory Governance were all conceptualised to lay an important foundation for this study. **Chapter 2** of this study provided a theoretical overview of participatory governance to understand the practicalities of local democracy, as it is imperative to first theorise and conceptualise the concept in its broadest sense. In this regard, theoretically, citizen participation revolves around the notion of interaction between government and its own citizens in shaping and influencing decision-making by the national government. Also important in **Chapter two, Section 2.3**, is the South African angle on public participation. It was reviewed to provide the mechanisms for implementing participatory governance in South Africa, as compared to countries globally, although not mentioned in this study. In this regard, **Section 2.4** of this study focused on the logic behind public participation for local government in South Africa, as public participation in local government stretches beyond legislative compliance. The logic for community participation is not only that there is an essential value in ensuring that people are able to influence activities that will affect them, but also that such participation helps to build capacity and contribute to the empowerment of citizens. The scope of this section was to provide an overview of a draft discussion paper by the government and the Legislature Sub-Committee of the ANC that clearly indicated that the ANC as the dominant party should utilise institutions of governance to realise its transformation objectives. It further stated that the countrywide mushrooming of concerned groups taking their grievances and frustrations to the streets through protests is a clear indication of

certain gaps in the public participation approaches of local government. It has the additional effect of tarnishing the image of local government in this country. **Section 2.7** analysed participatory governance and democracy in South Africa. Participation in the process of local democracy is poor at present. It is however obligatory in terms of legislation for communities to participate in local governance through integrated development planning, budgeting, performance management and ward committees. **Chapter two** also highlighted theories of governance and participatory governance from different countries.

5.2.3 Objective two: To evaluate the relevant literature, journal articles and national, provincial and local government reports in regards to the current performance and service delivery challenges of municipal councillors and ward committees in developmental local government in South Africa. **Section 3.7** focused on Ward Committees as the machinery for public participation. Ward Committees are however not merely the machinery for community involvement, they also provide an organised structure for public participation in the locality. They are envisioned to improve fruitful communication between a municipality and the community. In this regard, **Section 3.8** linked participatory democracy to the National Development Plan (NDP). In this regard, local government is placed near the citizens in order to give it the meaning and ingredients towards realisation of its predetermined objectives, as provided for in the Constitution. In this regard, the NDP November 2011 clearly stipulates the measures for the realisation of a developmental government, which is principled and treats its people with dignity and respect. In terms of the principles of developmental local government, public administration must be governed by the democratic values and principles, as provided for in the Constitution.

5.3.3 Objective three: To evaluate the involvement of the citizens in municipal planning and the Annual Report Review in the Mangaung Metropolitan Municipality. In this regard, **Section 3.5** deals with the deepening of democracy through the Integrated Development Plan (IDP), whereby provision is made for linkages between public participation and monitoring and evaluation in all municipalities to promote local government that is accountable and responds to the needs of citizens. Furthermore, the White Paper on Local Government of 1998 makes provision for an institutionalised mechanism for local government to achieve its responsibilities through the implementation of IDPs. The planning process enables local government to establish

short-to-long term developmental plans. The Municipal Systems Act sets high standards in terms of which IDPs should be drafted; moreover, it places an extraordinary premium on citizen participation.

5.3.4 Objective four: Critical analysis of mechanisms for citizen participation in the development of the Integrated Development Plan and the Annual Report Review in the Mangaung Metropolitan Municipality. **Section 4.2** provided the background to the Mangaung Metropolitan Municipality and the mechanisms that are already available for citizen participation. Additionally, **Section 4.14.3** made provision for the developments that often failed because of the methodological and process differences between authentic public participation processes, on the one hand, and informing, consulting, involving and impersonating as public participation, on the other. In this regard, sustainable development cannot become sustainable unless the public participates in the conceptualisation, planning, implementation and monitoring of development programmes/projects. **Section 4.12** states that the IDPs of the municipalities in the Free State province must be aligned with and complement the IDPs and strategies of other affected municipalities and other organs of state to give effect to the principle of cooperative and participatory governance.

5.3.5 Objective five: To make specific recommendations and conclusions on how MMM can improve citizen participation. In this regard, the recommendations and conclusions provide for the necessary improvements, which can be tested.

5.3 FINDINGS

The study focused on an evaluation of participatory governance in MMM:

- It could be concluded that participatory governance in MMM is realistic, desirable and can be achieved – it works both ways, namely, for the Municipality and its constituents. In this regard, there is, however, an important gap at policy level; that is, community involvement in decision-making and policy processes in the sphere of South Africa's executive. The Constitution makes provision for the framework of an open and participatory governance: it also creates an obligation in the national and provincial legislatures, as well as the local sphere of government. In **Section 2.2.7** of Chapter two, Enroth (2011) states that the rise and spread of policy networks not only focuses on

democracy, but also on the opportunity to re-imagine or redefine it. Moreover, Dryzek (2007:26) states that networks function as locations for engagement across discourses in the public sphere; a kind of engagement which may in turn influence more formal authority structures and be essential in its constitution and reconstitution of social relationship. The growth of policy networks is seen as a positive development within the governance approach. It is assumed that networks are the best way of dealing with the complexities of contemporary policy-making. In this regard, the focus is upon managing the networks in order to utilise their potential to improve governance. This means that the focus of the governance approach is mainly on the network itself and the process of policy-making. In **Section 2.2.7.1** of Chapter two, Sorensen and Torfing (2007:4) argued that in contrast to the current state of affairs, political theorists and central decision-makers still view governance theories (as discussed in Chapter two of this study) as both an effective and legitimate mechanism of governance.

- It could also be concluded that the issue of public participation in municipal structures – often referred to as participatory governance – is taken seriously in South Africa, with a comprehensive array of public institutions actively supporting democracy in action. However, government departments often implement programmes (with a strong focus on development and upliftment programmes) without following a proper consultation process with the citizens. What I have learnt as a researcher is that participatory governance is poor in the process of local democracy. At present, it is obligatory in terms of legislation for communities to participate in local governance through, inter alia, integrated development planning, budgeting, performance management and ward committees (Reddy *et al.*, 2005:42). In this regard, in **Section 3.1** of Chapter three, Scott (2009:3) argued that the greatest concern should be that of constituency offices as they were not active in terms of smoothing community participation. The South African democracy utilises a variety of democratic institutions and various processes that are initiated by citizens and government to enhance participation, which constitutes citizens continuously evolving interface with government;
- It could also be concluded that although South Africa has well-documented strategies for public participation, it still fails on implementation. The reason for

its failure is the lack of proper consultation with citizens as they are not part of the planning process from the onset. Citizens want to be valued as the customers of a particular municipality;

- From the analysis in Chapter 4 of this study, it could be deduced that MMM is using a people-centred approach to enable participatory communication. The simple observation would be the engagement in the IDP and the process of consultation, which is steered by ward committees at the same level as the community. In this regard, the current stakeholder forums in the community represent all social groups that are active in the process through Community Based Structures. Participatory governance has also incorporated MMM as an institutional structure to ease participatory communication. Another confirmation of the people-centred approach is the day-to-day municipal operation by the office of the Speaker, who in turn supports ward committees and keeps the schedules of the meetings and engagements with citizens. **Section 2.2** of Chapter two makes provision for sufficient reviews and overviews of the policy network theory. Many authors have agreed that in response to challenges relating to participatory governance, the policy network theory might be the answer (as discussed in Chapter two of this study);
- From the analysis in Chapter three of this study, which entailed a legislative framework, it could be deduced that most of the departments in MMM had no public participation strategies and guidelines in place. These guidelines inform their efforts in involving the citizens;
- It could be deduced that in MMM the office of the Speaker and the Executive Mayor are concerned with public participation, whereas other departments such as the Department of Human Settlements and Economic Development are not active in this regard;
- It could also be deduced that projects and programmes in MMM are not implemented effectively, as they appear as any business plan on paper; and
- Citizen involvement is weak and MMM does not communicate effectively with its citizens; as a result, projects are delayed because communities resort to protest action;

From the findings discussed above it can be concluded that there is still a long journey ahead for MMM to achieve effective participatory governance. The findings however also suggest that there has been an improvement in the common understanding of public participation, since MMM understands consultation as information sharing, discussion and conferences. The White Paper on Local Government (as discussed in Chapter three) states that citizens must be consulted about the level of services they receive. Further, the findings show that in MMM the objectives of public participation, which contain the guidelines and policies, seem to be lacking. In this regard, the objectives indicate the commitment MMM has to genuinely interact with citizens.

5.4 RECOMMENDATIONS

- Although the Mungaung Metropolitan Municipality has clear public participation strategies and numerous engagement activities with communities during the different phases of the Integrated Development Planning and Review Process, more needs to be done to ensure that the communities are effectively represented during these public participation consultation activities to ensure that their needs are addressed. The meso-level approach, as theorised by Marsh and Rhodes (1992), is viewed as the relationship between government and interest groups. In this regard, it is referred to as a link between the micro-level of analysis that involves the examination of individual actors with an interest of reaching certain policy outcomes;
- Strategies of communication must be led by the target audience. Communication must remain suitable for the people it is intended for. Websites cannot cater for everyone as not all community members have access to the Internet and technology. Enroth (2011) argued that the world we live in is a world full of networks, and that policy-making and governance are only realistic within that network, and that they provide a framework for the efficient horizontal coordination of the interests and actions of public and private actors, mutually dependent on their resources. Based on the statement above it is particularly important that MMM vitalise their approach to participatory governance by using the theories discussed and critiqued in Chapter two of this study;

- Community involvement in municipal planning reinforces the involvement of citizens in monitoring. In this regard, the participation of communities in municipal planning is subject to the programmes planned for implementation;
- The choice of language is also an aspect which should be considered by MMM, as well as literacy levels and communications norms. If necessary, community radio should be considered as it remains a dominant means of communication for the dissemination of information;
- There is a need to adopt more inclusive and meaningful citizen engagement tools and practices to help bring about the required transformation for the citizens of MMM;
- Public leadership remains significant as it is the basis for good governance in MMM. In this regard, an organisational and personal dimension of accountability and openness is endorsed. Therefore, prominence is placed on value-driven leadership, where the citizens direct decision-making and resource distribution and where honesty, transparency and accountability is translated into practice;
- Local government legislation must enhance the role of civil society in the decision-making structures of municipalities, as strategic partnerships with civil society are needed to facilitate development in communities. This enhancement of local government legislation must safeguard these partnerships from covert interests. The current legislative measures do not protect the interest of communities as is clear from the small number of partnerships local government (municipalities) have with community-based organisations. This gap in the legislation allows external forces to take over community initiatives to drive their own agendas;
- It is imperative to identify the role of the IDP office in MMM and the individuals concerned. What role does it play in relation to community involvement? Who is really in charge of governance, which is participatory, in MMM? In this regard, it is also significant to compile an interdisciplinary public participation team (possibly located in the IDP office) and stakeholders in the community who

possess indigenous knowledge and people skills to collaboratively plan for public participation;

- Re-train and re-orientate municipal officials in MMM so as to become change agents in the manner in which Theron (2008) describes them as change agents who engage with their communities in joint planning and implementing partners. This is particularly important as it allows for a shift from a top-down to a bottom-up planning approach;
- Consultation is critical in the deepening of good governance and democracy because it invites active participation of the public, not as service recipients, but also as players in decision-making on service delivery. This can be done by calling mass meetings to engage citizens in municipal planning, such as IDPs, and how to implement the plans so as to create a better platform for everyone;
- The Monitoring and Evaluation (M&E) of municipal performance must be strengthened to demand accountability. This normally is provided through reports and feedback to citizens in which explanations are provided on why the municipality sometimes failed, and to allow a platform for participation; and
- There is a need for institutionalised mechanisms for public announcements between municipal councils and ward committees. Processes need to be institutionalised for input from ward committees to be channelled to key decision-makers within the council, such as Portfolio Committees and Executive Committees. In this regard, the role of the Speaker's office is important, and adequate capacity needs to be provided to this office. The possibility of ward committees reporting directly to Portfolio Committees should also be explored.

5.5 CONCLUDING REMARKS

The researcher finds that the Mangaung Metropolitan Municipality has good strategies on paper on how to approach participatory governance, but the problem relates to the lack of involving citizens in its plans. This is why service delivery protests were experienced in the municipal area during 2004 and 2005. This research, if presented

to MMM, could indicate to the Municipality why it must improve, and what it could do differently, or in addition to what it is already doing.

5.6 CONTRIBUTIONS OF THE STUDY

This research thoroughly evaluated and analysed how local municipalities can further enhance participatory governance in the planning and implementation of development initiatives at the local level through the theories discussed in Chapter two. In this regard, the study was undertaken with the purpose of evaluating participatory governance in the Mangaung Metropolitan Municipality by examining municipal planning, citizen participation, and performance reviews and strategies already in use in the Municipality. The South African government has implemented development-oriented decentralisation by promoting the system of developmental local government and the integrated development planning approach. However, poor planning and implementation of IDPs is greatly affecting the development role of local municipalities. Hence, research of this nature through the implementation of theories (as discussed in this study) is crucial in improving the current strategies available for participatory governance and participatory planning in MMM.

This mini-dissertation has contributed to a better understanding and knowledge on how citizens can be involved in municipal planning. Furthermore, it has also contributed to a better understanding of how to improve the effectiveness in the planning and implementation of IDPs as a tool for local government. Moreover, it analysed participatory mechanisms available in MMM through an in-depth analysis of the age, gender, employment and income of people living in the municipal area. In this regard, if something new is to be tried or tested, this study can offer a new angle on improving participatory governance in local government in South Africa. The findings and recommendations could also be used by the South African Local Government Association and the Free State Department of Co-operative Governance and Traditional Affairs to implement effective training interventions of municipal councillors and ward councillors within the Province.

More research can be done concerning the consequences of poor governance in local government. These consequences include a high incidence of violent service delivery protests; failure in municipal service payments and the consequent deterioration in service delivery; a weak and ineffective ward committee system; lack of

institutionalisation, monitoring and evaluation of public participation processes and programmes; limited public participation in key decision-making processes, such as the IDP and budget processes; absence of criteria to critically analyse the role of public participation in governance and service delivery; and failure to fulfil the constitutional obligations of democratising local government and providing effective and efficient services. Further research into MMM will generate more innovative approaches in this regard.

In closing, if this study is used effectively it could allow the Mangaung Metropolitan Municipality to rise above other South African municipalities where local government is concerned.

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ANNEXURE 1



METRO MUNICIPALITY / METRO MUNISIPALITEIT / LEKGOTLA LA MOTSE

EXTENSION OF PERIOD FOR CALL FOR PUBLIC COMMENTS

NEW PROPOSED SET OF BY-LAWS AND POLICIES

- 1) Notice is hereby given that the Council of Mangaung Metropolitan Municipality has extended the period for public comments, until the 4th of December 2012, on the following new set of policies and by-laws:

- | | |
|---|--------------------------------|
| • ENVIRONMENTAL HEALTH BY-LAW | • TARIFF BY-LAW |
| • FIRE & EMERGENCY SERVICES BY-LAW | • WATER SERVICES BY-LAW |
| • CREDIT CONTROL & DEBT COLLECTION BY-LAW | |
| • SECTION 56 EMPLOYEES PERFORMANCE MANAGEMENT POLICY | |

- 2) The proposed by-laws are published for comments and copies thereof may be scrutinized at the following places:

- a) Municipality's website at www.mangaung.co.za.
- b) Room 301 or 314, 3rd floor Bram Fischer Building, De Villiers Street, Bloemfontein.
- c) Libraries / Offices:
- | | |
|-----------------------------|------------------------------|
| • Bloemfontein City Library | • Fichardtspark Library |
| • Trevor Barlow Library | • Mangaung Library |
| • BP Leinaeng Library | • Bainsvlei Library |
| • Botshabelo Library | • Thaba Nchu Regional Office |

- 3) Members of the Community are invited to address their comments or representations to the Office of Deputy Mayor in writing at Room 301, Bram Fischer Building, De Villiers Street, Bloemfontein or send by post to PO Box 3704, Bloemfontein 9300 or by email to bonga.mcube@mangaung.co.za or thabiso.ramolebo@mangaung.co.za to reach them on or before 04 December 2012. Any person, who cannot write, may come during office hours on or before 04 December 2012 to Room 301 or 313, Bram Fischer Building, De Villiers Street, Bloemfontein where assistance with the transcribing of comments or representations will be provided. Any queries for clarity in this regard can be directed to the Office of the Deputy Mayor or Legal Services Division of the Mangaung Metropolitan Municipality at telephone numbers (051) 405 8193 or (051) 405 8640 respectively.

SIBONGILE MAZIBUKO
CITY MANAGER

Annexure 2



METRO MUNICIPALITY / METRO MUNISIPALITEIT / LEKGOTLA LA MOTSE

PUBLIC NOTICE

EXTENSION OF PERIOD : CALL FOR PUBLIC COMMENTS

NEW PROPOSED SET OF POLICIES AND BY-LAWS

- 1) Notice is hereby that the Council of Mangaung Metropolitan Municipality has extended the period for public comments, **until the 30th of August 2013**, on the following new set of policies and by-laws:
 - **Adopt-A-Park Policy**
 - **Civic Funerals Policy**
 - **Councillor Protection Policy**
 - **Sporting Facilities By-law**
 - **Unsightly and Neglected Buildings By-law**
- 2) The proposed policies and by-laws are published for public comments and copies thereof may be scrutinized at the following places:
 - a) Municipality's website at www.mangaung.co.za.
 - b) Room 701 or 314, Bram Fischer Building, Cnr Nelson Mandela & Markgraaff Street, BLOEMFONTEIN.
 - c) Libraries / Offices:
 - Bloemfontein City Library
 - Trevor Barlow Library
 - BP Leinaeng Library
 - Botshabelo Library
 - Fichardtpark Library
 - Mangaung Library
 - Bainsvlei Library
 - Thaba Nchu Regional Office
- 3) Public Hearings for members of the Community will be held as follows:
 - a) Bloemfontein: 20 August 2013 at 15:00 at Floreat Hall
- 4) Members of the Community are invited to address their comments or representations to the Office of the Speaker in writing at Room 701, Bram Fischer Building, Cnr Nelson Mandela Drive & Markgraaff Street, Bloemfontein or send by post to The City Manager, Mangaung Metropolitan Municipality, PO Box 3704, Bloemfontein 9300 or by email to kgauhelo.tshenoli@mangaung.co.za or thabiso.ramolebo@mangaung.co.za to reach them on or before 30 August 2013. Any person, who cannot write, may come during office hours on or before 30 August 2013 to Room 701 or 314, Bram Fischer Building, De Villiers Street, Bloemfontein where assistance with the transcribing of comments or representations will be provided. Any queries for clarity in this regard can be directed to the Office of the Speaker or Legal Services Sub-directorate of the Mangaung Metropolitan Municipality at telephone numbers (051) 405 8667 or (051) 405 8471 respectively.

SIBONGILE MAZIBUKO
CITY MANAGER

Annexure 3A

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MANGAUNG
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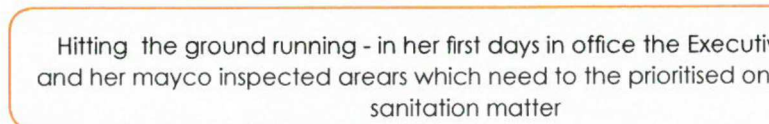
VOL 27 ISSUE 5

ISSN 1016-0051

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Kenya	Ksh273
SA	R26
Tanzania	TSh2630
Uganda	Ush35
UK	£1.80
USA	\$2.65

good governance. I will ensure eased public involvement in the



Hitting the ground running - in her first days in office the Executive and her mayco inspected arears which need to be prioritised on sanitation matter

As the city prioritises, it does so from the premise of consolidated and incorporated planning as defined by the current Consolidated Integrated Developmental Plan (IDP) and beyond

The IPTN will ensure the p efficient, reliable, safe an public transport system fo Mangaung. Upon comple is envisaged to change public commuting in Ma ultimately the economic: the province. The first pl along the Maphisa Roui completed and the city w speed to ensure that oth

the IPT Network are implemented. Speaking at the ceremonial signing event, Councillor Mlamleli said: "We have grown as a city, substantially increased our land mass – and as such, the challenges of mobility within the metropole need to be attended to as a matter of urgency. Reliable public transport is a lifeline for our economy and therefore, the more we expand this service, the more we will be able to attract potential investors and thereby create more economic opportunities for our people. We need to fast-track the establishment of efficient and cost-effective public transport system as a catalytic project of the Integrated Public Transport Network."

Service Delivery and dealing with backlogs

While Mangaung still faces backlogs in certain areas of service delivery, the City remains firm in its vision to liberate the majority of residents from the triple challenges of poverty, unemployment and inequality. The administration will ensure that it creates prosperous, equitable, inclusive living spaces with abundance of social and recreational amenities, economic as well as job opportunities.

This includes working tirelessly to eradicate all sub-standard sanitation that is still prevalent in areas like Otshabelo and Thaba Nchu. Furthermore, water and decent sanitation are separable and inevitably, provision of decent sanitation reinforces the call for greater water security if these backlogs are to be eradicated.

"We will strive to ensure that our people benefit not only through improved services, but from every aspect of our development agenda. Structured development, availability of services, housing opportunities, economic opportunities and the ability to unleash innovative and creative potential of our people in partnership with private sector should begin to define our resolve to fast-track development," said the mayor regarding service delivery.

He further added that "it is time that we



IPTn – artistic impression of open station

deal with these backlogs categorically and begin to chart our path towards achieving our objectives and a future deserving of the next generation".

Human Settlements

Noting that the City is still only enjoying level 2 housing accreditation, the contribution it is making in creating housing opportunities in partnership with the province should set Mangaung on a path towards full housing provision recognition. Accordingly, the MEC Human Settlements has recommended level 3 accreditation in April 2016, which is now awaiting approval by the National Minister of Human Settlements.

While lands parcels of Vista Park and Hillside View are testimony that the city is on the right track to achieve *Integrated Human Settlements in Mangaung by 2030*, the Executive Mayor has also noted that the city needs to move with speed to ensure that the remaining land parcels are developed expeditiously, in response to the increasing demand for housing opportunities.

Together with this initiative, the city prioritise the programme aimed at

addressing the peculiar home-ownership challenges faced by many in the teaching, policing, nursing and other professions should begin to bear tangible results for the so-called Gap Market. It won't only assist to fast track housing delivery for this segment of our community but also, create more housing opportunities for the poorest of the poor.

The Executive Mayor has called upon all stakeholders in Mangaung to partner with the city in order to ensure that the vision for a Mangaung that is "globally safe and attractive municipality to work, invest and live in" is realised.

"I have inherited the city of Mangaung and through your show of confidence in the ruling party during the previous local government elections, I am proud to be taking over a city and continuing on the solid foundation laid. This calls for unity of all members of the Council towards realising our constitutional mandate throughout this term," she said.

www.mangaung.co.za

ANNEXURE 3B



Communications

12 OCTOBER 2016

MEDIA STATEMENT

MMM SIGNS MEMORANDUM OF AGREEMENT (MOA) WITH TAXI ASSOCIATIONS

The signing of this Memorandum of Agreement is the culmination of a series of consultation and deliberations involving the taxi industry in particular, the public and other stakeholders. The transparency of this process can be attested to by the public and all stakeholders. Significantly, the agreement we are signing today affirms consensus and mutual understanding between the City and the Taxi Industry regarding the implementation of the IPTN Project in Mangaung.

Today marks the completion of a portion of Phase 1a roadworks - Maphisa Road, however, the IPTN in its entirety will include:

- Fort Hare and Harvey Roads Trunk Route;
- Fort Hare Street Trunk Route;
- Harvey Road Trunk Route
- Elizabeth Street Non-Motorised Transport
- Botshabelo Non-Motorised Transport
- Thaba Nchu Non-Motorised Transport
- Mangaung Non-Motorised Transport;
- Trunk stations

The new transport system includes the construction of bus ways, bus stations (open and closed stations), new bus depot for the buses, procurement of buses that caters for persons with disabilities and the removal of taxis and buses that will be affected by the implementation of the system.

The sealing of this agreement today gives effect to the provision of the National Land Transport Act 5 of 2009 which seeks to establish an integrated public transport network towards integration of public transport services between modes. Accordingly, the latter legislation provides for this intergovernmental endeavour between us as a Metropolitan Municipality and the provincial government to develop the Integrated Public Transport Network (IPTN). This is co-ordinated at national level by the National Department of Transport.

This collective partnership enables us to take full advantage of infrastructure development investment in our space. Mangaung can now be counted among the cities that have

PO Box 3704, Bloemfontein 9300 Room 637, 6th floor, Bram Fischer Building, Cnr Nelson Mandela & Markgraaff Street
Tel: +27 51 405 8976 Fax: +27 51 405 8707 E-Mail: Qondile.Khedama@mangaung.co.za Website: www.mangaung.co.za

ANNEXURE 4

Dumelang News

METRO MUNICIPALITY METRO MUNISIPALITEIT LEKGOTLA LA MOTSE


WATER RESTRICTIONS

Mangaung Metro Municipality has received rainfall in the past few days. These rains did not make much difference in our reserves. I am making an appeal to citizens of Mangaung to uphold the water restrictions as set earlier.

I would like to thank those citizens who contributed in reporting water leaks and illegal connections.

Be wise. Use water sparingly.

For more information and to report water leakages, contact our call centre on: **0800 111 300**



Executive Mayor
Cllr. Thabo Manyoni

MANGAUNG
AT THE HEART OF IT ALL

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