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THE ROLE OF WARD COMMITTEES IN INFLUENCING COMMUNITY PARTICIPATION IN THE FREE STATE PROVINCE: A CASE STUDY OF WARD 12, 14 AND 19 IN THE MANGAUNG METROPOLITAN MUNICIPALITY

by

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Declaration

I declare that this dissertation is my own work. The ideas, references and citations have been acknowledged. The document is submitted for the Master's degree in Governance and Political Transformation in the Faculty of Humanities at the University of the Free State.

Signed: M.A. Mgolozeli

Date:

Dedication

It was not easy but it was worth it. A special thanks to my supervisor, Dr Tania Coetzee, for her commitment, hard work, humility, patience and guidance throughout the process of my research.

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The greatest appreciation I send to my Almighty God for giving me energy, commitment, humility, motivation and guidance to complete my research. With God everything is possible.

ABSTRACT

The main aim of this study was to determine the role of Ward Committees in influencing community participation in the Mangaung Metropolitan Municipality, as there are known challenges that face Ward Committees in discharging their duties. The findings and recommendations will be important tools to assist Ward Committees in improving the quality of life of the people in their wards.

The data were gathered through interviews and a qualitative approach was utilised. The findings show that Ward Committees faced challenges in taking important decisions for the benefit of communities. However, Ward Committees are regarded mainly as an advisory body. Furthermore, the tension between Ward Councillors, Ward Committees, and Municipalities have a negative impact on issues affecting community participation.

In addition, the role of Ward Councillors, Ward Committees, and Community Members in the Integrated Development Planning was found to be unsatisfactory. These structures did not have knowledge of the Integrated Development Plan process and thus could not take part in decision-making.

It is recommended that municipalities train and capacitate Ward Councillors and Ward Committees in terms of all municipal processes, including the budget process, as Ward Councillors and Ward Committees play an important role in influencing community participation.

ABBREVIATIONS

ANC   **AFRICAN NATIONAL CONGRESS**

C   **CONSTITUTION**

CP   **COMMUNITY PARTICIPATION**

D   **DEMOCRACY**

DA   **DEMOCRATIC ALLIANCE**

EFF   **ECONOMIC FREEDOM FIGHTERS**

GG   **GOOD GOVERNANCE**

IDP   **INTEGRATED DEVELOPMENT PLANNING**

MFMA   **MUNICIPAL FINANCE MANAGEMENT ACT**

MMM   **MANGAUNG METROPOLITAN MUNICIPALITY**

MSA   **MUNICIPAL STRUCTURES ACT**

MSA   **MUNICIPAL SYSTEMS ACT**

W   **WARD**

WC   **WARD COMMITTEE**

WC   **WARD COUNCILLOR**

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1.1 INTRODUCTION

The main idea of this study is to investigate the threats that face Ward Committees in executing their responsibilities. The Government Gazette (2005: 39) confirms that Ward Committees have limited powers in influencing the decision-making of municipal councils; yet, it is Ward Committees' main responsibility to prioritise the needs of the community. Ward Councillors and Ward Committees play an important role in influencing community participation.

The Local Government: Municipal Systems Act, 2000 states that the Integrated Development Plan (IDP) is a process that needs input from the community before it can be finalised. Therefore, Ward Committees need to be familiar with and have clarity on the IDP in order to engage with communities effectively. The significance of the IDP is also important in the training and development of Ward Committees in order for them to execute their duties effectively. As Ward Committees play a vital role in community participation, it is important for them to be integrated in the municipal processes. The Local Government: Municipal System Act, 2000 also states that Ward Committees are an important tool for community participation within municipal governance.

Post-1994 South Africa recognised the full participation of the community in all spheres of government. This could be done through public officials, Ward Committees and Ward Councillors conducting workshops and roadshows, and hosting meetings with communities (Houston, 2001: 54). Smith (2008: 38) states that since 1994, there has been extensive participation in South Africa within both government and civil society. Ward Committees' important role in influencing community participation in municipal planning is supported by the Constitution and other legislation. The Constitution also upholds the right of public involvement in legislative and development policy. The main purpose of this involvement is to allow communities and other non-state actors another platform to engage with the government through political representatives. According to the Constitution, all municipalities should involve community-based organisations and communities in all matters of the municipalities.

The Municipal Structures Act of 1998 provided for the formation of Ward Committees in all municipalities. The Local Government: Municipal Systems Act, 2000 further presents issues that assist municipalities to form alternative forums for community participation in order to

attend to the needs of the community, while the Local Government: Municipal Systems Act, 1998 provided these forums to represent the different interests groups who exist within communities.

Friedman (2005: 76) describes participatory governance as a regulatory framework, which entails full engagement of the community, community-based organisations, and state institutions. These engagements have to strengthen and expand the influence of the community in order to facilitate informed decisions in the municipality. Atkinson (2002: 103-104) states that participatory governance is the vehicle to improve the quality of citizen participation in decision-making at local municipal level, in determining the content of the IDP.

The Guidelines for the Operation and Establishment of Ward Committees in the Municipality, as gazetted on 24 June 2005, emphasised that there should be development programme policies, which allows community participation in the IDP process. The main purpose is to advance the interests of the community in a collective manner. MacKay (2004: 67) emphasises that the IDP offers opportunities for communities to be involved in determining the priorities of the Plan. Van Donk (2007: 489) argued that community participation is a fundamental feature of the IDP process. In theory, this process provides space for participation through forums held with community representatives and municipal officials. Parnell (2002: 6) points out that a strategic planning model has been mainstreamed in municipal practice through the compulsory formulation of an IDP.

The Ward Councillor chairs the gathering of Ward Committees, which represent the interests of the community in a particular ward. The Municipal Structures Act, 1998 elucidates Ward Committees as the structure that has a limited advisory role in decision-making processes in the municipal council. The main role of Ward Committees is to make recommendations to the Ward Councillor on any matter affecting his/her ward, according to Section 74 of the Municipal Structures Act, 1998. The municipal council provides certain powers and functions to the Ward Committees in order to represent the needs of the community.

The Municipal Systems Act, 2000 makes it clear that Ward Committees are important tools that encourage community participation in the ward. In addition, the Act provides the guidelines and procedures that Ward Committees must follow to encourage community participation. The Municipal System Act, 2000 also provides for and indicates the importance

of community participation regarding the IDP. The election process of Ward Committees has to follow certain rules to ensure fairness, transparency, and freedom in the municipalities. Ward Committees must be elected at a community meeting in the presence of the municipal deployee and be chaired by the Ward Councillor. The legal framework emphasises the establishment of Ward Committees, which can be used as vehicles to assist participation for communities.

Magstadt (2006: 91) proposed that vibrant community participation deepens a healthy democracy in all municipality activities. Community participation empowers communities in order to involve them in politics, which is their democratic right. Barber (2000: 447-448) echoes the fact that active community participation gives a community more knowledge and skills to resolve conflict within a ward. This process transforms private individuals in order to take an active role in the community. It is also important to create a platform for individuals who have certain skills, but are not interested in politics, to contribute to community meetings.

The Local Government: Municipal Structures Act, 1998 states that the Ward Councillor and Ward Committee members are representatives, who are elected by the communities. They are representatives of the people in the wards and they are required to have skills related to the empowerment of other community members and in order for them to perform their duties effectively as representatives of the community.

The Local Government: Municipal Structures Act, 1998 further states that a Ward Councillor is a person elected by residents within the ward during local elections to represent people in the municipal council, and he/she is the chairperson of the Ward Committee. A Ward Councillor's role is to encourage and channel community and neighbourhood engagement, local issues and local choices; thus, Ward Councillors are elected as the people's representatives. Craythorne (2003: 113) emphasises that Ward Councillors require ongoing training to be able to perform their duties in a new and fast-changing developmental and political environment. The Handbook for Ward Committees (DPLG and GTZ, 2005) also encourages Ward Committees to have the necessary skills, in order to execute their responsibilities.

Nyalunga (2006: 45) confirms that democratic government in South Africa brought about a high level of public participation in the political process through various mechanisms. These mechanisms include policy-making discussions, public hearings, petitions, as well as the IDP

processes. This study will focus on the role of Ward Committees in influencing community participation in all activities and development of municipalities. It is important for the study to investigate the effectiveness of Ward Committees in the Mangaung Metropolitan Municipality, as they are the most important vehicle to influence community participation.

The Local Government: Municipal Structures Act, 1998 provided for the establishment of Ward Committees, which has to include Ward Councillors. The local sphere of government has made provision for municipalities to establish a system of participatory governance in the form of Ward Committees (Houston & Liebenberg, 2001: 206). The Municipal Structures Act, 1998 further makes it compulsory for each Ward to have a Ward Committee. The Ward Councillor leads the process of establishing a Ward Committee with the assistance of the person deployed from the municipality. Ward Committees are structures that enjoy full legitimacy, although they have limited powers in terms of development. Ward Committees are supposed to be supported by the municipality in capacity building and training needs and to develop programmes for Ward Committees, which is determined by an appropriate budget (DPLG, 2005).

According to the Local Government: Municipal Systems Act, 2000, the main role and function of the Ward Committee is to play an integral part as the link between communities and the municipal council. It is evident that Ward Committees work with political structures and Ward Councillors to ensure that municipalities respond to the needs of the community and deliver the services that the community needs. Ward Committees also work with the community to ensure that they participate in the processes that helps the municipal council to meet their needs. It is important for Ward Committees to build constructive relations between the community and the municipal council. All Ward Committee members should also subscribe to a code of conduct that encourages diversity, honesty, and transparency.

1.1.1 DEMOCRACY

The Constitution of the Republic of South Africa (1996) laid the foundation for the democratic transformation of local government, with Parliament passing the following relevant legislation resulting in local government transformation: the Electoral Commission Act (Act 51 of 1996), the Electoral Act (Act 73 of 1998), the Municipal Demarcation Act (Act 27 of 1998), the

Municipal Structures Act (Act 117 of 1998), and the Municipal Electoral Act (Act 27 of 2000) (Independent Electoral Commission, 2006: 1).

Democratic government in simple terms is the government of the people by the people for the people. The voice of the people must be one that influences decisions in the government. The most common definition of democracy is rule by the people. This means that government and the municipality have to listen to the ideas of the community in order to make informed decisions. Communities have the right to vote and appoint public representatives to represent them in the municipalities, which is done through free and fair elections.

Democracy has to indicate the moral values that premise the dignity of freedom-loving human beings. This aspiration has to better the socio-economic order that protects humanity and advances the interests of the people (Nsingo & Kuye, 2005: 748). It is therefore important for the people to elect representatives who are going to be accountable to the community. In a nutshell, representatives are forced and bound to give feedback to the community. Ward Committees, public officials and representatives have to be transparent and deliver on their promises for the plans and priorities of the communities (Nsingo & Kuye, 2005: 749).

1.1.2 PUBLIC PARTICIPATION IN CONTEXT

The Constitution provides for the main objective of Ward Committees to encourage the participation of communities and community-based organisations in all matters of municipalities. The Municipal Structures Act, 1998 determines that a municipal council has an obligation to develop programmes that involve community participation. In addition, the Act specifies that the executives of the municipality have to deliver an annual report on all matters affecting communities.

The Municipal Systems Act, 2000 assists municipal councils in developing a culture of good governance, which encourages communities to participate in local affairs; while, the Municipal Finance Management Act, 2003 encourages vibrant community participation in the finances of municipalities, which includes the development of municipal budgets. In addition, the Municipal Property Rates Act, 2004 emphasises that the community must participate in the determination of municipal property rates.

Municipalities are regarded as the structures closest to the people. They are legitimised to ensure that communities give input on the decisions that affect them (Stake, 2005: 10). Structured and institutionalised models of participation generally work when citizens see them as legitimate and credible, where there is political commitment to their implementation, and they have legal status. On the other hand, structures and institutional models of participation will not work when:

- They try to co-opt independent and legitimate voices within civil society.
- There is no definite political commitment to the model.
- The system exists in principle, that is, it sounds good on paper, but when it comes to implementation, the necessary resources are not available (Stake, 2005: 10).

South African municipalities work on principles that call for community participation in the affairs that affect communities. The main purpose is to bring communities on board in developments of the municipalities. This makes municipalities more responsive to the needs of the communities. On the other hand, this process empowers communities as potential partners of the municipalities. The whole process aims to deepen and make the participatory system more effective (Stake, 2005: 11).

Magstadt (2006: 89-92) refers to democracy as the mechanism that encourages Ward Committees and communities to engage each other on affairs of the communities. The main function of Ward Committees is to protect and safeguard the emancipation of communities. For the Ward Committee system to be successful, it should include the need:

- For the process of participation to be meaningful and to be seen as meaningful;
- For both parties, the municipality and the public, to listen to each other rather than just talk to each other;
- To make it clear at the outset who makes the final decision, for example, if the views of the community are different to that of council, whose view will prevail;
- For resources to support the process in all examples of where good practice and public participation is funded;
- To ensure that information relevant to the participative process is conveyed in a manner that is understandable to the communities involved, which may require the use of local languages; and

- To understand the distinction between providing information, consultation and participation (Stake, 2005: 11).

It is important to be clear which mechanism is used in particular circumstances. Community problem solving is central to the idea of citizen participation. The traditional form of representative democracy works well at the state and provincial levels, but it has not been that successful at the local level of government and administration. Communities have to take responsibility for themselves, which includes individual citizens and business, and Ward Committees, which have to find ways to assist them in improving the quality of life of their communities (Stake, 2005: 11).

1.1.3 INTEGRATED DEVELOPMENT PLANNING

The White Paper on Local Government (RSA, 1998a) states that municipalities' system of functioning should be able to meet the needs of their communities. Therefore, IDPs should be seen as the vehicle that addresses the needs of the communities (DPLG, 2000: 19).

The White Paper on Local Government (RSA, 1998a) further states that the IDP has to be a source where community needs are identified. It also acknowledges the many challenges facing communities, whereby Integrated Development Planning has to help municipalities meet these challenges. Municipalities can meet these challenges through knowing the dynamics that exist in their development areas and improving communities' quality of life. It is also important for municipalities to develop clear strategies and a vision in order to deal with problems that exist in their development areas. These strategies should include development plans for the short term, medium term and long term. The allocation of resources should also be prioritised.

Section 24 of the Municipal Systems Act, 2000 encourages the co-operation of the different spheres of government in order to align municipal IDPs across municipalities and other organs of state. In order to ensure this alignment is effective, municipalities are required to provide a framework for Integrated Development Planning in their districts. The MEC for Local Government is required by the Municipal Systems Act, 2000 to monitor the IDP process, offer support with the planning, facilitate the co-ordination and alignment of IDPs, and take appropriate steps to resolve disputes in connection with the planning, drafting, adoption or

review of the IDPs between municipalities and the local municipalities and between different municipalities.

Section 35 of the Municipal Systems Act, 2000 defines the IDP as the principal strategic planning instrument, which guides and informs all planning and development, and all decisions with regard to planning, management, and development in the municipality. South Africa is governed by a democratic constitution. Therefore, it is important to implement this legislation in order to improve the lives of South Africans.

1.2 RESEARCH PROBLEM

South Africa is a democratic country, which allows communities to participate in a municipality's activities. Community participation has to be planned and integrated in policy-making or in its implementation. There is legislation that legitimises community participation, such as the Constitution (Booysen, 2006: 21-22). Since 2001, Ward Committees have played an important role in bringing about people-centred development in municipalities (Buccus, 2008: 98).

The main function of Ward Committees is to create a good relationship between communities and political representatives, as well as the administrative structures of municipalities, and supplement the role of elected councillors. Each ward has a responsibility to establish Ward Committees, whereby the Ward Councillor has to facilitate the process (Putu, 2006: 85). According to Hicks (2006: 35), Ward Committees play a critical role in informing and linking municipalities to the problems and needs of communities. Ward Committees were established in order to bridge the gap between local municipalities and communities by facilitating proper communication. Ward Committees also assist communities to play an active role in the core municipal business, such as Integrated Developmental Planning, budgeting, and the Municipal Performance Management Process.

Hicks (2006:35) argues that is unclear to what extent Ward Committees facilitate community responses in municipal decision-making, while other municipalities have struggled to establish Ward Committees. Moreover, Ward Committees in some instances serve the interests of the majority party, rather than independent community structures (Hicks, 2006: 350; Everatt & Gwagwa, 2005: 59). Certain case studies have also indicated that Ward Councillor sometimes

serve political mandates, other demands and interests emanating from their Ward Committees (Putu, 2005: 137).

It is evident that majority political party constitute and dominate the operation of the municipal council (Everatt, 2004:7), while some Ward Committees appear to be stacked with followers of councillors or interest groups in the Ward (Hemson, 2007: 77). This study investigates the role of Ward committees in influencing community participation in municipal planning and the mechanisms that can enhance the involvement of the community in the development of the municipality.

1.2.1 KEY ISSUES AND CHALLENGES OF WARD COMMITTEES

De Visser and Smith (2009: 220) pinpoint some issues, which are based on previous case studies. These issues and challenges can be grouped into the following: access to information, influence decision making, representatively, and powers and functions.

1.2.2 REPRESENTIVITY, POWERS AND FUNCTIONS AND ACCESS TO INFORMATION AND RELATION TO OTHER STRUCTURES

According to Piper and Deacon (2008: 93), the establishment of Ward Committees create a major concern whereby in most instances Ward Committees become extensions of political parties that hold the majority of seats in a municipal council. Another concern is that Ward Committees represent political party interests, when the municipal council is divided among several parties. Piper and Deacon (2008: 93) state that in the Mangaung Metropolitan Municipality a trend was observed where Ward Committees "belong" to the branch structures of political parties. This is often when the community becomes sceptical about the functionality of the Ward Committees. This completely defeats the purpose for setting up these committees. Representivity has to address diversity, racial matters, and socio-economic issues within wards.

The Local Government: Municipal Structures Act, 2000 gives Ward Committees certain powers, although these powers are seldom exercised. The role and function of Ward Committees are linked as advisory to the community and Ward Councillor. Ward Committees as neutral structures have to monitor and review the IDP process and monitor the performance of Ward Councillors. Thus, Ward Committees have to play an oversight role.

The Nelson Mandela Bay Municipality conducted a skills audit, which audited about 373 Ward Committee members (Bendle, 2008: 144). The skills audit found different categories of Ward Committee members:

- 9% of members had a post-matric qualification
- 16% did not have a matric qualification.

The skills audit found that Ward Committees in rural areas reflect limitations in respect of levels of skills, expertise and education.

According to Bendle (2008: 145), Ward Committees are not clear in terms of legislation, which limit the performance of their duties. This has led to many challenges in wards, including:

- Calling of meetings and reporting by the chairperson are not up to scratch. Sometimes the chairperson fails to attend important meetings.
- Recommendations on the ideas of the community are vague and there are no clear guidelines to the sub-committees.
- The Ward Councillor and Ward Committees do not trust each other because of the perception that Ward Committee members aspire to become councillors.
- Ward Committees become ineffective because of limited resources.
- Each ward is represented by ten members, which is not an adequate number for the ward.

Harrison (2003: 108) states that Ward Committees face serious obstacles in terms of communication channels between the municipality and the Committees. These challenges of communication implied a serious lack of any useful input around budget processes. Integrated Development Planning needs community input before it can be approved by the municipal council. This deficiency becomes very clear when dealing with the IDP review process. It is important for Ward Committees to have a clear understanding of targets and indicators in respect of specific projects.

Harrisons (2003: 109) alludes to the frustrations of Ward Committees in the city of Johannesburg as their ideas and proposals were not taken seriously within the Municipality. Another stumbling block to Ward Committees are their limited powers whereby Ward Councillors are the only structure engaging with the municipal councils. It becomes even more evident in instances when a Ward Councillor is not a member of the majority party.

The Local Government: Municipal Structures Act, 2000 stipulates that Ward Committees are structures that have to play a pivotal role as the link between communities and municipalities. It is important for the Ward Committees to play an active role in influencing the decision-making in the municipal council. These decisions have to prioritise the needs of the community, such as water and sanitation, electrification and housing. In the idealism theory, Ward Committees are supposed to be neutral, but in real terms, Ward Committees are an extension of political parties. Municipalities use this strategy to stifle dissenting voices from within the communities (Municipal Structures Act, 2000).

1.3 RESEARCH QUESTIONS

- What skills are needed for the Ward Committees and Ward Councillors in order to improve their performance?
- To what an extent should the Municipal Council assist Ward Committees for the effectiveness of community participation?
- Is the relevant legislation known to the communities in order to improve their participation?

1.4 AIM

The main aim of this study is to determine the role of Ward Committees in influencing community participation in the Mangaung Metropolitan Municipality. A study will be done on Ward 12, 14 and 19. The Mangaung Metropolitan Municipality will be used as a case study to examine the role and the challenges that face Ward Committees in executing their responsibilities in the Municipality.

14.1 OBJECTIVES

- To explore the various theories and conceptualisations of public participation by municipalities in relation to IDPs by local municipalities.
- To investigate the structures, mechanisms and processes used by municipalities to promote public participation in the IDP process.
- To examine the experiences and challenges of participants in participating in the IDP processes in the Mangaung Metropolitan Municipality.
- To analyse the nature of public participation in the IDP process.

1.5 RESEARCH METHODOLOGY

This area of the study has to provide an overview of the research methodology, which is to contextualise the empirical research of the study. The information is going to be collected through various structures linked to Ward Committees and community participation. This will be followed by the presentation and discussion of the findings. Where applicable, the findings will be interpreted and integrated with the literature. To contextualise the research findings, the section will firstly provide an overview of the research methodology to be used for this study.

Data will be collected utilising a qualitative approach. Fouche (2002: 270) describes qualitative data as a design that does provide the researcher with a systematic plan to follow. In this manner, groups and individuals responses will be categorised into themes through observations. This study is based on the interpretative approach, which assembles the comprehensive collection of the records related to the people, actions and perceptions of the participants to serve as the basis for the inductive production of explanatory theory.

The research will be done in the Mangaung Metropolitan Municipality, using three Wards, Ward 12, which is the Khotsong area, Ward 14, which is the Rockland area, and Ward 19, which is Central Business District area of Bloemfontein. The Mangaung Metropolitan Council has 49 Ward Councillors and 28 Proportional Representation Councillors.

In terms of the Local government: Municipal Demarcation Board Act (Act 27 of 1998), Ward 12 covers Kagisanong (Phelidaba), which has old municipal houses, Phase 3, which has RDP houses, Ipopeng, which has a mix of self-built houses and RDP houses, and Khotsong, which is the most underdeveloped area and has informal settlements and uses the bucket system.

According to the Local government: Municipal Demarcation Board Act, 1998, Ward 14 covers the Rocklands area, which is a semi-developed area that consists of old municipal houses, self-built houses and bond houses. All the main streets are tarred, while the small streets are still to be maintained.

The Local government: Municipal Demarcation Board Act, 1998 states that Ward 19 covers areas like Oranjesig, Willows, the Central Business District, Dan Pienaar and Westdene. This Ward is the most developed, compared to Ward 12 and Ward 14.

The Community Survey (2007: 18) indicates that the total population within the Mangaung Metropolitan Municipality is estimated at 176 287 people, which covers up to 25% of the District. According to the Mangaung Metropolitan Municipality's IDP 2014/2015, a large proportion of the population in the Mangaung Metropolitan Municipality is poor, and it is characterised by low levels of employment, limited and irregular household income, and inadequate levels of education and training. The Mangaung Metropolitan Municipality is one of the municipalities in the country that are facing challenges in improving the quality of life of its residents. There is a high level of poverty and unemployment, as well as low economic growth in the area (Community Survey, 2007: 18).

The three wards were selected based on their accessibility to the researcher. The study will rely on observing the meetings of municipal officials and Ward Councillors. This will enable the researcher to obtain information and perspectives from a diverse range of stakeholders. The focus will be on observation through group discussions with the community members and Ward Committee members.

The Mangaung Metropolitan Municipality will be used as the case study for this research. It was selected because there are many developmental initiatives taking place in the Municipality. The case study design enabled the researcher to focus on one area, which will assist the researcher in interrogating issues in-depth. This will lead to the provision of detailed descriptions and analyses of processes as voiced by the participants. As mentioned before, the areas that will be used by the researcher are Wards 12, 14 and 19, to analyse the role of Ward Committees in influencing community participation. Ward 12 and 14 are semi-developed, and Ward 19 underdeveloped, and the challenges they face differ. According to the Municipal Integrated Development Plan (2013), Ward 12 faces a huge electrification backlog, low household densities, bad terrain, and a lack of infrastructure. Ward 14 and 19 have more services than Ward 12.

The approach to gathering data in this study is qualitative, and the researcher used a case study design. Bassey (1999: 58) states that a case study is an examination that is conducted in a specific location at a specific time. Case study research enables a researcher to explore important features of the issue being studied and draw convincing conclusions. Fouche (2005: 272) asserts that a case study is a deep inquiry or a detailed analysis of a system or an event

and the examination is done in a specific space and time. The research can be carried out on a single or multiple cases, over a period of time.

According to Fouche (2005: 272), a case study is the observation of a practice, action, event, programme or individual, in a particular place and time. Patton (1990: 54) emphasises the importance of case study research by saying that it provides rich information. This means that case studies help the researcher to understand and know more about an individual, organisation and social institution that is being studied. Furthermore, high quality case studies can help the audience of the research to understand what is happening (Yin, 1994: 2-3). Moreover, Stake (1994: 240) states that case study research enables a researcher to teach what he or she has learned by providing material for readers to learn on their own. The readers thus learn about things told as if they have experienced them.

1.5.1 INSTRUMENT DEVELOPMENT AND DATA COLLECTION

The researcher will begin by reconsidering relevant municipality documents on Ward Committees and community participation, by linking them to the topic. Each document had to provide an accurate report about programmes or activities that were carried out annually by Mangaung Metropolitan Municipality departments.

The list that follows indicates the types of documents the researcher will review:
•   The Annual Reports for Ward Committees 2012, 2013 and 2014;
• The Motheo District Annual Reports;
• Guidelines for the Establishment and Operation of Municipal Ward Committees; and
• Creating Development Oriented Ward Committees - a challenge for newly elected Ward Committee's seminar. This is a report that states how elected Ward Committees should operate.

The review of documents will help the researcher understand the types of problems that affect the community. The limitation of this method is the fact that key informants protected and prevented access to other information that they thought is confidential.

In addition, the researcher will use focus groups to collect data from the community. The focus groups will involve observing people in groups discussing issues that are presented to them during focus group discussions. Using focus group discussions will help in examining the experiences and concerns of people who live in the Mangaung Metropolitan Municipality.

The advantage of using focus group discussions is that it encourages local people to engage robustly on issues related to municipalities. Focus group discussions will be held within the Mangaung Metropolitan Municipality with Ward Committee members and community members. The researcher will take notes during the observation of the focus group discussions.

Secondary sources of information include a variety of books, journal articles, newspaper articles, government publications, the Ward Committee Resource Book, IDP Frameworks, Municipal Business Plans, research reports, and the DPLG National Policy Framework on Public Participation, and theories on community participation and municipal planning. Additional information will be drawn from relevant legislation and Municipal Integrated Development Plans.

1.6 STUDY LAYOUT

The study layout covers Chapter one, which is the introduction, Chapter two, the theoretical framework, Chapter three, the legislative framework, Chapter four, the background of the Mangaung Metropolitan Municipality, Chapter five, the empirical case studies of Ward 12, 14 and 19 and Chapter six, the findings and recommendations.

CHAPTER ONE: INTRODUCTION

The main idea of this chapter is to introduce the threats that face Ward Committees in executing their responsibilities. Legislation, books, and journal articles play an important role in assisting towards the effectiveness of Ward Committees and community participation. This chapter provides more details on the concepts and legislation used in this study.

CHAPTER TWO: CONCEPTUALISATION AND LEGISLATIVE FRAMEWORK

It is important to give a brief explanation of the concepts that are to be used in the theoretical framework. Democracy is linked to the government of the people by the people for the people. In the South African context, every five years citizens go to polling stations to exercise their democratic right, which is to vote. Linking public participation with local democracy draws attention to the compatibility of public participation and democracy, in general, in accordance with the ethos of representivity. This issue is relevant in the South Africa context, where public

participation is seen as not only playing a pivotal role, but also enhances local democracy. Since the new democratic dispensation in 1994, different expectations were raised concerning policy on how government should relate to the community. The rationale for community participation provides key reasons for its necessity. Governance and public participation is a notion of popular sovereignty, indicating that governance is not a separate entity from its citizenry, but that the two are intertwined.

This chapter touches on some of the legislation that supports the importance of community participation. The Constitution of South Africa (Act 108 of 1996) states that it is the objective of local government to encourage the involvement of communities and community organisations in the matter of local government. This requires a cooperative approach, an effective partnership where local authorities provide strong leadership for their areas and their communities. Therefore, the institution of local government, as stated by the Constitution, should enhance opportunities for participation by placing more power and resources in a closer and more easily influential level of government (Mogale, 2005: 136). The Constitution further states that provincial government must promote the development of local government capacity to enable municipalities to perform their functions. A municipality must have a structure that manages its administration and budgeting and planning processes. This has to give priority to the basic needs of the community and promote the social and economic development of the municipality.

The Municipal Structures Act of 1998 provided for the establishment of municipalities in accordance with the requirements relating to the categories and types of municipality. The Act further set a criterion for determining the category for the municipality to be established in an area. It also defines the types of municipality within each category and the appropriate division of functions and powers between the categories of municipality.

Another important piece of legislation, which laid a framework for the local government system, was the Local Government Municipal Systems (Act 32 of 2000). The Systems Act, as it is commonly known, provides for the core principles, mechanisms, and processes that are necessary to enable municipalities to move progressively towards the social and economic boost of local communities, and to ensure universal access to essential services that are affordable for all. The Municipal System Act, 2000 notably provides for community participation as a means to bring about service delivery (Fukuyama, 2004: 14).

CHAPTER THREE: MANGAUNG METROPOLITAN MUNICIPALITY

The Mangaung Metropolitan Municipality is one of the metropolitan municipalities in South Africa, and is located in Bloemfontein. It is the in the Free State province of South Africa. Mangaung is a Sesotho name, meaning place of Cheetahs. Mangaung Municipality fell under the Motheo district before the municipal elections of 18 May 2011. The results of the election led the ANC to win 65 of 97 seats on the Metro Council, while the Democratic Alliance won 26 seats and COPE three seats. The municipal council consists of 97 members elected by mixed-member proportional representation. Forty-nine councillors are elected by first-past-the-post voting in 49 wards, while the remaining 48 are chosen from party lists so that the total number of party representatives is proportional to the number of votes received. In the election of 18 May 2011, the ANC won a majority of 65 seats on the council.

CHAPTER FOUR: EMPIRICAL CASE STUDIES OF WARD 12, 14 AND 19

In this chapter, the case study results are discussed. It was found that the Ward Committees did not receive sufficient support from the Municipality, leaving committee members feeling discouraged. Ward 12 faces a huge electrification backlog, low household densities, bad terrain, and a lack of infrastructure. Ward 14 and Ward 19 have better services than Ward 12.

CHAPTER FIVE: FINDINGS AND INTERPRETATION

This chapter outlines the importance of a healthy relationship between Ward Committees and Ward Councillors. Ward Committees should represent the interests of the communities and encourage community participation.

CHAPTER SIX: SUMMARY, RECOMMENDATIONS AND CONCLUSION

In this chapter, Ward Committees' potential to bridge the growing division between communities and municipalities in facilitating greater community involvement in municipal planning is highlighted. Ward committees are potentially powerful actors, positioned as pillars of democratic local governance and development, who can influence and mobilise communities around particular issues. However, Ward Committees' role in facilitating community participation in the municipal planning process is not clear. The lack of community participation creates a perception amongst community members that they are completely

dependent on the municipality. This discourages communities from engaging in finding solutions for their problems.

CHAPTER TWO: CONCEPTUALISATION AND LEGISLATIVE FRAMEWORK

2.1 INTRODUCTION

South Africa is a multiparty democracy and is governed through a constitutional democracy, divided into three spheres – national, provincial and local. The country is divided into nine provinces and 278 municipalities. The municipalities have three distinct categories: metropolitan, district, and local municipalities. The main function of these municipalities is based on improving the local governance system and the success and effectiveness of local democracy. The primary aim of a functional democracy is to improve the performance of local government officials and provide better service to the people. The White Paper on Local Government (1998) introduced the developmental local government system, which committed to the process of decentralisation. The two spheres of government, national and provincial, have a mandate to assist local government in order to improve the lives of the people. These

mandates should be constitutionally permitted and therefore any mandate that contradicts the Constitution becomes invalid. South Africa is governed through a number of the policy frameworks and legislation, which assist in terms of civic engagement and service delivery at local government level.

Most democratic and participatory approaches to government are used as powerful tools in empowering communities and are included in the policy process. This can be regarded as the transfer of authority in terms for decision-making, planning, management or resource allocation. It is therefore important for local government to have a good relationship with private entities, parastatals, and NGOs in order to attend to all matters that are related to communities (DPLG, 2003: 27).

According to Mulaudzi (2010: 185), the access to resources and power is a prominent feature of the political process. It is linked to the effectiveness of decentralisation at local government level and depends on participation, fairness and accountability. Thompson (2001: 185) indicates that democratic decentralisation implies making elected officials accountable to communities. The rationale for decentralisation has been motivated by political concerns; however, it is also important to consider the political, social, technological and economic aspects. In this context, it can be viewed as one of the public sector strategies that require a mixture of good politics and economics. However, it is important for local government to encourage community participation and be responsive to the needs of communities. In this regard, it is important for these aspects to assist and encourage the communities to pay for the services rendered by municipalities. The better the services rendered by municipalities, the more likely people are to pay for the services. Therefore, the democratic decentralisation policy has to seek to achieve certain distinct policy objectives, namely the allocation of efficiency, whereby the services delivered have to reflect local demand and production, equally to the cost of the services delivered.

Some forms of decentralisation, identified internationally, are summarised below (DPLG, 2003: 28):

• Deconcentration, which is the transfer of administrative authority and functions in order to make local government officials accountable to the communities. The main task and function is geographically dispersed, while maintained within the same sphere (DPLG, 2003: 8). It therefore assists in enhancing the efficiency of the administration, while considering an

improvement on the impact of the services delivered. It is important to prioritise the services rendered to the society considering the sense of urgency attached to them.

• Delegation, which is about the transfer of decision-making powers, that is from provincial to local government level and from one executive organ of state to another, for example, from provincial to local. The main purpose is to avoid the duplication of functions by separating the production or delivery from the financing of a specific public service.

• Devolution is the granting of full decision-making powers in terms of administrative, financial and political matters, to lower authorities. The essence is discretionary authority, and it is the strongest form of decentralisation.

• Privatisation/divestment refers to local or national government outsourcing its main functions to a private institution. The liability of the workers is thus removed from the local or national government to private institutions.

•Assignment: decentralisation is formalised in terms of Section 156 of the Constitution (DPLG, 2003: 28). The main function relates to the administering and planning of associated user fees and taxes. These are entitlements to grant funds from national government, developing policy, monitoring service providers and the ownership of fixed assets (DPLG, 2004: 8).

The Reconstruction and Development Programme (RDP) was the policy manifesto for the ANC in the 1994 elections. It provided the foundations and building blocks for developmental local government, which was in line with the Constitution. The shift in the local government mandate changed quickly from the promotion of developmental goals and mere administrators of services. The Constitution indicated that the duties of municipalities are to manage its budgeting, administration and planning processes. In this regard, municipalities have to give priority to the basic needs of the community. This offers an opportunity for local government to participate in national and provincial development programmes. The White Paper on Local Government (1998: 15) states that municipalities should be committed to work with civic organisations and local communities in order to improve the quality of life of the people.

In terms of the Constitution, national and provincial government have certain powers to assist municipalities in the provision of basic infrastructure and services. These spheres can also help municipalities in the creation of integrated cities and liveable environments, the empowerment of communities, and facilitating local economic development. The maximising of socio-economic development growth has to stimulate local economies and job creation. On the other

hand, municipalities have to integrate and coordinate development through integrated development planning, while harnessing the input and energy of local communities. These inputs provide local solutions for development problems (White Paper, 1998: 18). The White Paper (1998: 18) further proposed different approaches – budgeting, planning, performance management, and integrated development planning in order to allow the cooperation of local communities and partners to facilitate the process. Thus, it is important to discuss in detail democracy, governance, participation, and Ward Committees.

2.2 DEMOCRACY

2.2.1 Democracy defined

Democracy is characterised by two elements, namely a procedural system, based on the constitution and elections, and a substantive system, which is based on transformation, equality and the redistribution of wealth. Democracy is not as perfect as people think, but it is regarded as an ongoing process. The debate on democracy should however be allowed in order to strengthen and consolidate democracy in South Africa.

Democracy has to highlight how institutions process and procedures function. The political processes and procedures should ensure transparency and the accountability of government officials. Government leaders can be removed from office through the process of free and fair elections. Democracy should focus on human rights, community participation, socio-economic issues, and social justice (De Jager, 2015: 3). Cowell *et al*. (2012) state that democracy has to allow for robust debate from communities for the purpose of collective decision-making.

There are some aspects used to define democracy. Democracy is about collective decision-making, which is utilised for communities, and those decisions are binding for all members of the communities. On the other hand, democracy has to accommodate different opinions from different role players in order to improve the lives of the communities.

Mattes (2008: 133) confirms that democracy is not limited to direct or indirect political arrangements. The political arrangements may involve direct community participation in terms of policies and law-making. The main function of democracy is not only to settle the questions arising regarding its functionality, but also to determine all forms of democracy that are morally desirable. Some people argue that democracy is not desirable in the society at all. It is important

to justify the importance of democracy through the merit of different principles and the concept of humanity that assists in improving the conditions of society.

Powell (2009: 37) argues that people can evaluate democracy by referring to the outcomes in comparison to political decision-making. It is therefore important for the outcomes to measure what have been decided on by the society. This allows or gives the opportunity for the society to agree or disagree with the outcomes.

2.2.2 Instrumental arguments in favour of democracy

Houston *et al.* (2001: 189) state that there are instrumental benefits commonly attributed to democracy. The main purpose of making good laws and policies is to improve the living conditions of the citizens of a country. Democracy should thus bind all decision-makers or role players to account to the constituencies they serve. The basic argument is that politicians in a multiparty democracy are forced to respond to the needs of the poor.

Epistemologically democracy becomes the best instrument in decision making, which is more reliable in assisting the society to uncover the right decisions. Democracy gives an opportunity to the people to be a part of the decision-making process. In this regard, democracy tends to advance the interests of communities (McKenzie, 2009: 152).

2.2.3 Instrumental arguments against democracy

Hlahla (2003: 98) argues that there are various forms superior to democracy, such as a monarchy, an aristocracy and even an oligarchy. This statement is supported by the fact that in a democracy it is important to consider the expertise available among the members of a community in order to govern the society properly. Citizens should also be informed about politics; if not, it makes room for politicians to use resources for their own benefit. It is further said that a democracy tends to produce economic inefficiencies. This is supported by evidence that certain politicians are in politics solely to enrich themselves (Hlahla, 2003: 99).

2.2.4 Grounds for instrumentalism

There are different kinds of instrumentalism. For example, utilitarianism's fundamental value has no room for liberty, fairness and the distribution of power. The main concern of utilitarianism is to maximise the pleasure of those in power, while functional democracy means that communities receive fewer benefits. The argument is that people are governed through

political power, which is exercised over them. In this regard, the people who are in power tend to protect their rights and interests. It is therefore important to justify the distribution of power in terms of decision-making (Arneson, 2002: 96-97).

The other argument is about the coherence of the ideas should be about a fair, collective decision-making process. The idea of equality, which is the root of social justice, assists in the distribution of political power among the citizens (Dworkin, 2000: 20).

2.2.5 Liberty

Theorists such as Gould (1988, 45-85) argue that liberty forms the basic principle of democracy. This statement is supported by the idea that every individual has a right to liberty. The main idea of democracy is that every individual is the master of his or her life in terms of collective decision-making. Therefore, each person's life is deeply affected by the larger social, legal and cultural environment. An equal voice and vote in the process of collective decision-making should apply to every individual. It is therefore important that democracy is implemented, whereby individuals have a chance at self-government. This means that individuals have a right to democratic participation and the right of self-government.

2.2.6 Democratisation of the South African state and its effect on local government

A new age dawned for South Africa when in 1990 President FW de Klerk announced the unbanning of the African National Congress (ANC), the Pan-Africanist Congress (PAC) and the South African Communist Party (SACP). He also announced the unbanning of subsidiary organisations, which included the United Democratic Front and the Congress of South African Trade Unions (Cosatu). De Klerk released Nelson Mandela on 11 February 1990 after 27 years in prison. The release of Mandela led the government to name the team for negotiations. The ANC had its first meeting with the government on 11 April 1990. The meeting led to the follow-up meeting, which was held at Groote Schuur in Cape Town on 4 May 1991 (Meer, 1993: 23-27; Thompson, 2001: 246-247).

The meeting between the government and the ANC resulted in the birth of the Convention for a Democratic South Africa (Codesa), which convened in Johannesburg on 20 December 1991. The conflict between political parties led to the failure of Codesa One and negotiations were

halted for a while. This gave negotiators time to go to the drawing board to plan for the next negotiations (Liebenberg, 1996: 39).

Codesa Two convened on 15 May 1992, five months after Codesa One. However, Codesa Two deadlocked as the political conflict between political parties continued. The ANC and the government met again, which resulted in an agreement to form the new Multi-party Forum on the 1 April 1993. The Forum met in June 1993 and set the date for the election of a new government for 27 April 1994. During this time, the white-dominated government formed the Transitional Executive Council, which was functional until the elections. A Chapter Nine institution, the Independent Electoral Commission, was responsible for organising the elections (Meer, 1993: 231; Liebenberg, 1996; Thompson, 2001: 255-256).

The government passed the Act on Interim Measures for Local Government (Act 128 of 1991) to facilitate dialogue and introduce a new form of local government in South Africa. The Act faced resistance from the South African National Civil Organisation and the ANC as the two organisations felt that the Act lacked legitimacy (Mashumi, 1997: 56). The government had no other option than to consult with the two organisation and the Local Government Negotiating Forum was established on 22 June 1993. The government then decided to organise a summit, which resulted in the creation and introduction of non-racial and democratic local government in South Africa (Havenga, 2002: 176; Mashumi, 1997: 57).

The large urban settlements, characterised by complex and diversified economies and high population densities, led to the formation of metropolitan municipal councils. The government passed the Local Government Transitional Act, which led to the establishment of metropolitan municipalities, which replaced the racially-based municipalities. The restructuring of municipalities resulted in urban areas suffering in terms of equitable development. The main purpose of the Act was to address the imbalances of the past, whereby municipalities served the white minority and excluded the black majority (Mulaudzi, 2010). Hence, the establishment of metropolitan municipalities assisted in addressing the dynamics of inequality (The Green Paper on Local Government, 1997: 40).

The LGTA Second Amendment Act (Act 97 of 1999) stated that the will of the people had to be considered in the demarcation process of metropolitan municipalities. The will of the community had to consider demographics and developments, according to diverse needs. Metropolitan municipalities had to facilitate community participation and access to local government affairs (Havenga, 2002: 162; The Green Paper on Local Government, 1997: 57).

2.2.7 Summary

The main purpose of democracy is to maintain the objectives that serve the interests of the people. In order for democracy to be functional, it is important to accommodate and reflect certain principles, such as a good quality of life and human rights. It is therefore important for democracy to provide and enforce the rule of law in order to bring stability to a society. The rule of law guarantees the rights of individuals and the security of citizens or property. Thus, democracy is all about the provision of laws, which are necessary for people's wellbeing.

2.3 GOVERNANCE

2.3.1 A systems theory of good governance

Good governance has to assist society in terms of creativity, self-governance, and achieving empowerment, which has to be supported by public participation, transparency and accountability. Houston (2001: 13) states that good governance must be used as the instrument which engages and strategically utilises civil society in areas such as health policy, crime prevention and policing power, employment policy, bio-politics, accounting practices and educational policy.

2.3.2 The strategy of good governance

De Jager (2015: 79) suggested that governance refers to an empirical way of reforming, and making public policy-making and organising. There are countless applications of the concept of governance. Good governance also associates with research programmes, policies, and observation.

It is important to set guidelines for politico-administrative practice for the overall strategy of good governance. It is also important to acknowledge the political agenda; thus, a particular set or hierarchy of policy issues, as well as a way of framing these issues. Notions on the organisational reform of the public sector is another way of involving good governance (De Jager, 2015: 79).

2.3.3 The political agenda of good governance

In many instances, it is important to involve the political agenda in good governance. The political agenda includes issues like policies, the labour market, immigration, the environment, and unemployment. The practical examples of such agendas are party programmes and election

campaigns. Although party programmes and campaigns sometimes can express ideas related to good governance, party systems cannot be regarded as a framework for good governance. Briefly, good governance does not involve a specific ideological attachment, but good governance conforms a wider rationality of liberalism in terms of agenda. The political agenda of good governance has been developed and maintained in terms of knowledge and the administration of institutions (Cloete & Thornhill, 2005: 29).

Public administration policy plays an important role in assisting the political system in terms of policy formulation. It has to involve a clear internal policy in order to regulate the outside political system. The public administration policy should be strengthened and developed as a standardised political system. This policy should adopt the constitutional framework in terms of budgeting techniques, management, training and education, wage negotiations and salaries, citizen involvement, and project organisation (Cloete & Thornhill, 2005: 33).

2.3.4 Governance on governance

Houston (2001: 45) states that the most enthusiastic of good governance as a political administrative strategy is found in the field of governance research. There is also a developed relation between governance research and the governmental strategy of good governance. It is therefore important to engage on the practical side of government, while on the other hand explaining the conceptualisation of governance. In order to gauge the implications of good governance more fully, an alternative framework is needed.

According to Cloete and Thornhill (2005: 156), governance has to include growth, management and the performance of markets and networks in public governance. These forms of governance are important to make the distinction between the constitutive conceptual framework of governance, hierarchy and market networks. It is also important to distinguish the functions of the civil society, market networks, and the state. This assists in avoiding the duplication of functions in a society.

2.3.5 Summary

Good governance is important in order to improve the lives of people. Therefore, good governance is all about the process for making, implementing and evaluating decisions. The good governance decision-making process shares several characteristics, which include consultation policies, meeting procedures and good working relationships.

2.4 CITIZEN ENGAGEMENT

2.4.1 Legislative and policy considerations for citizen engagement and decentralisation

Community and civic engagement is an important instrument in terms of policy considerations. It is a legislative and constitutional prerequisite that local communities have to participate through distinct processes like partnerships, budgeting, Ward Committees and Integrated Development Planning. According to the Local Government: Municipal Systems Act (Act 32 of 2000), it is important for municipalities to develop a culture of municipal governance. It is the responsibility of municipalities to ensure that this culture complements formal representative government with participatory governance. The commitment to civic engagement has played an important role in enhancing local governance. De Visser (2005: 201) points out that civic engagement should be encouraged in municipal councils. The main purpose is to entrench and ensure that participatory governance is effective as a result of representative democracy. Thus, participatory governance is not a privilege, but a legal and political right for good governance.

There are distinct external consultation processes highlighted in the Local Government: Municipal Systems Act, 2000 and the Municipal Finance Management Act, 2003 (Act 56 of 2003). It is important to consult external stakeholders to obtain input to improve the lives of citizens. The consultation can be either informal, formal or informal, and can include provincial and national departments, small businesses, public entities, and public meetings with residents. The main purpose is to establish a clearly detailed legislative and policy framework in order to facilitate citizen engagement and decentralisation.

According to Mfenguza (2007: 1), community participation in a democratic dispensation is encouraged through various policy initiatives, such as the Constitution. The Constitution states that the National Assembly (NA) must facilitate community involvement in the legislative and other processes of the Assembly and its committees. Other provisions are made through legislation, such as the Municipal Systems Act, 2000 and the Municipal Structures Act, 1998 (Act 117 of 1998). The main purpose of the legislation is to ensure that community participation becomes a democratic culture of local governance. According to the Local Government Municipal Systems Act, 2000, community members have the right and duty to contribute to the decision-making processes of the municipality. It is therefore the responsibility of municipalities to consult with communities in order for them to be part of the decision-making process. Gaventa (2002: 1) further states that large institutions and policies have to reflect the ideas and opinions of the people. This has to be done through new forms of consultation,

deliberation, and mobilisation in order to encourage community participation. It is therefore important for community participation to be guided in accordance with legislation. Moreover, the Gauteng Provincial Legislature (2012) emphasises that communities should be aware of the programmes or activities and policies of local government, as this is constitutional mandate. Local government has to inform communities of aspects that concern their lives. The involvement of communities also contributes to and enhances service delivery. According to Hill (2009: 69-74), the main purpose of local economic development is to improve the wellbeing or lives of communities.

Nil-Nkomo (2012: 41) states that local government officials should form partnerships with the communities in their areas. The Constitution and other legislation support engagement between communities and municipalities. The basic principles and values of governing public administration are prescribed in Chapter 10 of the Constitution. The main purpose is to guide and give direction to local government officials on how to execute their function.

Vil-Nkomo (2012: 44) further argues that communities should be the founders and formulators of policies rather than the endorsers. It is important for communities to play an active role in the formulation of the policies, as the decisions will affect their lives. Community involvement in policymaking will assist in ensuring that policies are relevant to the needs of the community. Public participation has always been an important edifice in the making of a post-apartheid society. Scott (2009: 45) and Baccus and Hicks (2007: 9) point out that there is a variety of legislation that supports community participation.

Mtshweni (2009: 114) and King and Stoker (1996: 1) assert that the effective participation of communities in local government affairs is the strongest tool to achieve service delivery. It is therefore the responsibility of local government to foster participation in all activities of municipalities. Government departments also have the prerogative to involve communities in their activities. The main purpose of community involvement is to ensure community satisfaction and improve the lives of people. The transformation process in order to function effectively has to involve government institutions and other developmental agencies. Development agencies have to include private and voluntary sectors. These sectors seek to address issues of participation in local government, while local government or municipalities have to play an important role in promoting community involvement in local affairs.

Nyati (2008: 102) asserts that the main purpose of local government is to provide basic services to the community. It is therefore important for local government to have officials who have the right skills in the right positions in order to achieve the goals of municipalities' activities and programmes. Mello (2002: 108) emphasises that community participation can be transformed to make local government more developmental.

2.4.2 Civic engagement and democratic decentralisation

The objectives of local government, detailed in Section 152 (1) of the Constitution, provide the basis for decentralisation:

• To provide democratic and accountable government.

• To ensure the provision of services in a sustainable manner.

• To promote social and economic development.

• To promote a safe and healthy environment.

• To encourage the involvement of communities and organisations.

Civic engagement plays an important role to make community participation effective in order to achieve their needs. Civic engagement suggests the involvement of civil society in the affairs of government, such as the administration, organisation and politics. Khosa (2003) adds that there are basic requirements for civic engagement to be effective, namely:

- It is about the information and an understanding of current problems in order to complete data on the respective community.

- It is also important to acknowledge that elites are unable to solve community problems; they need civic organisations in order to produce the desired results.

- The involvement of as many groups and individuals as possible can assist in achieving the desired goals.

- The effective operations of the community and civic organisation should include all social and economic issues.

- In some areas, civic engagement play an important role in ensuring that the quality life of the communities is improved.

It is therefore important for communities and civic organisations to take responsibility for framing the goals and values that relate to quality of life. According to De Visser (2005: 198), the broader social good of a society can happen through the active participation of the community and civic organisations in good governance. It is important to acknowledge that citizens play an integral part in participating in public policy-making processes. However, the most important basic mechanism for participation in a democratic state is the right to vote.

2.4.3 Summary

The relationship between the community and community-based organisations should be treated as an important vehicle to improve the lives of citizens. Hence, civic engagement can be regarded as a tool to change the lives of people. This can be done through developing and combining values, knowledge, motivation, and skills in order to make a difference in the living standards of communities. In order to promote the quality of life of communities, it is important to engage both political and non-political processes.

2.5 PUBLIC PARTICIPATION IN DEMOCRATIC LOCAL GOVERNMENT

2.5.1 The theoretical underpinning of public participation

Over the years, the government has tried to pursue developmental initiatives that can better the lives of communities. Some of the initiatives include the decentralisation of decision-making, outsourcing, privatisation and an emphasis on monitoring and evaluation. The main purpose is to network and give enough recognition to diversity and division in coexisting society. In this way, local government is managing to promote deeper responsiveness to service constituencies and reshaping accountability relationships. Civil society is also playing an important role as the organising vehicle for participatory governance (Lovan, Murray & Schaffer, 2004: 1-2).

According to Cornwall (2002: 1), public participation is gaining momentum in local governance and is shaping the quality and legitimacy of decision-making. This is regarded as the tool of emerging democratic practices that is used as a model of political participation. Knight, Chigudu and Tandon (2002: 162) argue that a strong civil society and a strong state can play an important role in deepening democracy and enlarge the role for community participation.

Cornwall (2002: 11) maintains that participation in the early 1980s emerged as a belief which caught the attention of mainstream development agencies to make their interventions more effective. The idea of participation made development agencies concentrate on the poor, and efficiency and effectiveness, which had to be driven by the people. However, participatory governance, although benefitting communities, also has many drawbacks. Democratic and local governance principles are not clearly set out in order to achieve the goals of public participation. The other questions relate to knowing how the community participates, and to what level the community is able to participate, in order to evaluate the complex issues. This leaves the community not knowing what the goals for participation or the exchange of information are.

Atkinson (1992: 3) refers to different levels of citizen participation in political systems. This includes where citizens vote for people who have to represent them in various bodies, which is known as electoral participation. Citizens thus participate during general elections and by-elections. Another level of participation relates to citizens who are obliged to pay taxes or perform military duty, which is known as obligatory participation. Citizen action is controlled and initiated by the citizens through public protests, lobbying and various activities to raise their concerns. It is therefore important to involve citizens in any governmental initiatives and activities in order for them to be part of decision-making. The main purpose of this is to make communities actively involved in local government so that they can make informed decisions. Tying up with this research, Ward Committees are an important link between communities and elected representatives.

Moreover, Atkinson (1992:43-44) argues that the main goal of public participation is to provide or share information between communities and local government officials. A second goal of public participation is to allow communities to oppose and come up with constructive criticism. Yet another goal is to inform policy makers about the preferences of the public. The main goals of democracy and local government however remain to empower community leaders, in order to improve the effectiveness of decision-making and include communities in the planning process.

Arnstein (1989: 217) refers to the eight levels of community participation. They are manipulation, placation, therapy, consultation, informing, delegated power, citizen control and partnership. All these levels play an important role in influencing decision-making in communities; they also hold real power to obtain outcomes.

According to Arnstein (1989: 218), manipulation and therapy determine the non-participation of communities, which is a substitute for community participation. Informing and consultation allow those who have been excluded from decision making to participate actively and have an opportunity to exchange information. The main purpose of informing and consultation is to give a voice to communities on the issues affecting them. Placation is a mechanism that allows communities to obtain advice, while partnerships enable citizens to engage in all matters affecting them, Delegated power and citizen control allow communities to be part of decision-making.

Skenjana and Kimemia (2011: 56) emphasise the importance of municipal councils to determine procedures, mechanisms and processes for interaction between communities, Ward Committees, councillors and municipal management. However, the Constitution is the dominant discourse, which encourages the involvement of communities in local government affairs.

Cases such as Grootboom vs. SA State (Madzivhandila & Asha, 2012) exist in which socio-economic rights were successfully defended in a court of law. The local authorities, according to the court, were not compelled to provide sustainable and quality services to the affected communities and the right to adequate service delivery was not enforced. However, the Ward Committees and Ward Councillors were expected to ensure that the concerns of the communities are represented in the municipal council (Skenjana & Kimemia, 2011: 56).

Atkinson (1992:25) Ward Councillors also have the following responsibilities, which have to be present in a municipal council:

- They have to give a feedback on the decisions taken by the municipal council in terms of development projects and programmes affecting them.

- They have to assess the municipality's programmes and plans, and the future impact to communities.

- They have to ensure that the services or developmental projects are delivered effectively, fairly, and in a sustainable way.

- They have to ensure that the IDP includes all the capital projects.

- They have to inform the municipal council on all issues of the communities and keep close contact with their constituencies.

It is also important for Ward Councillors to convey important information from the municipal council to communities (Atkinson, 1992: 25).

2.5.2 Public participation

Public participation is important, particularly in South Africa, whereby African, Coloured and Indian communities were excluded before 1994. Statutory mechanisms such as the Group Areas Act (41 of 1950) and the Population Registration Act (41 of 1950) emphasised the exclusion of the majority of communities in decision-making. The transition process after the 1994 elections to democracy, which led to the new Government of National Unity (GNU), had to address the challenges of previous injustices and bring communities closer to decision-makers. Local government, as the sphere of government closest to the people, therefore has a task to ensure that communities participate actively in local government's service delivery.

The Constitution emphasises the upliftment of local communities in terms of socio-economic issues and access to essential services. Since 1996, the local government sphere became independent and was no longer an extension of the national or provincial government. The main purpose was to ensure a people-centred, developmental approach and Integrated Development Planning at the local level. The Local Government: Municipal Systems Act, 2000 developed the culture of public participation. This has assisted in building the capacity of local communities, councillors, and officials to participate in local government affairs.

The Constitution and other legal frameworks have assisted in ensuring that the unequal access to formal participation under apartheid no longer exists. There are many platforms in South Africa that make community participation in local government effective, such as elections and referendum. Their main objective is to uphold and strengthen the principles of participatory democracy. It is also important for local government to alleviate poverty and drive socio-economic development initiatives through service delivery. It is against this backdrop that the Constitution encourages the involvement of communities and community organisations in matters of local government.

The South African government has a basket of legislation that allows communities to participate in budgeting, planning and decision-making. Community participation in South Africa has shown stability due to peaceful, free, and fair electoral processes. This became evident when electoral turnout increased during the 2011 local government elections. Although

majority support for the dominant party, the ANC, continued, on the other, hand the DA's support grew. This means that democratic consolidation is growing in South Africa, which is something to be celebrated. In order to sustain democracy, a set of rules, procedures, and implementation is needed, more than just a structure. Democracy is not only a structure and depends on the ongoing participation between communities, stakeholders, and local government officials (Davids, 2005: 6).

2.5.3 Public participation in local government

Community members have the responsibility to participate in all community structures. Community participation should influence the decisions and outcomes of such structures, and should always be part of the integrated system in all decisions, not just with voting. It is therefore important for municipalities, Ward Committees and Ward Councillors to hold meetings in order to exchange information and give feedback. It is also important for communities to present their needs in order to take collective decisions (Cloete & Thornhill, 2005: 122).

It is in this regard that anything presented outside of the meetings is invalid and cannot be considered. Feedback is the most important approach, which informs communities on the utilisation of resources in terms of services rendered. Transparency, fairness and accountability are the best tools to gain the trust of communities. In order for all role players in local government to gain the trust of communities, they have to set milestones, benchmarking and performance evaluations (Ismail *et al*., 1997: 10).

According to McLaverty (2000: 40), local government has to be seen as the central role of local democracy. Therefore, local government should develop strategies and mechanisms to continuously engage with communities, business and civic organisations. In this regard, municipalities are required to involve civil society organisations in budget formulation and in planning processes.

2.5.4 Public participation in South Africa

Community participation and civil engagement in South Africa has been accepted as the core value of democracy and basic human rights in local government. Community participation became a constitutional imperative whereby the people-centred approach was established in South Africa. The Constitution encourages the community to participate in policy-making and to be active role players rather than consumers of the services. Local government has to come

with formal and informal initiatives that include public hearings, Ward Committees, roadshows and public meetings in order to meet the needs of the community. Although public protests and civil engagement are also major features of public participation, the focus is on Ward Committees. Local government also has to come up with an effective communication strategy regarding local service delivery (Ndevu, 2011: 1249).

Returning to Ward Committees, Qwabe and Mdaka (2011: 58) state that they were established as advisory bodies for councillors. Therefore, Ward Committees have to identify ward-related needs and challenges and communicate information to communities and local government officials. Thus, they are intended to inform council decisions, and to communicate effectively between the local council and the community. The Ward Committees have to assist the Ward councillor with consultation and report back to the community.

Skenjana and Kimemia (2011: 59) opine that the IDP processes are not allowing communities to contribute to the content; rather it is a top-down process with communities on proposals developed by municipal officials. Williams (2006: 197) says ordinary people have mostly become endorsees of pre-designed planning programmes, which becomes the objects of administrative manipulation. This lack of training, skills, and expertise hamper the effectiveness of community participation.

Skenjana and Kimemia (2011: 59) highlight the fact that Ward Committees face vast challenges, which include the lack of resources, transport, and logistical problems, the technical language of IDP proposals submitted by municipalities, and the inability to make sense of legal issues. Another challenge is that Ward Committees undermine the rights of communities as they have to deal with political party dominance at local government level (Piper & Deacon, 2008: 61; Smith, 2008). Research conducted by the Department of Cooperative Governance and Traditional Affairs (COGTA) indicates that the instability and dysfunctionality of local government is caused by the interference of political parties (COGTA, 2009).

Despite the challenges, the Centre for Policy Studies (Paradza, Mokwena & Richards 2010: 89-90) confirms that Ward Councillors manage to be effective and transparent in terms of service delivery. Oversight on Ward Councillors shows the progress on communities' feedback and in service delivery. Communities appear to be more satisfied when they are aware of the challenges facing municipalities and the solutions to address the situation. Municipal administration also appears to improve service delivery performance. Communities appear to

have trust in local government when there is a platform to express their needs. It is important for local government to hear and act on the needs and concerns of communities.

Paradza *et al*. (2010: 89-90) found that the encouragement of community participation brings quality service delivery and enhances their trust in local government. The improved performance of local government in terms of providing services appears to increase public trust and confidence.

2.5.5 Summary

Public participation is a political principle or practice, and may be recognised as a right to public participation. The term public participation is often used interchangeably with the concept or practice of stakeholder engagement or popular participation.

2.6 THE ELECTORAL SYSTEM

2.6.1 Overview

South Africa has structured its electoral system in such a way that voters prefer political parties above candidates. Political parties are allocated seats proportionally to the votes received. The same applies to metropolitan council seats. The electoral system stresses representation, concentration, participation and accountability. All political parties are treated equally and political parties are represented according to the votes received during election.

Concentration focuses on the aggregation of social interests and political opinions in a way that enables political institutions to act. Community participation is an important instrument to ensure that ordinary people take part in decision-making. These decisions should be based on the needs of the local communities. It is in this regard that elected representatives in the municipalities have a responsibility to account to their constituencies. The Batho Pele principles are one of the tools for serving communities (Thornhill 1995: 16-19).

Turning to the 2011 local government elections, it was another major political milestone, which was successfully held with a record turnout. The final voter turnout was 57.6%, which was one of the highest for a municipal election. The ANC won the highest number of seats and councils,

198 councils and 5 633 seats, constituting 62% of the vote. The results for these elections are shown below (Cameron, 2001: 38):

PARTY	COUNCIL	SEAT	% SUPPORT
ANC	198	5633	62%
DA	18	1555	23.9%
IFP	5	352	3.6%
NFP	2	224	2.4%
COPE	0	236	2.1%

Other parties that received less than 1% of the vote were the UDM (65 seats); the PAC (40 seats); the ACDP (40 seats); the VF Plus (38 seats); the APC (28 seats); the UCDP (25 seats); and AZAPO (15 seats). In addition, 45 independent councillors were elected (Hetherington 2011: 14). The voter turnout recorded an increase of almost 9% on the 2006 (48%) and 2000 (48%) elections. Four of the nine provinces exceeded the national average and in three of them, the turnout exceeded 60% (Cameron, 2001: 40). The ANC remained the dominant party at the local sphere, controlling 62% of the council seats; however, its support declined by 4% since 2006. The DA's share of council seats increased from 16% to 24% (Cameron, 2001: 40). In fact, prior to the elections, Cameron (2001: 41) pointed out that this election was the most important election since 1994 as the ANC and DA were battling for control of the municipalities in the country. It can be seen that the ANC is steadily losing its support on the ground. The major factors that led to the ANC losing support were that it had not succeeded in improving service delivery, curbing corruption, improving community safety and community participation and involvement, and strengthening local governance. These issues intensified the harsh realities on the ground (Maserumule, 2008: 11).

Turning now to the 2016 local government election results, the ANC remained the largest party, obtaining 53.91% of the votes nationally, a fall from the 62.93% achieved in 2011. The DA retained second position at 26.90%, up from 24.1% in 2011, while the EFF obtained 8.19% in their first municipal election.

The decline in ANC support was most significant in urban areas, with it losing its outright majority in four of the country's eight metropolitan municipalities for the first time since 1994. The ANC retained Buffalo City, Mangaung and eThekwini, but with decreased majorities in Buffalo City and eThekwini. In the City of Johannesburg and Ekurhuleni, the ANC lost its majority. The DA increased its majority in the City of Cape Town, and achieved pluralities in Tshwane and Nelson Mandela Bay, its first in metropolitan municipalities outside of the Western Cape. Of the four hung metropolitan municipalities, the ANC retained Ekurhuleni through a coalition, while the DA gained control of Nelson Mandela Bay through a coalition, and formed minority governments in Johannesburg and Tshwane.

National results by political party in 2016

Party	Ward votes	%	PR votes	%	Ward + PR votes	%	DC votes	%	Total votes	%
ANC	7,978,983	53.34	8,124,223	54.49	16,103,206	53.91	5,347,126	61.68	21,450,332	55.65
DA	4,004,865	26.77	4,028,765	27.02	8,033,630	26.90	1,429,868	16.52	9,463,498	24.57
EFF	1,217,805	8.14	1,229,548	8.25	2,447,353	8.19	755,326	8.73	3,202,679	8.31
IFP	632,102	4.23	636,722	4.27	1,268,824	4.25	554,558	6.41	1,823,382	4.73
AIC	88,501	0.59	145,759	0.98	234,260	0.78	99,395	1.15	333,655	0.87
FFP	115,993	0.78	113,288	0.76	229,281	0.77	78,268	0.90	307,549	0.80
UDM	76,351	0.51	91,271	0.61	167,622	0.56	70,378	0.81	238,000	0.62
COPE	62,582	0.42	67,779	0.45	130,361	0.44	55,824	0.65	186,185	0.48

| ACDP | 61,966 | 0.41 | 62,463 | 0.42 | 124,429 | 0.42 | 26,536 | 0.31 | 150,965 | 0.39 |
| Forum 4 service delivery | 28,638 | 0.19 | 28,849 | 0.19 | 57,487 | 0.19 | 29,180 | 0.34 | 86,667 | 0.22% |

2.6.2 Summary

South Africa's electoral system was carefully considered. The challenge faced at Codesa was to select an appropriate electoral system for a highly divided and unequal society in the process of a delicate transition. The configuration of an electoral system is of fundamental importance to the nature of a country's politics. It is important to match the preferences of citizens, the preferences of elected officials, and the government's policy direction. South Africa's proportional representation system was selected for its inclusiveness, simplicity, and tendency to encourage a coalition government.

Electoral systems can be compared along three broad dimensions: its ballot structure, how citizens cast their vote, and what they vote for; its district structure, how many districts there are, and the number of seats per district; and the electoral formula, how votes are converted into seats. For South Africa's national elections, citizens cast a vote for a single party of their choice. The country is divided into ten large multi-member district regions: nine corresponding to the nine provinces with 200 seats, ranging from five to 48 seats in each region, and one national district for the country as a whole, with 200 seats. It employs a proportional representation system, allocating seats in direct proportion to the number of votes a party received.

2.7 LEGISLATIVE SUPPORT FOR THE ESTABLISHMENT OF WARD COMMITTEES AND COMMUNITY PARTICIPATION

2.7.1 Assignment of powers to municipalities

The national and provincial spheres of government in South Africa have more powers to assign legislative powers to the municipalities or local government sphere. All these spheres of government are intergovernmental, which allow for the independence of municipalities.

According to the Local Government: Municipal Systems Act, 2000, it is important for the Minister of Cooperate Governance to be consulted in terms of initiating an assignment. It is also important for the Member of the Executive Committee (MEC) in the province to consult with the local government when introducing a bill. The relevant Minister or MEC must ensure that there is sufficient funding for capacity development. It is therefore for the MEC or Minister to make sure that the assignment falls in the scope of Schedule 4B and 5B of the Constitution and has no financial implications.

The Division of Revenue Act (Act 7 of 2003) stipulates that transfers can take place when there is written approval from the National Treasury. Provision for the required funding is conditionality (DPLG 2004). The assignment function to local government by national or provincial should be in line with Sections 44 (1) (a) (111) and 104 (1) (c) of the Constitution. It is important that the relevant Minister or MEC should be guided by Section 9 (1) of the Local Government: Municipal Systems Act, 2000. The Financial and Fiscal Commission has to assist the Ministers of Co-operative Government and Finance and organise local government for financial assessment.

The initiating Minister must assess whether the assignment is an imposition on the municipalities concerned or falls outside Schedules 4, Part B and 5, Part B, or has financial implications. Capacity development and funding are a legislative requirement. Sections 9(2), (3) and (4) of the same Act compel the initiating MEC to consult provincially with the MECs for local government and finance and organised local government. The initiating Minister or MEC for the assignment must consult the Minister of Co-operative Governance before concluding the agreement in terms of sections 10 (1) and 10 (2) of the Local Government: Municipal Systems Act, 2000. Funding and capacity building are a prerequisite in terms of sections 10 (3) and 10 (2) of the Local Government: Municipal Systems Act, 2000, respectively, if the assignment is beyond Schedules 4B and 5B. Statutory enactments strengthen municipalities in their negotiations with other spheres, particularly in relation to the assignment of duties (De Visser, 2005: 76).

Section 156 (4) of the Constitution has entrenched the notion of subsidiary, which only applies to the functional areas of Schedules 4A and 5A. Some key principles affecting assignments are

subsidiary, the Labour Relations Act, and others (DPLG, 2010: 76–77). Spheres are required to co-operate and compete and agreement is critical to the process (Chapter 3 of the Constitution).

Key principles

• Subsidiary: responsibilities are assigned downwards: however, local effectiveness and capacity is critical (Section 156 (4) of the Constitution).

• Functions are indivisible with a single authority and cannot be split between spheres and municipalities.

• General assignments made to all, or a category of municipalities, are preferable. The exact definition (a clear assignment of functions) must be finalised so that there is no confusion about roles and responsibilities.

• The state organ rendering the service must be paid an equitable share allocation and allocated revenue raising powers (Section 27 (2) of the Division of Revenue Act, 2003).

• Assignments are permanent: a province may exercise supervisory powers in terms of Section 138 to correct non-performance, but may not revoke an assignment.

• The Labour Relations Act, 1995 (Act 66 of 1995) facilitates staff transfer from national/provincial to the local sphere.

• Minimum consultation procedures have to be adhered to in terms of Sections 9 and 10 of the Local Government: Municipal Systems Act, 2000; Section 27 of the Division of Revenue Act, and Section 6 of the Intergovernmental Relations Act, 1997 (Act 97 of 1997).

It is important to take these principles seriously in order to have a positive impact on the finances of the local government. The main purpose is to avoid negative financing and capacity affects the issue of financing and capacity if these basic principles are not adhered to.

The Constitution states that the objective of local government is to encourage the involvement of communities and community organisations in the matters of local government. It is hereby that the South African government in the 1990s begun to transform municipalities or local government. This was through or in terms of de-racialisation and rationalisation of local government. The final stage was the finalisation process of 843 municipalities into 284 new municipalities, as the prescriptions of the Constitution (Steytler, 2005: 188-189).

The most important legislation enacted was the Local Government: Municipal Structures Act 117 of 1998 and the Local Government Municipal System Act, 2000. These Acts assisted in the establishment of Ward Committees and encouraged communities to engage in the affairs of municipalities, particularly in planning, service delivery and performance management. The electoral system was established in terms of Chapter 3 of the Local Government Municipal Structures Act, 1998. The electoral system combines both a PR and a winner-takes-all ward.

The Municipal Structures Act, 1998 requires the document titled, the *Establishment of Ward Committees*. This document has to state that local government structures have a responsibility to promote local democracy, social and economic development. Another main purpose of establishing Ward Committees is to promote civil society involvement in the performance and functions of local government. The main purpose of the active participation of local communities in local government is for effective participatory democracy, transparency, and accountability. According to the *Establishment of Ward Committees* document, local government has to institutionalise the involvement of civil society.

According to Local Government Municipal Structures Act, 1998, the Ward Committees have to play an important role in the Integrated Development Plan (IDP) as well as municipality budget. The non-political organisations are also encouraged to consult Ward Committees in order to discuss issues affecting them. It is therefore the responsibility of Ward Committees to invite people with specialised knowledge and municipal council officials to advise them on different matters. In this regard, it is important for the Ward Committees to take cognisance of the needs of the communities and engage with local government officials. Ward Committees have several functions, which include socio-economic development, promotion of participatory democracy, and consultative and advisory functions.

2.7.2 The composition and election of Ward Committee's members

As noted above, section 73 of the Local Government Municipal Structures Act, 1998, prescribed that a maximum of ten individuals will comprise a Ward Committee. In addition, this Act prescribes that women should be equitably represented in Ward Committees, and a diversity of interests should be represented. It is not stipulated what these interests might be and whether they should coincide with the 35 functional areas of provincial and local government competencies, listed in Schedule 5 of the Constitution. In addition, according to the Ward Committees document 2001, the establishment of Ward Committees have to represent the local communities of that area. It is important for Ward Committees to take into

account the geographic representation. It is also important when electing Ward Committees to consider interests groups and people with special skills in the communities.

2.7.3 Ward Committees and the role of Ward Councillors

Community participation in local government is stipulated in the Municipal Structures Act, 1998. According to Cloete and Thornhill (2005:102), the local government function to promote community participation is provided for in the Municipal Structures Act, 1998 (Act 117 of 1998) to establish Ward Committees.

Mbambo (2008: 767-780) states that Ward Committees are a broadly applied and accepted model, not only as the vehicle for community participation. The main role and functions of Ward Committees are to make sure that community participation exists in local government. Therefore, Ward Committees are regarded as a key mechanism for communication with the communities and they play an important role as the link between local communities and elected representatives.

Although Ward Committees act as the facilitators between local communities and municipalities, their greatest challenge is the lack of support from the municipalities. Ward Committees are not paid for participating in municipal planning and sometimes they are exploited for political support. This undermines the powers and functions of Ward Committees (Mbambo, 2008: 767-780). Ward Committees' and Ward Councillors' main responsibility is to represent the needs and demands of the community. This means that Ward Committees and Ward Councillors are elected by the communities to represent them in the decision-making processes. It is therefore important for the Ward Committees to take a leading role in the initiation process of the Integrated Development Planning.

Their main purpose is to make sure that community needs are integrated in the planning process. Furthermore, Ward Committees have a responsibility to interact with the various stakeholders, including political parties, non-governmental organisations, and civil society organisations. The main reason for interaction is to understand, integrate, and communicate stakeholders and community demands to address service delivery. Through these interactions, the Ward Councillor should be able to understand the needs of the communities, integrate and communicate their demands, and determine measures to be taken in addressing service delivery (Gotz & Wooldridge, 2003: 16-17; Cloete & Thornhill 2005: 124-125).

Ward Committees are regarded as advisory committees, which consist of representatives from the community. Ward Committees are viewed as critical structures in the process of community participation and more importantly address the service delivery challenges at the local level. Ward Committees' main functions are to enhance communication between the municipality and local communities. Their focus should thus be on prioritising community needs and taking cognisance of the community's circumstances. In some instances, Ward Committees becoming ineffective or dysfunctional due to the conflict between Ward Committees and Ward Councillors. This is confirmed by a survey conducted by Idasa that almost 80% of the respondents expressed dissatisfaction with the services their municipalities provided. It is also acknowledged that communities are not happy with the way in which Ward Committees are established (Idasa, 2011:50).

Ward Committees appear to have several weaknesses as they have no real power and functions, and lack clear focus and clarity around their roles. This has led to Ward Committees being undermined and not taken seriously by the community and decision-makers. In addition, Ward Committees are manipulated and become extensions of political parties. Moreover, Ward Committees are insufficiently trained in order to carry out their mandated activities. They also lack administrative and infrastructural support, which is important in providing for the needs of the community (Davids, 2005:28).

Although there is a strong view that Ward Committees are properly constituted, they need support in terms of resources in order to become an important vehicle for facilitating participatory development. Smith (2008: 37) argues that the major challenge is the participatory system function, which has to accommodate the diverse needs and interests of the community. It is therefore important for the Department of Co-operative Governance to come up with community participation initiatives in strengthening and empowering Ward Committees.

De Visser (2005: 144) points out that it is critical issue for the state institution to initiate the policy and procedural requirements. Another challenge is that the transfer of financial resources to local government is not adequate; this makes provision or distribution of services more difficult. Local government is dependent on the fiscal allocation from central government, which might not be enough to fulfil the needs of the society.

According to Chipu (2011: 223), some municipalities are not operationally functional and administratively effectively and this leads to local government delivering services ineffectively and inefficiently. The lack of skilled staff and the dependence of provincial and local

governments for funding from the national government is another challenge for decentralisation. This means that provincial and local governments lack technically skilled officials to carry out the supervising functions that are required. It is therefore important for the national government to have crucial roles that will sustain and promote decentralisation. The central or national government has to develop appropriate and effective national policies and regulations to strengthen the capacity of the local government. It is therefore important for the district municipalities and provincial government to play an important role in supporting and supervising local municipalities.

Hills (2009: 46) suggested that national and provincial governments are required to regulate and supervise the local government in order to oversee their effectiveness and accountability. The main purpose is to ensure that local government contributes to joint service delivery outcomes. In terms of ensuring the redistribution and oversight, it is important for the national and provincial government to develop monitoring capacity and strategy to provide strategic direction for local government.

Chipu (2011: 226) asserts that most municipalities have failed to provide effect to the principles of participatory democracy despite the best intentions of the legislators and policymakers. The Constitution and other legislation have provided the platform for the establishment of civic organisations. Civic organisations play an important role in improving the lives of the society as they challenge any irregularities related to the society. De Visser (2005: 106) opines that sustainable community participation is beneficial. The main purpose is to allow the community to express their views on matters related to them. This can assist in prioritising the needs of community, as diverse communities have diverse needs.

Returning to decentralisation, there has been conflict between districts and local municipalities. The main problem is that there is no clarity on the boundaries or functions of the districts and that of the local municipalities. Capacity is also critical for the success of decentralisation. It is dependent on the training of national and local officials in decentralised operations and administration. Public-Private Partnerships are important to assist with technical skills in terms of financing, planning and the management of decentralised functions.

2.7.4 The Constitution of the Republic of South Africa (Act 108 of 1996)
The main function of the local government is to provide basic services to the communities. In terms of Section 152 of the Constitution (1996: 51), the objective of local government is to encourage the involvement of communities and community-based organisations in the matters

of local government. This is used as an important vehicle that is an aid to deliberation, which goes beyond just consulting communities. According to Mello (2010: 136), it is important for the local government leadership to provide strong, effective, and cooperative leadership to the community. According to Section 195 (1) of the Constitution, it is important to use values and principles to govern public administration. These principles include that:

- Public administration must be development-oriented;
- Services must be provided impartially, fairly, equitably and without bias;
- People's needs must be responded to, and the public must be encouraged to participate in policy-making;
- Public administration must be accountable; and
- Transparency must be fostered by providing the public with timely, accessible, and accurate information.

Therefore, these principles have to ensure that the government and public officials encourage communities to participate in the matters affecting them. It is also an essential democratic right of the people to engage in activities that affect their lives. Therefore, local government has to ensure effective engagement of the community in the IDP process.

2.7.5 The Public Finance Management Act, 1999 (Act 1 of 1999)

The Public Financial Management Act, 1999 stipulates and regulates financial management in the national and provincial government. In the regulation of financial matters, government needs to consult with the communities on budgetary issues that affect them. Section 87 stipulates that, in terms of Section 91, the minister must establish a board to be known as the Accounting Standards Board, but before the board is established, community participation process is important in order to allow communities to voice their concerns.

2.7.6 The White Paper on Transforming Public Service Delivery, 1997: Batho Pele principles

Batho Pele, a Sotho translation for People First, is an initiative to make public officials more effective and efficient in executing their duties. It is important for these officials to strive for excellence in service delivery. This has to be seen through the commitment and continuous service delivery improvement. This important mechanism for effective community participation is transparent, which allows citizens to hold public officials accountable for the level of services they deliver. Batho Pele is an instrument for service delivery whereby citizens

are placed at the centre of public service planning and operations. The main purpose is to build the principles and practices and provide useful approaches to customer services.

Eight Batho Pele principles were developed to serve as an acceptable policy and legislative framework regarding service delivery in the public service. Batho Pele's eight key principles include:

Consultation: It is important for citizens to be consulted about the level and quality of services they would receive and, if situations permit, they should be given a choice about the service that they receive. Consultation is relevant to the IDP in that during the development of the IDP, communities are consulted and given an opportunity to state how they would want the service in their areas to be delivered.

Setting service standards*:* The standard of services that citizen expects should be communicated to them. During the IDP process, citizens should be given the service standards they would expect with regard to their services.

Increasing access: Citizens should have equal access to the service to which they are entitled. The participation of the community in the IDP increases the chances of citizens having access to information on the operations of the municipality.

Ensuring courtesy: South African citizens be treated with respect, courtesy and consideration.

Providing information: In order for citizens to fully participate in government affairs in all spheres of government, they should be given full and accurate information.

Openness and transparency: Participation of communities in matters of local government, including municipalities, increases the accountability and transparency of government and municipal officials.

Redress: In a case whereby the promised standard of service is not delivered, citizens should be offered an apology, a full explanation, and a speedy and effective remedy. Furthermore, when complaints are made citizens should receive a sympathetic, positive response.

Value for money: Public services should be provided inexpensively and cost-effectively in order to give citizens the best possible value for money.

2.7.7 The White Paper on Local Government 1998

The White Paper on Local Government 1998 is referred to as the mini-constitution of local government. According to the White Paper on Local Government, developmental local government is about working with citizens and groups within the community. The main idea of the White Paper is to meet the social needs of the communities and to find sustainable ways

to improve the quality of their lives (1998:23). Section B of the White Paper on Local Government instructs municipalities to develop mechanisms to ensure community participation in policy initiation, formulation, implementation, monitoring, and evaluation of programmes. It is therefore important for each municipality to develop an effective system of community participation (RSA, 1998:33). The interaction between stakeholders, communities, and local authorities is required to ensure and inform on the expectations of the community. This has to be motivated through the ability of municipal councils to deliver services (Davids 2002: 37). It is therefore important for the Ward Committees, councillors and municipal council to work with the people in order to respond to the needs of the people and ensure that service delivery is improved.

Section B of the White Paper on Local Government (1998: 23) indicates the characteristics of developmental local government as follows:

- **Maximizing social development and economic growth:** The powers and function of local government should be exercised in a way that has maximum impact on the social development of communities.
- **Integrating and coordinating:** Developmental local government must provide vision and leadership for all those who have a role to play in achieving local prosperity.
- **Democratising development**: Municipalities can render support to individuals and community initiatives, directing community energies into projects and programmes that benefit the area as a whole.
- **Leading and learning:** Developmental local government requires that municipalities become strategic, visionary and ultimately influential in the way they operate. Therefore, community participation in municipal matters is encouraged to ensure that these characteristics of developmental government are met and to ensure that service delivery is improved.

2.7.8 National Policy Framework for Public Participation, 2005

The purpose of this document is to provide a policy framework for public participation in South Africa. It builds on the commitment of the democratic government to deepen democracy, which is evoked in the Constitution. The concept of local government comprises the municipality and the community. The local government has an obligation to form a platform for community participation. The main purpose should be the empowerment of communities, and not token

consultation or manipulation. This commitment involves the establishment of Ward Committees and engaging with community-based organisations in assisting in planning and implementation of the projects.

The National Policy Framework for Public Participation (2005: 12) demonstrates the importance of community participation through stressing the commitment and accountability of local government officials. It is therefore important for municipalities to ensure that the IDP and other programmes from the local government reach all needy communities. Its emphasis should be on community participation in all development programmes in order to create a conducive environment.

2.7.9 The National Policy Framework for Public Participation, 2007

According to the National Policy Framework for Public Participation (2007: 22), principles of community participation outline how communities participate in their development and service delivery. The national policy framework principles to achieve community participation are stated as follows:

- **Inclusivity***:* the main purpose is to embrace the views and opinions of the people in the process of community participation. The views and opinions of the people are treated and taken into consideration and integrated into the IDP process.

- **Diversity***:* In a public participation process, it is important to recognise the differences connected with race, gender, religion, ethnicity, language, age, economic status and sexual orientation. These differences should be permitted to emerge and, where appropriate, ways should be sought to develop consensus. Planning processes must be built on these differences.

- **Building public participation:** Capacity-building is the active encouragement of stakeholders so that they clearly and fully understand the objective of community involvement and may, in turn, take such actions or conduct themselves in ways that are calculated to obtain or lead to the delivery of the objectives. During capacity building, community members should be encouraged to participate and the benefits of participation should be explained.

- **Transparency:** Promoting honesty, sincerity, and openness amongst all role players in the process of community participation is of paramount importance. Therefore, it is

imperative for government initiatives towards development to be conducted in a manner that promotes transparency and accountability.

- **Flexibility***:* This principle speaks to the ability to create an opportunity for adjustment for the use of the participatory process. Flexibility is often compulsory in respect of procedure and timing. If this principle is encouraged in the participatory processes, it will allow for adequate community participation, realistic management of costs, and a better ability to manage the quality of the output.

- **Approachability:** Accessibility is aimed at ensuring that stakeholders in a community are involved in a process and clearly recognise the aim, objectives, issues and procedures of the process, and are encouraged to take part effectively. This principle ensures not only that the stakeholders can link to the procedure and the issues at hand, but also that they, at the practical level, are able to make their input into the process.

- **Answerability:** All the participants in the participatory process take full responsibility for their individual actions and conduct. They are also willing and committed to implement, abide by, and communicate as necessary all measures and decisions in the course of the procedure.

- **Respect, trust, and commitment***:* In the whole process of public participation, trust is important. Trust is used to denote confidence and faithfulness in the honesty, sincerity, integrity, and ability of the procedure, thus facilitating the process. If the whole process of participation is done in a rush, without enough resources being allocated to carry out the process, it will undoubtedly be seen as a public relations exercise and is likely to diminish the trust and respect of the community in whoever is conducting the process in the long term, to the detriment of any community involvement process.

- **Integration:** The integration principle is important in the sense that community involvement processes are integrated into mainstream policies and services, such as the IDP process and service planning.

The policy for democratic developmental local government in terms of public participation has to contain these features, which are in the Constitution. It thereafter gives context to the National Policy Framework on Public Participation (NPFPP); 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); the Intergovernmental Relations Framework Act (Act 13 of 2005); and the White Paper on Transforming Public Service

Delivery (1997): Batho Pele Principles. The importance of these documents is to provide effective community and community-based organisations participation in local government matters. Effective community participation can occur through consultative meetings and public hearings.

2.7.10 The Promotion of Administrative Justice Act, 2000 (Act 3 of 2000)

The Promotion of Administrative Justice Act, 2000 gives effect to the right to administrative action that is lawful, reasonable, and procedurally fair. The Act also encourages and provides the right to written reasons for administrative action. It further seeks to promote an efficient administration and good governance and create a culture of accountability, openness, and transparency in the public administration. Another important function of the Act is to empower communities and evaluate the performance of a public function by giving effect to the right to just administrative action.

Section 4 of the Promotion of Administrative Justice Act, 2000 emphasises administrative action affecting the public. It is significant to give effect to the correct procedurally fair administrative action and decide whether to hold a public inquiry that can be followed by a notice and comment. It further states that if an administrator decides to hold a public inquiry or appoint a suitably qualified person, the administrator or the person or panel must determine the procedure for the public inquiry, which must include a public hearing.

It is important to note that community participation plays a vital role in the public hearing, which is a good practice. Thus, the views, opinions, perceptions, and comments of the community are valued.

2.7.11 The Municipal Structures Act, 1998 (Act 117 of 1998)

The purpose of the Municipal Structures Act is to provide for the establishment of municipalities. This should be done in accordance with the requirements relating to the categories and types of municipalities. Therefore, this Act assists in establishing criteria for determining the category of municipality to be established in an area. It defines the type of municipality that may be established within each category. The main purpose is to provide for an appropriate decision of functions and powers between categories of municipality. It also assists in regulating the internal systems, structures, and office-bearers of municipalities. In addition, it provides for appropriate electoral systems and for matters in connection therewith.

The Act (1998: 58) also provides guidelines and the functioning of various local political structures and the internal systems and structures. These structures include electoral systems and the division of powers and functions between district councils and local municipalities. The Act (1998: 90) emphasises community participation by stating that local government officials and representatives should report all municipal affairs to their communities. The main purpose is to ensure that community participation and consultation has an impact on the decisions taken by the municipal council.

In terms of Section 19 of the Act, municipalities are required to make every effort to attain the objectives set out in Section 152 of the Constitution, namely to:

- Develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers; and
- Review the desires of the community annually and devise municipal priorities and policies for meeting those desires and involving the community in all municipal processes.

It therefore is clear that community participation in matters of local government cannot be ignored in processes such as the IDP. Thus, community members should be encouraged to participate in programmes aimed at improving service delivery.

2.7.12 The Municipal Systems Act, 2000 (Act 32 of 2000)

The purpose of the Municipal Systems Act is to provide and enable municipalities to move progressively towards the social and economic development of local communities. Another purpose is to ensure that there is universal access to essential services and it must be affordable to all. The Act also defines the legal nature of a municipality as including the local community within the municipal area. Furthermore, the Act (2000: 97) provides and guides the political and administrative structures for the benefit of the communities. These structures have to establish a simple and enabling framework for the core processes of planning, performance management, and resource mobilisation. The framework also is important for organisational change, which underpins the notion of developmental local government. Moreover, it has to provide effective local government administration and human resource development.

The Act further empowers the poor and ensures that municipalities put in place service tariffs and credit control policies. These have to take into account the needs of the people by providing a framework for the provision of services, service delivery agreements, and municipal service districts. The main purpose is to provide for credit control and debt collection and to establish a framework for support, monitoring, and standard setting of local government. The local government has a responsibility to integrate all municipality activities in order to harmonise the local natural environment. It is also important for the Act to provide for legal matters pertaining to local government, and to provide for matters incidental thereto.

The Act (2000) further states that local government during development and implementation has to review the municipalities' performance management systems. These developments and implementation must always include local communities. It is important for the municipalities to allow communities to take part in formulating key performance indicators and targets.

The Act also encourages community participation in local government planning and budget processes. It is the responsibility of communities to monitor and performance review municipalities' activities. The focus of municipalities is to encourage the involvement of communities in their affairs, including Ward Committees and the IDP. The Act also provides that community participation in the affairs of the municipality must take place through political structures.

Chapter 2 of the Act encourages and stipulates community participation, consultation, and involvement in the activities and functions of municipalities (RSA, 1996: 30). The Act provides for all municipalities together with their stakeholders to jointly complete their IDP process (RSA, 1996: 36). It is also important for the municipalities to involve the communities' preparation, implementation, and review of the IDP. The communities have to expand their roles to establish, implement, and review performance management systems. It is also important to involve communities in preparing the local budget, and to make strategic decisions relating to the provision of municipal services (RSA, 1996: 30).

2.7.13 The Municipal Finance Management Act, 2003 (Act 56 of 2003)

The Local Government Municipal Finance Management Act, 2003 was established to provide sound and sustainable management of the finances of municipalities and other institutions in

the local sphere of government. It also established treasury norms and standards for the local sphere of government and provides for matters connected therewith. The Local Government Municipal Finance Management Act, 2003 plays a fundamental role in the finances of municipalities as to how they should be managed and it provides procedures.

The finances of the municipality should be made available to community members. Hence, Section 23 of the Act states that when the annual budget has been tabled, the municipal council must consider any views of the local community. It is significant that the views of the communities in the finances of the municipalities are important as municipalities service the communities.

Section 121 of the Act further states that the municipality must prepare an annual report. The main purpose is to provide a record of the activities of the municipality or municipal entity during the financial year. It also provides a report on performance against the budget of the municipality or municipal entity for that financial year. It promotes accountability to the local community for the decisions made throughout the year by the municipality and municipal entity. This indicates that the municipality has an obligation to account to the community for the monies used during the financial year.

2.7.14 The Municipal Property Rates Act, 2004 (Act 6 of 2004)

The Local Government Municipal Property Rates Act, 2004 regulates the power of a municipality to impose rates on property. The Act provides insights into the exclusion of certain properties from paying rates in the national interest. It also makes provision for municipalities to implement a transparent and fair system of exemptions, reductions and rebates through their rating policies. It is important that any rates of the municipality, which are to be increased or reduced, be commented on by the people who are affected. This can be done when the municipality invites the community and stakeholders to raise concerns. It is therefore important to have a platform for the communities to raise their concerns and that their concerns are taken seriously.

Before a municipality adopts its rates policy, it is important for it to follow a process of community participation in accordance with Chapter 4 of the Municipal Systems Act, 2000. The Act states that the municipality must develop a culture of community participation. It is also important for the municipality to establish mechanisms and procedures for community participation and communicate information to the communities.

The municipal manager must display the draft rates policy for a period of at least 30 days at the municipality's head office. These draft rates policies should also be displayed at the municipality's satellite offices and libraries, and on its website. It is the responsibility of the municipality to ensure that community members are aware of the draft rates policy. This has to be prepared for submission to the council and should be available at the municipality's offices for inspection during office hours. It is important for the municipal council to consider all the comments and representations before considering the draft rates policy. Section 5 of the Municipal Property Rates states that a municipality council must annually review and, if necessary, amends its rates policy. Any amendments to the rates policy must accompany the municipality's annual budget, when it is tabled in the council. Public participation in amendments to the rates policy must be effected through the municipality's annual budget process.

2.7.15 Integrated Development Planning

The White Paper has highlighted its mechanism for developmental local government in the Integrated Development Planning. It is not only the White Paper that has a mandate for community participation; there is other legislation that encourage community participation in the IDP process. An IDP is a development plan for a municipal area containing short-, medium- and long-term objectives and strategies. The main aim of the IDP is to coordinate the work of local and other spheres of government in a coherent plan to improve the quality of life of all the people living in an area. The institutional design and internal checks and balances assist in holding government agencies accountable to the community. Therefore, communities are responsible for monitoring municipalities' performances and demanding responsive behaviour. The IDP is based on community needs and priorities; therefore, through the IDP, the community has the opportunity to participate in identifying their important needs (DPLG, 2005: 141).

Functional democracy at local government level can be experienced when municipalities develop policies and mechanisms that connect with communities, businesses, and community groups. Section 16 of the Municipal Structures Act (1998: 38) encourages the local community to become involved in the affairs of the municipality. In this regard, the community can participate in the municipal planning processes. A practical example is when communities participate in the preparation, implementation and review of the IDP.

The Local Government Municipal Structures Act refers to the role of Ward Committees in the review of the IDP. In addition, the Ward Committees and communities have a right to review the budget. It is important that the mandate of the municipalities should be in line with the mandate of the national and provincial government. The Ward Committees have several functions, which include the promotion of social and economic development. It is also important for the Ward Committees to emphasise and encourage participatory democracy.

According to Section 29 of the Municipal Systems Act (2000: 36), municipalities must find ways in which they can consult communities and residents on their desires and aspirations. In this regard, the MSA requires an IDP to be developed by all municipalities in a manner that actively involves communities. The Act emphasises the significance of building capacity and distributing resources for community participation. Municipal officials must also find ways through which they can provide for community participation in the drafting process and the review of the IDP. This process could build confidence in the community so that it has the capacity to impact the IDP process in a meaningful way, which in turn improves public service delivery in their local area.

2.7.16 Summary

The Constitution (Act 108 of 1996) is the supreme law of the Republic of South Africa and provides, among others, for the three branches of government. The Legislature (Parliament, provincial legislatures and municipal councils) is the executive authority, with Parliament being the national legislature (law-making body) of South Africa. As such, one of its major functions is to pass new laws, to amend existing laws, and to repeal or abolish (cancel) old laws. This function is guided by the Constitution, which governs and applies to all law and conduct within South Africa. The process of making a law may start with a discussion document called a Green Paper that is drafted in the Ministry or department dealing with a particular issue. This discussion document gives an idea of the general thinking that informs a particular policy. It is then published for comment, suggestions, or ideas. This leads to the development of a more refined discussion document, a White Paper, which is a broad statement of government policy. The relevant department or task team drafts it and the relevant parliamentary committees may propose amendments or other proposals. After this, it is sent back to the Ministry for further discussion, input, and final decisions.

2.8 CONCLUSION

South Africa has a world-class constitution, which is supported by the best practices post-1994. It was in during the dawn of democracy that certain legislation introduced the notion of decentralisation and civic engagement in local governance. Community participation and civic engagement has become a key component of the new local dispensation, more specifically regarding local economic development. However, the large number of public protests on issues of poor service delivery shows that there is no consultation with communities and civic engagement structures. The poor quality of local leadership and the lack of vision is another fact that has impacted negatively on local governance. In order for local governance to be effective, it is important for it to use key components, such as political will, accountability, transparency, and commitment by the executive municipal functionaries in local government. There is a strong view that local government, instead of advancing the interests of the local communities, is rather concerned with political opportunism.

The findings of the Citizens' Survey conducted by Idasa bear ample testimony to the fact that politicians generally are unworthy of basic democratic governance principles and values. The only thing that is increasing in local government is individual benefit and political power. Another factor is that in South Africa there is huge gap between those who govern and those who are governed. The municipalities govern more on behalf of communities, than governing with the communities. Governing on behalf of communities is compromising the collective vision of establishing a developmental democracy. Therefore, it is clear that local government has to sustain robust community and civic engagement in order to address the needs of the society.

Government should be brought closer to local communities and democratic accountability should be promoted in order to enhance the efficiency and effectiveness of local service delivery. It is important for local government to empower local communities in order to enable them to resolve their local problems and promote community participation.

While decentralisation is being constitutionalised, it is important to take the political will seriously in the national, provincial, and local spheres of government. There are also several challenges that have been identified, such as a lack of technical competence, unfunded mandates, and a skills deficit, which can impact negatively on the local governance system. It is vital that all spheres of government work collaboratively with other key stakeholders and role players. The main purpose is to support, strengthen, and deliver the local government developmental mandate. Participatory democracy encourages community participation in the

IDP process, which is supported by the Constitution. It has to provide the road map on how the IDP at all levels of government should be conducted.

The Constitution indicates that it is local government's objective to encourage the involvement of communities and community organisations. Thus, it is important to adopt a partnership approach in order to provide strong leadership for the communities. Hence, local government authorities should create opportunities for community participation. This can be done by availing more resources to the communities.

The National Policy on Public Participation also emphasises the involvement of communities in the business of local government. Therefore, municipalities should always involve local communities in all matters that affect them.

The White Paper on Local Government (1998) gives effect to the new vision of local government entrenched in the Constitution. Section 2 of the White Paper provides the developmental vision of local government, which is based on working together with the communities. The main purpose is to find sustainable ways in order to meet the needs and improve the lives of the people. The involvement of communities in local government matters assists in deepening democracy. Therefore, communities are needed as voters in the processes of policymaking, and as consumers, service users, and partners in resource distribution. Chapter 4 of the Municipal Systems Act also talks about community engagement. Section 16 (1) indicates that municipalities should complement formal representative government with a system of participatory governance. The Act provides for involvement by those who cannot write and read. People with disabilities, women, and other disadvantaged group are also mentioned, which means they must not be left out.

The Municipal Structures Act further suggests that local municipalities should have Ward Committees as one of the specialised mechanisms to enhance participatory democracy in local government. Municipalities are bound to honour all fundamentals in these sections as they are in charge of identifying the specific process and regulations that will give effect to them. Engagement with the local community in the matters of the municipality must take place through political structures in terms of the Municipal Structures Act. The Batho Pele principles were also discussed, highlighting that it is imperative for municipalities to look at these principles for their IDP process in order to include local communities in the entire process.

Effective community participation should ensure compliance with the above legislative stipulations concerning the functioning of the IDP and Ward Committees.

CHAPTER THREE: THE MANGAUNG METROPOLITAN MUNICIPALITY

3.1 INTRODUCTION

The Mangaung Metropolitan Municipality is one of the municipalities in South Africa that are managing transformation and development in promoting service delivery. Their main objective is to prioritise the needs of the people and strive to achieve the developmental objectives of the Municipality. It is important for each municipality to play a major role in identifying all the obstacles that are derailing the progress of local government. The Municipality has introduced and advocates greater participation by communities. Community participation has been strengthened through the establishment of Ward Committees in order to ensure that communities are represented in the Municipality. The main purpose of establishing Ward Committees is to narrow the social and economic disparities between communities and elected representatives. It is important for the Ward Committees to include stakeholders and people who have scarce skills (Consolidated IDP: 2016-17).

It is important to note that the legislative framework that emphasises the need for public participation informs Ward Committees. Ward Committees are established and guided by the legislative frameworks, which serve as the theoretical pedestal. The Municipal Structures Act, 1998 and the Municipal System Act, 2000 have played an important role in the transformation and development of municipalities, by augmenting Chapter 7 of the Constitution.

This chapter will provide the location of the Mangaung Metropolitan Municipality, which includes Bloemfontein, Botshabelo, and Thaba Nchu. It will also examine the general functions

and powers of the municipal council and administrative officials. Further, it will discuss the upgrading of informal settlements in the Municipality.

Moreover, the chapter will define and theorise community governance and women's participation will be discussed. As the study deals with Wards 12, 14 and 19 of the Municipality under study, maps and a brief discussion of the wards will be provided.

3.1.1 Geography of the MANGAUNG METROPOLITAN MUNICIPALITY

Figure 1: Map of the MANGAUNG METROPOLITAN MUNICIPALITY
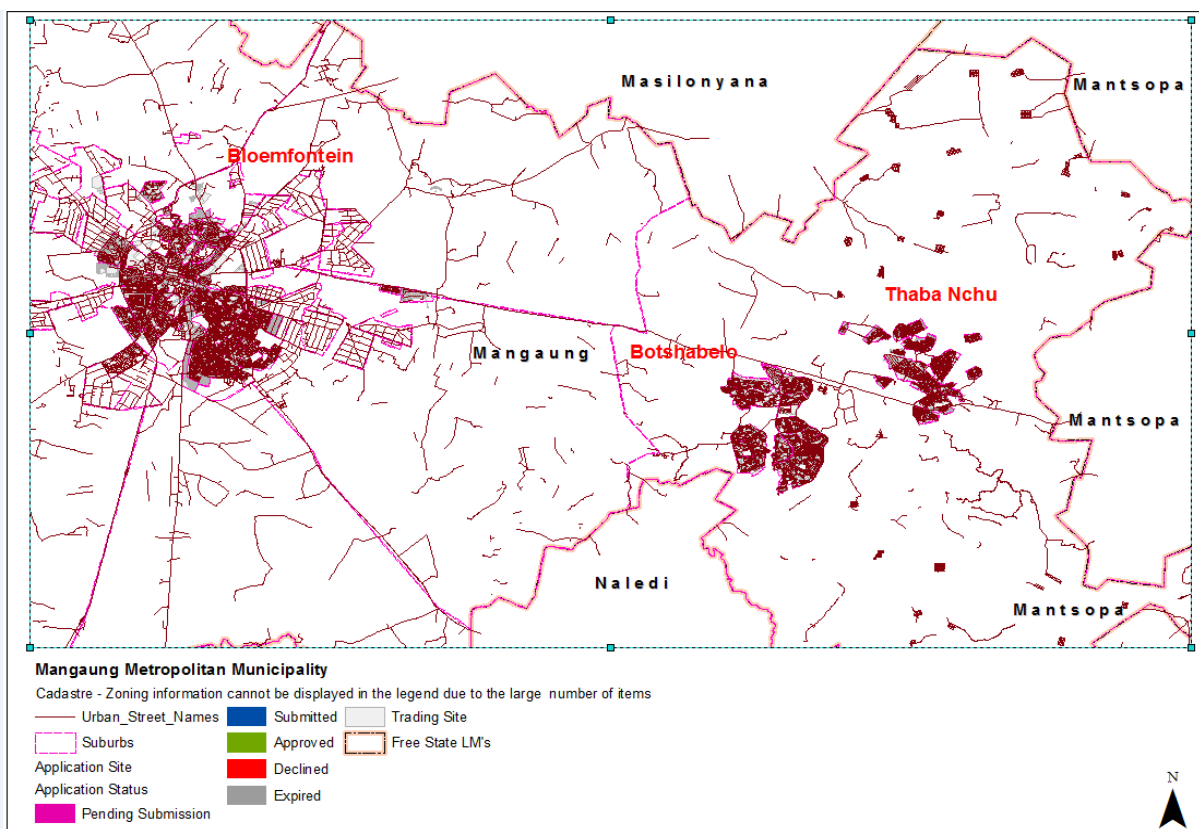
Source: MMM annual report 2015-16

The Mangaung Metropolitan Municipality is situated in the centre of the Free State Province. The Municipality is surrounded by, and it borders five provinces of South Africa, namely:

- The Eastern Cape

- Gauteng

- KwaZulu-Natal

- North West

- The Northern Cape

It also borders the neighbouring country of Lesotho.

The Mangaung Metropolitan Municipality before becoming a metro, it fell under the jurisdiction of the Motheo District Municipality. The Mangaung Metropolitan Municipality was formed after the local government elections in May 2011 through the amalgamation of the two Rural Councils and the Transitional Local Councils of:

- Bloemfontein

- Botshabelo

- Thaba Nchu

The main purpose of the Municipality is to integrate those communities that were previously disadvantaged in order to improve their living conditions. The Mangaung Metropolitan Municipality covers the city and towns including Mangaung, Botshabelo, Thaba Nchu, Wepener, Dewetsdorp, and Van Stadensrus.

It is important for the Municipality to encourage community participation in order to improve service delivery in the area. The Mangaung Metropolitan Municipality has to use the Constitution and other legislation that prescribe community participation (Van der Waldt, 2011: 49). Furthermore, the Municipality has to consider public participation as a starting point that underscores its significance in the delivery of services. It is also important for the Municipality to question why there are service delivery protests. Service delivery protests are occurring because the municipality did not deliver the services that they should. (Siphuma, 2009: 115).

3.2 MANAGEMENT

3.2.1 Political Management

The Mangaung Metropolitan Municipality comprises of political office bearers and administrative officials. The municipal council's primary function is to oversee the

management of administrative and political programmes. Thus, it is important to discuss the general function and powers of the municipal council.

3.2.1.1 The powers and functions of the municipal council

The Mangaung Metropolitan Municipality council has both legislative and executive authority. The legislative authority has the power to make by-laws, while the executive authority has the power to implement those by-laws. The municipal council has the responsibility to administer all the functions and mandates assigned to it by the national and provincial legislations. It is important for the municipal council to ensure that it is striving to achieve the constitutional objectives of local government (MMM annual report: 2015-16).

3.2.1.2 Roles and responsibilities of the municipal council

The Constitution, specifically Section 153, emphasises that municipal councils have to provide the following:

- It is to provide democratic and accountable government for local communities.
- It is to ensure the provision of services to communities in a sustainable manner.
- It is to promote social and economic development.
- It is to promote a safe and healthy environment.
- It to encourage the involvement of communities and community organisations in the matters of local government.

Different political parties, which are proportionally represented, form the municipal council. The main function of the council is to make by-laws, thus, the legislative authority, and implement those by-laws, thus, the executive authority. The legislative and executive authorities are set out in Schedule 4 and 5 of the Constitution. The municipal council has a responsibility to manage any matters that are assigned to it by provincial or national legislation. It is also important for the municipal council to capacitate its officials in order to achieve the constitutional objectives of local government.

Table 1: The Mangaung Metropolitan Municipal Council

PARTY	SEATS
ANC	58

DA	27
EFF	9
AIC	2
VF	2
ANA	1
COPE	1

Source: Mangaung Metropolitan Municipal Council document 2016-2021

3.2.1.3 The Executive Mayoral Committee

The Mangaung Metropolitan Municipality established its mayoral executive system of governance, which is known as the mayoral committee. The executive mayor of the Municipality has powers and the mandate to appoint the members of the mayoral committee. The mayoral committee must consist of the deputy mayor and councillors. The municipal council can designate that the mayoral committee (Municipal Structures Act, 1998) to perform other functions and powers of the executive mayor. The following roles are performed by the mayoral committee:

- The needs of the community. The communities need houses, water and sanitation, electricity, schools, clinics and roads.
- Prioritising to meet those needs. The communities have to be assisted in prioritising their needs, like housing, water, sanitation, and electricity.
- A process for involving the community. It is important for the mayoral committee to involve the communities as the different wards have different needs.
- Its organisational and delivery mechanisms for meeting the needs of the community.
- Its overall performance in achieving the constitutional objectives in terms of Section 79 of Municipal Structures Act, 1998.

Table 2: MMM Mayoral Committee

PORTFOLIOS

Speaker
Whip
MMC, Community and Social services
Deputy executive mayor and MMC for infrastructure and public works
MMC, Spatial Planning and Use Management
MMC, Finance, IDP and Performance Management
MMC, Environmental Management
MMC, Human Settlements and Housing
MMC, Corporate Services
MMC, Public Safety and Security Services
MMC. SMME and Rural Development

Source: Mangaung Metropolitan Municipal Council document 2016-2021

3.2.2 Administrative Management

The Mangaung Metropolitan Municipality consists of the following administrative officials:

Table 3: MMM administrative management officials

POSITIONS
Municipal Manager
Chief Financial Officer
Communications Officer
LED Officer
Acting Head: Planning
Head: Social Services
Head: Human Settlement and Housing

Head: Engineering Services
Head: Corporate Services

Source: Consolidated IDP 2016-17

3.2.2.1 Functions and powers of the administrative officials

The main functions and powers of the administrative officials are to deal with the day-to-day management operations. The Municipal Manager is the head of the administration of the Municipality and is regarded as the Accounting Officer. The Accounting Officer has to give direction to the staff and Heads of Departments (MPAC: 2015/16). The Heads of Departments and the Municipal Manager have responsibilities to ensure that the staff adheres to the direction of the municipal council. The staff also have to ensure that they are identifying service delivery. Administrative officials should also monitor the goals and objectives that set by the municipal council (MTREF: 2016/17-2018/19).

The primary functions of the administrative officials are the maintenance of the sewage systems, the maintenance of roads in the Municipality, and the regulation of the operation of public transport. In terms of licensing and traffic, the administrative officials have to manage traffic administration and law enforcement. They have to render licensing and testing services. Administrative officials also oversee the process of traffic fines, disconnections, and summons. Other functions of the administrative officials are electricity provision, corporate services, financial services of the municipality, and community services (MTREF: 2016/17-2018/19).

According to the Mangaung Metropolitan Municipality Consolidated Integrated Development Plan 2016-17, the Municipality is one of the largest cities in South Africa, with an estimated population of 851 000. The radius of the Municipality is estimated at about 6 263 square kilometres. Languages which are used in the Municipality include:

- Afrikaans-speaking people mostly live in the suburbs and on farms in the Mangaung Metropolitan Municipality (33% of the population).
- English-speaking people mostly live in the suburbs (5%).
- Sesotho-speaking people are found in every area of the Municipality (52%).
- Setswana-speaking people mostly live in the Thaba Nchu area (10%) (Consolidated IDP: 2016-17).

The Mangaung Metropolitan Municipality is regarded as energetic, vibrant, and dynamic and is known as the place of the Cheetah. The Mangaung Metropolitan Municipality's motto is City on the move (Consolidated IDP: 2016-17). Section 56 (2) of the Municipal Structures Act, 1998 recommends that the Municipality has to identify the needs of the communities. It is important for the Municipality to review and evaluate these needs in order of priority. The Municipality has strategies, services and programmes to address the needs of the communities through the IDPs.

Section 56 (3) of Municipal Structures Act, 1998 indicates that the Mangaung Metropolitan Municipality must identify and develop criteria in terms of implementing strategies and programmes. It is important for the Municipality to evaluate the services, which have to include key performance indicators.

3.3 TOWNS AND AREAS CONSTITUTING THE MANGAUNG METROPOLITAN MUNICIPALITY

3.3.1 Bloemfontein

Source: MMM annual report 2015-16
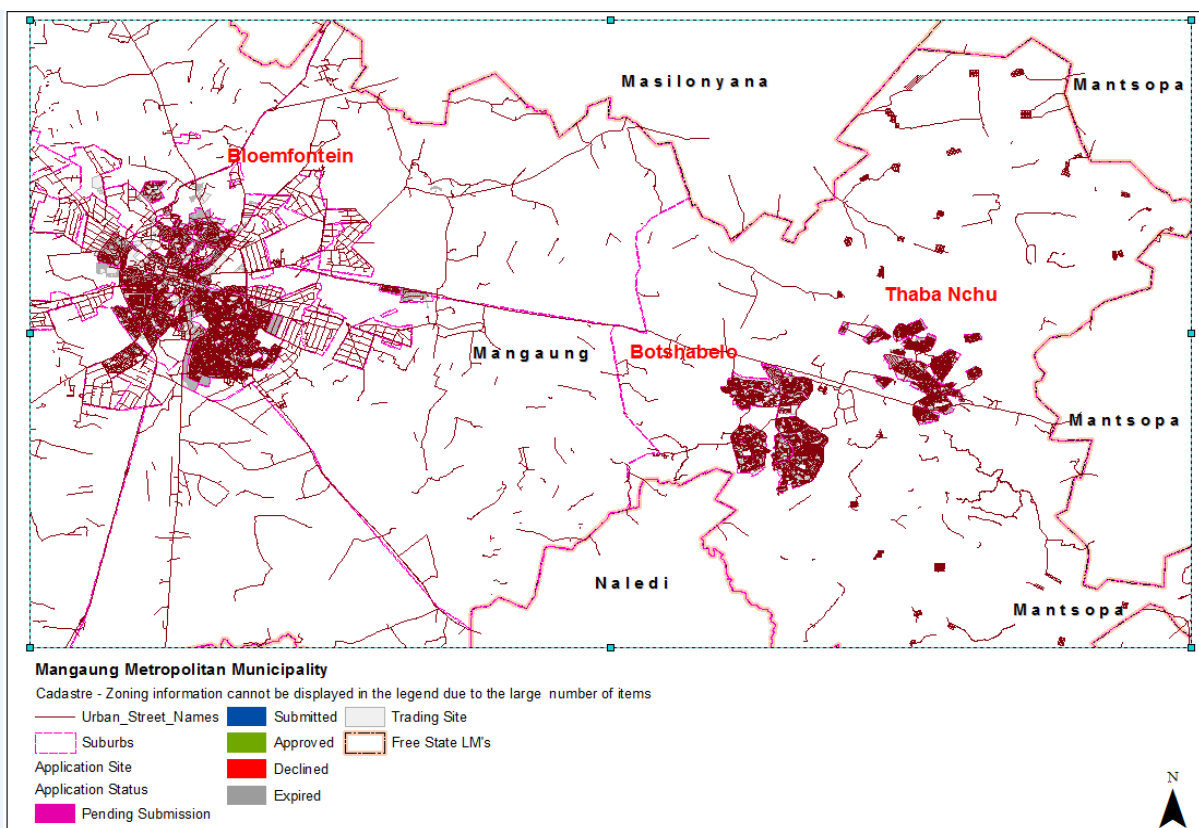
The Mangaung Metropolitan Municipality is situated in the provincial capital of the Free State, Bloemfontein. It is also the judicial capital of the country, where the Supreme Court of Appeal is located.. The main function of the city is to support huge agricultural areas and industrial activities (MMM Annual Report: 2015-16).

Mangaung has an interesting history as the Batho township is famous for the establishment of ANC in 1912. The National Party was also founded in Bloemfontein in 1914 (MMM Annual Report: 2015-16).

Bloemfontein faces many challenges in providing services to the community. The Mangaung Metropolitan Municipality has the responsibility to provide services to the community. These services have to contribute to a stable, peaceful and healthy environment. The Municipal System Act, 2000 provides and assists municipalities to give effect to the needs of the communities.

It is important for the Municipality to move from consultation to empowering and encouraging the communities to overcome dependency. Communities, with the assistance from the Municipality, have to plan the outcomes that lead to more realistic and creative planning. The Municipality has to address the priorities of all groups, including the most vulnerable communities. The collaboration and identification of the needs and priorities of the communities can assist councillors and Ward Committees in fulfilling their tasks. The Mangaung Metropolitan Municipality has to play a key role in mobilising and reconciling stakeholders and community needs (MTREF: 2016/17-2018/19).

3.3.2 Botshabelo
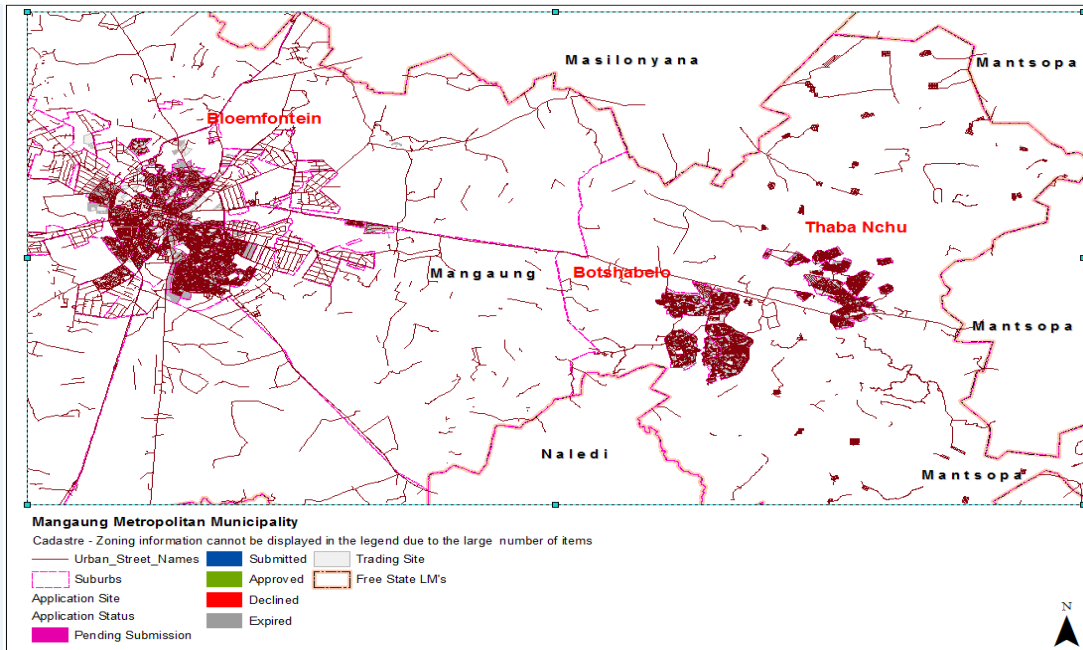
Source: MMM annual report 2015-16

Botshabelo is located between Bloemfontein and Lesotho on the N8 road. The people who came from farms and rural areas form part of Botshabelo, which is known as the place of refugees. It is believed that Botshabelo is the second largest township in South Africa. Botshabelo is divided into sections. The Sotho-speaking people, followed by the Tswana-speaking people and a small group of Xhosa-speaking people (MMM annual report, 2015-16) dominate the community of Botshabelo.

The township has 154 operational factories, which boost the economic activities of Mangaung. The factories are predominantly textile and produce high-quality products, which are marketed in South Africa and are exported worldwide. The factories produce clothing and other package chicken, which is supplied to the supermarkets of Botshabelo, Thaba Nchu and Bloemfontein. Other factories produce paraffin stoves that are used mainly by the growing informal settlements of Botshabelo. There are also factories that produce electrical appliances. Most residents of Botshabelo work in Bloemfontein (Consolidated Annual Financial Statements, June 2016).

3.3.3 Thaba Nchu

Source: MMM annual report 2015-16

Thaba Nchu consists of different categories. These categories are divided into smaller categories, such as private and communal land, private land ownership, urban area, and rural area. The people in Thaba Nchu live in 31 scattered villages. Thaba Nchu also has a small town centre, which has shops and food outlets. There is also a bus terminus and taxi ranks. Thaba Nchu is divided into zones, which are numbered from Zone 1 until Zone 5, and there also townships, including Selosesha and Unit One (MMM annual report, 2015-16).

Most of the people who live in Thaba Nchu are Tswana-speaking people, who settled in the area many years ago (MMM Consolidated Audit Report, 2016).

3.4. ADVANCING RATIONALITIES AND INFORMAL SETTLEMENT UPGRADING IN THE MANGAUNG METROPOLITAN MUNICIPALITY

3.4.1 Rationalities and governmentality

According to Rose *et al.* (2006: 97), it is important for the people, local government officials, and public representatives to understand the functions of government in order to function properly. It is also important for the government to design and analyse the necessary programmes and practices for the benefit of the communities. It is also vital for the government to have the necessary technologies and capacity in order to manage and direct the municipality (Rhodes, 1996: 334).

Braithwaite (1999: 178) emphasises that mentalities and rationalities should focus on both the aims and aspirations of the government and the people. The rationalities and mentalities should be employed to steer practices of conduct. According to Gribat (2010: 220), the focus on rationality and governmentality is on informal settlement upgrading, and the rationalities and practices cannot be separated. Therefore, it is important to understand that rationalities and practices are dependent on and interrelated with each other.

3.4.2 Defining, Problematising and Theorising Community Governance

There is always talk about the government, but not about governance. Many people still cannot fathom the difference between governance and government. Good governance is defined as good practice in order to involve the community sector (Totikidis, 2005: 349). The main aim of governance is to involve the community and stakeholders in decision-making process. This allows the community and government to integrate the main priorities of the community. Therefore, the focus of governance should be on the needs of the community. It is also important to distinguish the feature of other forms of governance and community governance (Stewart & Clarke, 1996). The concept community governance can be referred as the tool for political and public participation. This allows and gives more opportunity for the people to table their needs (Vergunst, 2006: 85).

There are certain problems in terms of community participation whereby good governance has to intervene in order to neutralise power politics. Bourdieu (1990: 76) argued that good governance could be regarded as the field of power politics. In this regard, governance has various forms of capital that allow the stakeholders to participate effectively. The main purpose of the stakeholders is to influence the decision-making in local government. Governance is regarded as the tool that assists local government officials and communities to achieve the needs of the people. It is therefore important for municipalities to equip officials and communities with the knowledge in order to use resources effectively (Jenkins, 1992: 49).

Moreover, it is important that local government and Ward Committees encourage the participation of communities in decision-making (McEwan 2005: 132). The vision of local government is to make sure that communities are given opportunities to participate and that their needs are met. Therefore, it is important for communities to be part of identifying the problems in the community and monitoring the performance of Ward Committees and Ward

Councillors (Buccus, 2007: 203**).** This also enshrined in the 1998 White Paper on Local Government (WPLG, 1998: 144).

It is also important to cut local government costs. Local government officials must prioritise the needs of the communities in order to avoid irregular expenditure and wasteful expenditure (Holiday, 2000: 141). It is therefore important for local government to have control measures in place to secure accountability. Stakeholders, such as Civil Society Organisations and Community Based Organisations, should be recognised as the part of the community. These stakeholders play an important role in ensuring that the needs of communities are met (Sinwell, 2000: 63). It is also important to acknowledge that stakeholders playing an important role in the development of communities (Ferguson, 2006: 38).

3.4.3 Women's participation in local governance: approaches and debates

Mangaung Metropolitan Municipality recognises the public participation of women in the local governance. Many approaches and mechanisms are used in order to enable marginalised and vulnerable groups such as women, people with disabilities and youth. These groups need to be capacitated in order to participate equitability. It is important for the Ward Committees, as the primary driver of public participation, to include women, traditional leaders, church leaders, and youth as committee members (Piper & Deacon, 2006: 14).

3.4.4 A brief discussion on Wards 12, 14 and 19

The following section will focus on the wards under study in the Mangaung Metropolitan Municipality. The Wards chosen are Wards 12, 14 and 19; they were chosen because they differ in terms of developments. The main reason for this choice is to indicate the reality and statistics in terms of development.

Ward 12: Map, demographics, population and role-players

Mangaung Metropolitan Municipality

Mangaung Metropolitan Municipality

MAN

Publication of the delimitation of Wards in terms of Item 5 (2) of Schedule 1 to the Local Government: Municipal Structures Act, 1998 (Act No.117 of 1998)

NOT TO SCALE

DATE
January 2016

WARD NUMBER
12

Delimitation of Wards
for the
2016
Local Government Elections
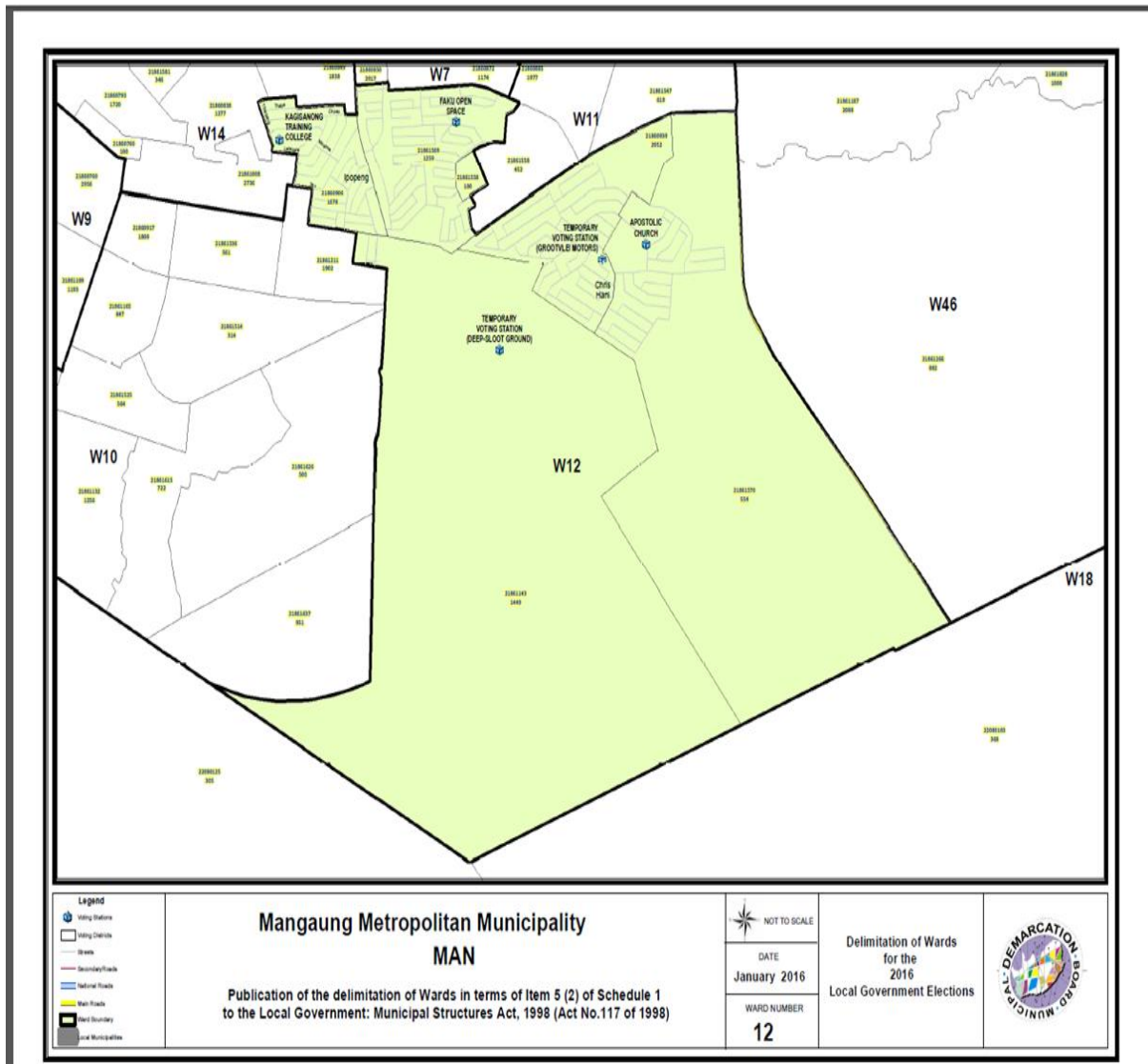
Source: Item 5(2) Schedule 1 of Local Government: Municipal Structures Act, 1998

Ward 12 is a ward in the Mangaung Metropolitan Municipality. It covers part of Rocklands, including the former Kagisanong College of Education, Ipopeng, Khotsong informal settlement and Phase 3, which is close to the Dewetsdorp road. It is headed by Ward Councillor Motsomi, who is from the ranks of the ANC. The ward is occupied mostly by people who have relocated from rural areas and farms. These people came to Mangaung to search for employment in order to improve their living conditions (Mangaung Metropolitan Municipality Council 2016 – 2021). According to Statistics South Africa's Census 2011, the following information on Ward 12 relates to age, annual income, electricity, employment status, gender, individual monthly income, level of education, population group and toilet facility:

AGE GROUP

Age groups	Male	Female	Total
00-04	1222	1334	2556
05-09	1004	987	1991
10- 14	933	994	1927
15-19	932	991	1924
20-24	1158	1204	2363
25-29	1195	1164	2359
30-34	1027	967	1994
35-39	912	890	1802
40-44	757	757	1514
45-49	502	630	1132
50-54	406	512	918
55-59	248	420	668
60-64	163	324	487
65-69	131	186	317
70-74	60	143	204
75-79	47	92	139
80-84	18	39	57
85+	12	45	57
Total	**10729**	**11680**	**22409**

ANNUAL INCOME PER HOUSEHOLD

No income	898
R1 - R4800	478
R4801 - R9600	540
R9601 - R19600	1438
R19601 - R38200	1936
R38201 - R76400	1217
R76401 - R153 800	720
R153801 - R307600	279
R307601 - R614400	82

R614 401 – R1 228 800	9
R1 228 801 – R2 457 600	9
R2 457 601 and more	1

ELECTRICITY FOR COOKING

Electricity	4746
Gas	371
Paraffin	2429
Wood	20
Coal	12
Animal dung	13
Solar	17
Total	7608

ELECTRICITY FOR HEATING

Electricity	1753
Gas	273
Paraffin	4763
Wood	72
Coal	29
Animal dung	11
Solar	706
Total	7608

ELECTRICITY FOR LIGHTING

Electricity	4802
Gas	53
Paraffin	2102
Candles	616
Solar	34
Total	7608

Source: Statistics South Africa, Census 2011

EMPLOYMENT STATUS

EMPLOYED	EMPLOYED NUMBER
Male	3825
Female	3180
Total	7005
UNEMPLOYED	**UNEMPLOYED NUMBER**
Male	1468
Female	1911
Total	3379
NOT ECONOMICALLY ACTIVE	**NOT ECONOMICALLY ACTIVE NUMBER**
Male	2008
Female	2770
Total	4778

GENDER

Male	Female	Total
10729	11680	22409

Source: Statistics South Africa, Census 2011

LEVEL OF EDUCATION

Level of Education	Male	Female	Total
No schooling	253	328	581
Some primary	838	1042	1881
Completed primary	401	432	833
Some secondary	2508	2944	5452
Grade 12/Std 10	2173	2115	4288
Higher	448	499	948

POPULATION GROUP

Population group	Male	Female	Total
Black African	10571	11514	22085
Coloureds	87	143	229
White	44	6	49
Indian/Asian	7	14	21

Source: Statistics South Africa, Census 2011

TOILET FACILITY

Flush toilet connected to sewage system	4495
Flush toilet with septic tank	25
Chemical toilet	7
Pit toilet with ventilation	188
Pit toilet without ventilation	1183
Bucket toilet	1710
Total	7608

Source: Statistics South Africa, Census 2011

Ward 14: Map, demographics, population and role-players

Mangaung Metropolitan Municipality
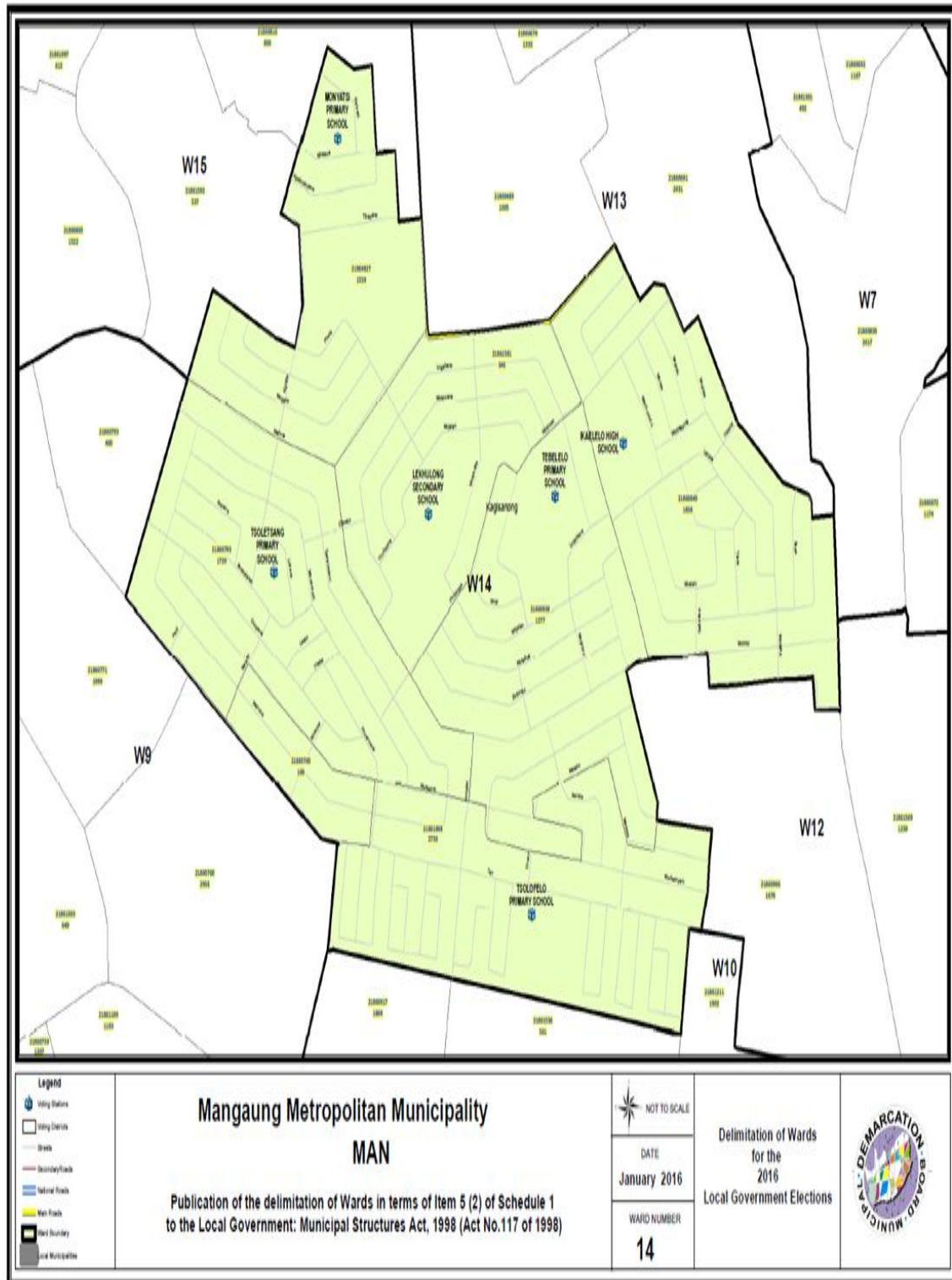
Source: Item 5(2) Schedule 1 of Local Government: Municipal Structures Act, 1998

This ward covers mostly Rocklands location and is one of the oldest and biggest locations in the Mangaung Metropolitan Municipality. The ward is headed by Ward Councillor Tlale, who

comes from the ranks of the ANC. There are four political parties in the ward, which is dominated by the ANC, followed by the EFF, the DA and COPE. In terms of houses, there are four-roomed which were built before 1994, self-built houses, bonded houses and a small number of RDP houses. The following information is provided by Statistics South Africa's 2011 Census:

AGE GROUP

Age groups	Male	Female	Total
00-04	618	683	1301
05-09	642	595	1237
10- 14	590	519	1109
15-19	563	615	1178
20-24	779	809	1588
25-29	792	759	1551
30-34	598	568	1167
35-39	455	471	926
40-44	374	509	884
45-49	293	451	744
50-54	291	428	719
55-59	243	445	688
60-64	251	406	657
65-69	215	289	504
70-74	122	201	324
75-79	69	147	216
80-84	29	63	92
85+	13	42	55
Total	**6938**	**8000**	**14938**

ANNUAL INCOME PER HOUSEHOLD

No income	514
R1 - R4800	130
R4801 - R9600	170

RR9601 - R19600	765
R19601 - R38200	984
R38201 - R76400	954
R76401 - R153 800	788
R153801 - R307600	449
R307601 - R614400	155
R614 401 – R1 228 800	20
R1 228 801 – R2 457 600	10
R2 457 601 and more	12

Source: Statistics South Africa, Census 2011

ELECTRICITY FOR COOKING

Electricity	4844
Gas	37
Paraffin	49
Wood	8
Coal	2
Animal dung	4
Solar	6
Total	4951

Source: Statistics South Africa, Census 2011

ELECTRICITY FOR HEATING

Electricity	2316
Gas	307
Paraffin	2108
Wood	8
Coal	41
Animal dung	2
Solar	169
Total	4951

ELECTRICITY FOR LIGHTING

Electricity	4909
Gas	4
Paraffin	1
Candles	25
Solar	12
Total	4951

Source: Statistics South Africa, Census 2011

EMPLOYMENT STATUS

EMPLOYED	EMPLOYED NUMBER
Male	2059
Female	2275
Total	4334
UNEMPLOYED	**UNEMPLOYED NUMBER**
Male	653
Female	829
Total	1482
NOT ECONOMICALLY ACTIVE	**NOT ECONOMICALLY ACTIVE NUMBER**
Male	1928
Female	2356
Total	4284

GENDER

Male	Female	Total
6938	8000	14938

LEVEL OF EDUCATION

Level of Education	Male	Female	Total
No schooling	58	99	157
Some primary	352	503	855
Completed primary	138	211	348
Some secondary	1507	1973	3480

Grade 12/Std 10	1779	1939	3718
Higher	677	852	1529

POPULATION GROUP

Population group	Male	Female	Total
Black African	6838	7937	14775
Coloureds	48	53	101
White	18	1	19
Indian/Asian	34	9	9
Total	6938	8000	14938

TOILET FACILITY

Flush toilet connected to sewage system	4896
Flush toilet with septic tank	15
Chemical toilet	-
Pit toilet with ventilation	3
Pit toilet without ventilation	-
Bucket toilet	1
Total	25
	4951

Source: Statistics South Africa, Census 2011

Ward 19: Map, demographics, population and role-players

Mangaung Metropolitan Municipality
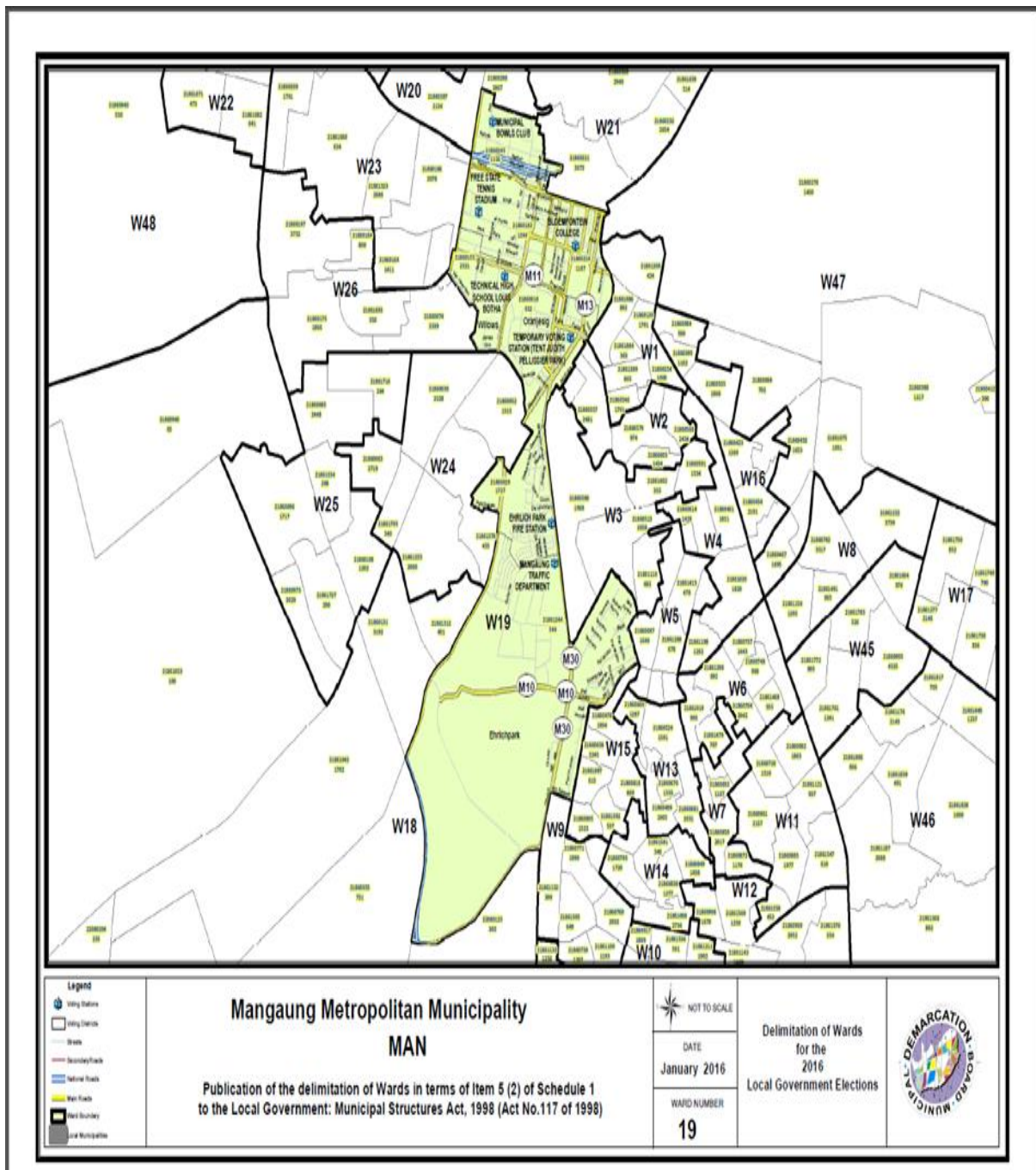
Source: Item 5(2) Schedule 1 of Local Government: Municipal Structures Act, 1998

Ward 19 covers the following areas: the Central Business District in Bloemfontein, Willows, Ehrlich Park, and Pellissier. Ward councillor Maleleka, from the ANC, leads it. The ward is occupied by a diverse group of blacks, whites, and Coloureds. Most of the people living in this ward live in townhouses and bonded houses. The ward is the most developed in terms of infrastructure, as the roads are tarred and there are shopping centres, busses, and taxis terminals. In the ward, there are stakeholders and political parties including Ward Committees and the ANC, DA, the EFF, the FF+ and COPE. It is reported that the Ward Committee has a good

relationship with the Ward Councillor. The Ward Councillor works with home-based care groups and churches in promoting community participation in the ward. The Ward Committee, elected by the people, represents the interests of the communities and interests groups (Mangaung Metropolitan Municipality Council 2016-2021). The following information is from Statistics South Africa's Census 2011:

AGE GROUP

Age groups	Male	Female	Total
00-04	441	445	885
05-09	290	290	580
10- 14	268	237	505
15-19	638	700	1338
20-24	1709	1649	3357
25-29	1108	1061	2169
30-34	678	623	1301
35-39	429	429	858
40-44	315	305	619
45-49	223	233	456
50-54	161	204	365
55-59	121	192	313
60-64	107	162	269
65-69	81	148	229
70-74	89	117	206
75-79	55	84	139
80-84	25	57	82
85+	24	41	65
Total	**6761**	**6976**	**13737**

ANNUAL INCOME PER HOUSEHOLD

No income	614
R1 - R4800	66
R4801 - R9600	172
RR9601 - R19600	419
R19601 - R38200	619

R38201 - R76400	836
R76401 - R153 800	1129
R153801 - R307600	1039
R307601 - R614400	419
R614 401 – R1 228 800	71
R1 228 801 – R2 457 600	36
R2 457 601 and more	21

ELECTRICITY FOR COOKING

Electricity	5225
Gas	62
Paraffin	24
Wood	4
Coal	1
Animal dung	-
Solar	125
Total	5441

Source: Statistics South Africa, Census 2011

ELECTRICITY FOR HEATING

Electricity	4742
Gas	169
Paraffin	260
Wood	20
Coal	11
Animal dung	-
Solar	239
Total	5441

ELECTRICITY FOR LIGHTING

Electricity	5400
Gas	2

Paraffin	8
Candles	8
Solar	22
Total	5441

EMPLOYMENT STATUS

EMPLOYED	EMPLOYED NUMBER
Male	2924
Female	2624
Total	5554
UNEMPLOYED	**UNEMPLOYED NUMBER**
Male	428
Female	476
Total	904
NOT ECONOMICALLY ACTIVE	**NOT ECONOMICALLY ACTIVE NUMBER**
Male	2137
Female	2451
Total	4588

Source: Statistics South Africa, Census 2011

GENDER

Male	Female	Total
6761	6976	13737

LEVEL OF EDUCATION

Level of Education	Male	Female	Total
No schooling	19	20	38
Some primary	105	113	218
Completed primary	46	46	93
Some secondary	768	842	1610
Grade 12/Std 10	2415	2326	4740
Higher	1589	1808	3396

POPULATION GROUP

Population group	Male	Female	Total
Black African	4516	4509	9025
Coloureds	535	638	1173
White	1521	1703	3224
Indian/Asian	188	127	315
Total	6761	6976	13737

Source: Statistics South Africa, Census 2011

TOILET FACILITY

Flush toilet connected to sewage system	5413
Flush toilet with septic tank	19
Chemical toilet	-
Pit toilet with ventilation	2
Pit toilet without ventilation	4
Bucket toilet	4
Total	5442

Source: Statistics South Africa, Census 2011

3.5 CONCLUSION

The Mangaung Metropolitan Municipality is one of the municipalities in South Africa that is managing transformation and development in promoting service delivery. Their main purpose is to prioritise the needs of the people and strive to achieve the developmental objectives of the Municipality. Three wards, 12, 14 and 19, were discussed in terms of age group, annual income per household, electricity for cooking, heating and lighting, employment status, gender, level of education, population group and toilet facility.

CHAPTER FOUR: EMPIRICAL STUDIES OF WARD 12, 14 AND 19

4.1 INTRODUCTION

This chapter will focus on the empirical studies of Ward 12, 14 and 19 in the Mangaung Metropolitan Municipality. The researcher will have discussions with Ward Councillors, Ward Committees and Community Members. The questions are drafted in order to get ideas, opinions, and the real picture of the wards. There are guiding questions that focus on Ward Councillors and Ward Committees and guiding questions focusing on the focus group of Community Members. The same questions will be asked in the three wards in order to get the views of the Community Members. Community Members were interviewed face-to-face without using a recording system, as they did not want to be recorded. The community Members were interviewed in groups and through general meetings. Ward Councillors and Ward Committees were interviewed in their meetings. It was found that some of the Ward Councillors, Ward Committees and Community Members were reluctant to participate, thinking that the information will be used for political purposes. The letter of permission was however clear that the information would be used only for study purposes. Some of the Ward Councillors said that they would have to get the permission from the office of the Speaker of the Municipality. The office of the Speaker of the Mangaung Municipality was also skeptical, although when they saw the letter of permission they gave the go ahead for the study. The office of the Speaker also insisted that the study should be used for study purposes, not for political purposes.

4.1.1 Focus on Ward 12

4.1.1.1 Introduction

Ward 12 covers a small part of Rocklands location and a larger part of Ipopeng, Turflaagte and Khotsong locations. Khotsong is full of informal structures and still lacks basic services. Community Members were interviewed in groups in their respective areas. Most of the groups consisted of between five and ten members. They were interviewed during afternoons and weekends; the interviews took between 20 and 30 minutes. Community Members did not want to be recorded as they thought that the information was going to be used against them. In terms of age, most of the Community Members who participated in the study were between 35 and 50 years old, were African, and only a few had passed Grade 12. Women dominated the groups. It was found that most of the people in Ward had knowledge on their basic needs, but not the policy documents and legislation of the Municipality.

Figure 1: Map of Ward 12
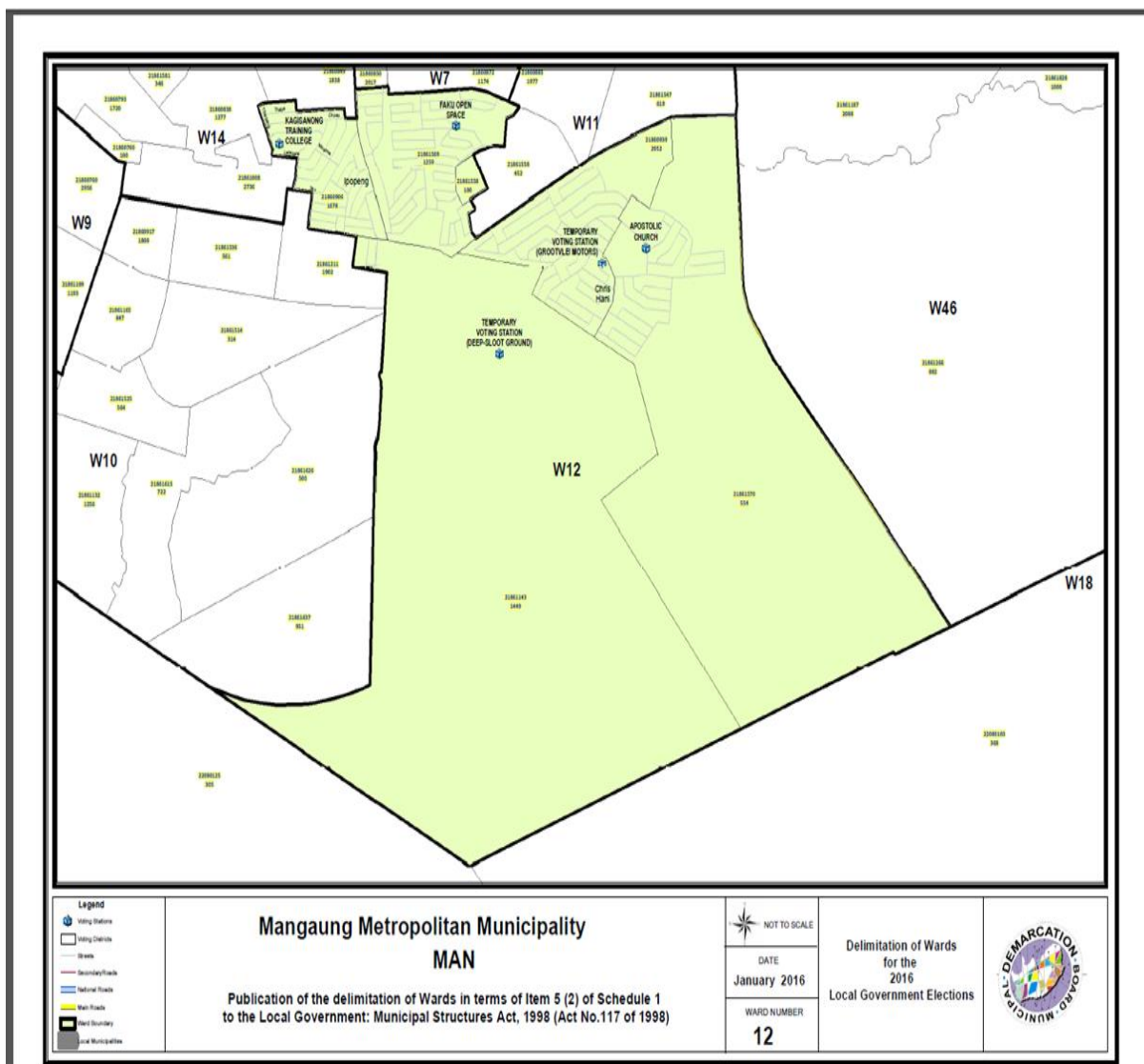
Source: Item 5(2) Schedule 1 of Local Government: Municipal Structures Act, 1998

4.2 DISCUSSIONS OF THE QUESTIONS PUT TO THE WARD COUNCILLOR AND WARD COMMITTEE

The following questions were put to the Ward Councillor and Ward Committee of Ward 12. Out of ten Ward Committee members, which included the Ward Councillor, only four members had knowledge and information on the questions.

4.2.1 What are the challenges that the Ward Councillor and the Ward Committee face in engaging with the Municipality?

The Ward Councillor and Ward Committee said that the Municipality controls the budgets of the Wards. The Wards have to submit their programmes of action and the Municipality had to decide which ward they would address first, according to their programmes. This leads to some programmes take two to three years to receive any attention, while the Ward Councillor and Ward Committee only

serve a five-year term. Community Members end up losing trust in their Ward Councillor and Ward Committee and expect the Mayor to come and address their issues. The Mayor might not come according to the date proposed by the community and delegate someone on his/her behalf. This leads Community Members to become angrier when the Mayor delegates someone else.

In terms of houses, the Ward Councillor and Ward Committee registered all the people who are eligible for RDP houses. According to the respondents, the Municipality is taking long to engage with the Human Settlement Department to fulfill the needs of the people. This results in community based organisations and other stakeholders questioning the effectiveness of the Ward Councillor and Ward Committee.

4.2.2 What is the nature of capacity building of the Ward Councillor and Ward Committee by the Municipality?

After the Ward Councillor and Ward Committee are elected to their positions, the Municipality offers a one-week workshop in order to introduce them to their basic functions. The Municipality also gives them an induction on what is expected of them. The problem is that after the workshop, the Ward Councillor and Ward Committee are expected to function effectively. During the workshop, the Ward Councillor and Ward Committee were promised that each ward would be allocated an experienced official of the Municipality. The issue is that those experienced officials do not attend the meetings and this leads to the failure of some projects because of irregular expenditure and a lack of skills to handle bigger projects. The Ward Councillor and Ward Committee also attend a two-day workshop every quarter to be trained how to handle projects. The Ward Councillor and Ward Committee use their combined knowledge to solve the problems of the community.

4.2.3 What is the nature of the participation of the Ward Councillor and Ward Committee in the Integrated Development Plan process?

The Ward Councillor and Ward Committee were aware of the Integrated Development Plan document, although they said it was too complicated. They said the document does not cover only one ward, but covers all the needs and programmes of the Municipality for a five-year term. The Ward Councillor and Ward Committee said the document was confusing and they did not know how it applied to wards. They added that they were invited to the IDP process whereby each ward raised its problems. The relevant officials from the Municipality had to address the problems and inform them on their programmes. Although the document sounded good, Community Members said the programmes of the Municipality assisted some wards, while others waited for a period of five to ten

years. Some of the wards do not have proper housing, water, electricity, health facilities, education facilities, and sanitation. The IDP should address the underdeveloped wards.

4.2.4 What are the problems that Ward Councillors and Ward Committees encounter in the ward?

The Ward Councillor and Ward Committee said that people in the ward did not understand how the budget of the ward is allocated. They think that each Ward Councillor controls his/her own budget. Community Members also stated their demands and expected from them to be attended to immediately. When the Ward Councillor, together with the Ward Committee, tried to explain about the budget process, the Community Members became angry and wanted the Mayor or Premier to address their demands. The Mayor sometimes came to address the problems of the community, but sometimes he/she could not come because of their tight schedule.

Most of the people in the ward did not attend the meetings. The Ward Councillor and Ward Committee ended up postponing important meetings because only a few people attended the meetings. Sometimes the Ward Councillor and Ward Committee and the handful of people attending the meetings would take decisions for the entire community. The people, who did not attend the meetings, ended up questioning the decisions that had been taken. Sometimes the people who do not attend the meetings are the people who demand to be addressed by the Mayor or the Premier.

In terms of private projects, all people want to be first in line. When the Ward Councillor and Ward Committee attempt to show the list of programmes to the people, they are accused of putting their relatives and friends first on the list. There are also incidents where projects are disrupted, which lead the Municipality to take the projects to other wards where projects go ahead undisturbed.

4.2.5 What are the functions of Ward Councillors and Ward Committees in influencing community participation?

The Ward Councillor and Ward Committee call the meetings during the afternoons when most people have come from work or over weekends. The meetings are organised and advertised or posted up at shops, churches, or libraries so that everybody is aware of the meetings. The Ward Councillor and Ward Committee also engage with influential people in the community and stakeholders to encourage the community to participate in the activities of the Ward. People are encouraged to be part of the drafting of the agenda and their ideas are taken seriously.

4.2.6 What are the difficulties facing Ward Councillors and Ward Committees?

One of the challenges relates to people who are not actively involved in the developments of the wards and do not attend meetings, workshops or roadshows. Some people disrupt developments in the wards, which leads to legal action against them. In addition, men often do not want to be chosen to lead the different programmes. This leads to women being the only people who avail themselves to assist. Women also find it difficult to attend meetings and workshops as they continue until late which causes problems at their homes. Moreover, the crime rate is increasing in the ward. There are different groups of gangsters who terrorise the community. When people are needed to serve on the Ward Committee or the Community Policing Forums, people do not want to be elected or participate because they do not want to be harassed by gangsters.

4.2.7 What are the Ward Councillors and Ward Committees' roles in the budget process?

According to the Ward Councillor and Ward Committee, their budget is a controlled budget. They participate in the budget through submitting the priority needs of the community to the Municipality. The needs of the wards are discussed and debated by the municipal council, and it depends on the decision of the council which ward will be prioritised.

4.2.8 What is the nature of the participatory skills of the Ward Councillor and Ward Committee?

The workshops attended by the Ward Councillor and Ward Committee emphasise participatory skills. The facilitators stress that Ward Councillors and Ward Committees need to have consultative, people-oriented, educational, management, transformation and investigating skills. However, the Municipality does not have special courses for the Ward Committee and Ward Councillor; therefore, they ask people who have special skills in the ward to assist them.

4.2.9 What kind of access is available to the Municipality's information by Ward Councillors and Ward Committees?

The Municipality assists the Ward Councillor and Ward Committee with any information on the Municipality. Therefore, the Ward Councilor and Ward Committee have access to the information of the Municipality. This information includes the policies and rules of the Municipality. The Ward Councillor and Ward Committee also have access to the approved budget, passed by-laws, imposed rates, taxes, and other charges, and approved IDPs.

4.2.10 What is the nature of the meetings held by the Ward Councillor and Ward Committee with the community?

The Ward Councillor and the Ward Committee call a meeting with Community Members once a quarter. The attendance is good when the meeting is going to address issues of housing, water, electricity and sanitation. However, the people who have housing, water, electricity and sanitation rarely attend these meetings. When there is no announcement or what has been announced does not interest the people, attendance is poor. Other stakeholders also attend the meetings and their contribution assists in the development of the ward.

4.3 DISCUSSION OF THE QUESTIONS RELATED TO COMMUNITY MEMBERS

The researcher asked structured questions to the Community members. The Community Members were asked the questions in groups in their respective sections, namely Rocklands, Ipopeng, Turflaagte and Khotsong. It was found that people under 35 years and over 50 were reluctant to participate. Most of the groups were found in the fruit and vegetable markets as their economic activity occurs in this area. In the fruit and vegetable markets, there were only males. Only three out of the ten people interviewed had passed Grade 12. Another group of people who were interviewed were women who operate hair salons as their economic activity. There were also groups of people who worked and were interviewed in the afternoons and over weekends. These groups were mixed – there were people who did not have Grade 12, those who had Grade 12, and a few who had a tertiary qualification.

The following questions were put to the Community Members:

4.3.1 What are the needs of the community?

- **Water and sanitation services**

Some of the respondents said water has been installed in their yards and that they had sewage system toilets. These people live in formal houses and RDP houses. The challenge faced by these people is that the toilets and taps are installed outside the houses and the copper taps are stolen by criminals. Another challenge relates to blocked toilets as the Municipality takes long to fix the blocked sewage system. On the other hand, the people who live in the informal structures use street taps. This leads to them walking 500 meters to 1000 meters to fetch water. Other people illegally connect water to their yards, without the necessary skills, which leads to water leakages in the streets. In terms of sanitation, some Community Members still use the bucket system, while others do not have toilets at all. Some Community Members complained that the government is not fulfilling its promise of free water. They said that they have been living in the area for almost 20 years, being promised that a sewage system and water will be installed, but to no avail.

- **Electricity supply**

All the Community members responded positively, as all the households are connected to the electricity supply. The challenge is that those people who live in informal structures' connection cables are stolen. Sometimes people are left with no electricity for a week or two while waiting for the Municipality to replace the stolen cables. Some Community Members complained about the high electricity tariffs. They said the government had promised free electricity. Some people in this ward are unemployed and others earn a pittance. They said the Ward Councillor had also promised to address the issue of indigent people. Some people use electricity for lighting only, while others use gas, paraffin, wood, and coal for cooking.

- **Sewage maintenance and disposal collection**

The Community Members said the Municipality took long to fix broken pipes and blocked sewage. This exposes them to health risks. Those people who use the bucket system said that sometimes the Municipality takes two weeks to collect the buckets. This leaves them with no other option than to dig holes in their yards to empty the full buckets. They said the problem had been raised with their Ward Councillor to address as a matter of urgency.

- **Housing**

There are three groups of housing in this ward. There are self-built houses, RDP houses, and informal structures. The Community Members said the Municipality, in conjunction with the Department of Human Settlements, are tardy in addressing the backlog of houses in the ward. Regarding RDP houses, they are badly built, and some have cracks, while others need to be rebuilt. The Community Members who lived in informal structures said that often a family of five lived in one shack.

- **Municipal health and education services**

Community Members in the Ward complained about the poor health system. There is only one clinic to deal with hundreds of people. People are forced to wake up at five o'clock in the morning in order to queue for the services at the clinic. Community Members said the lack of employees in the clinic also leads to poor service delivery. There is a lack of medicines and people are given prescriptions in order to buy medicine from the chemist or they are referred to the hospitals. The Community Members said the Municipality had promised them mobile clinics or to build more clinics in the Ward. In terms of education, there are no primary schools and only one secondary school. Children in the ward are forced to attend schools in other areas, which is costly for the parents. Some children use public transport, while others use private transport, and others walk long distances.

- **Streetlights**

The ward has floodlights that cover a large area, including the section where there are informal structures. In terms of streetlights, the Community Members had no complaints.

- **Municipal roads and storm water drainage**

The Municipality has tarred the main roads, which are used mostly by public transport. Community Members did however complain about streets that are not tarred. This leads to problems when it rains as the streets are swamped in mud. Thus, public transport off loads people far from their houses as they are afraid that their vehicles will become stuck in the mud. In terms of storm water drainage, the Municipality has installed drainage systems that direct the sewage.

4.3.2 What is the Integrated Development Plan and how is it connected to the Ward Councillor and Ward Committee?

Some Community Members knew about the IDP, while others did not. The people who knew about it said it is a document that guides and plans future developments for the Municipality. They said that the document also addresses the effective use of scarce resources. Moreover, the IDP has to help speed up service delivery and attract additional funds for the Municipality. It also has to strengthen democracy, and promotes coordination between the Municipality and the provincial and national governments. Before the municipal council can approve the IDP, it has to obtain input from the communities. People are asked to raise the challenges faced by their wards. Those people who said that they did not know what the main purpose of the IDP is, also said they were not invited or informed to take part in the Integrated Development Planning process.

4.3.3 What is the role of the Ward Councillor and Ward Committee in the Municipality?

Community Members were of the opinion that these structures have to represent the needs of the community in the municipal council. These structures have to listen to the ideas of the community and then prioritise the needs of the community to the Municipality. Ward Councillors and Ward Committees should serve as the representatives of the people and facilitate the community input to the municipal council. They also have to serve as the link between the community and the municipal council. In addition, the Ward Councillors and Ward Committees have to monitor the performance of the Municipality. Community Members said that these structures seemed to represent the needs of the Municipality, and not the needs of the community. They also said that in the meetings with the community, the Ward Councillor and Ward Committee voice the challenges facing the Municipality, while the needs of the community are not addressed.

4.3.4 What services should be rendered by the Municipality to the community?

- **Water supply and sanitation**

The Ward Councillor and Ward Committee said that it is important for every household to have clean water in their yard. Water has been connected to most of the households, although it is still a challenge

in the informal settlements. People still have to fetch water in the streets. In terms of sanitation, most of the households have flush toilets. Sanitation is however a challenge in the informal settlements.

- **Sewage collection and disposal**

Most of the houses have flush toilets. In the informal settlements, some people use the bucket system, which sometimes takes long to be collected.

- **Electricity supply**

All the households in the area are supplied with electricity. Some of the Community Members in the ward are considered indigent, which means that they receive 50 free units of electricity.

- **Municipal health services and education**

There are few health services and education facilities in the area. The community members depend on one clinic and one secondary school. People are forced to go to hospitals in case of emergency and children attend schools in other areas.

- **Municipal roads and storm water drainage**

There is storm water drainage in the area, although the streets are not tarred. It is only the main streets, which is used by public transport that is tarred.

- **Street lighting**

Every area in the ward is covered by floodlights.

- **Municipal parks and recreation**

There are few recreation areas and parks in the ward. The parks are meant for children, although they are not properly secured.

4.3.5 What are the mechanisms for the Ward Councillor and Ward Committee to improve the lives of the community?

Community Members were more concerned about participatory democracy. Their concerns related to the Ward Councillor and Ward Committee not taking their mandate from the community. In order for the Ward Councillor and Ward Committee to fulfill participatory democracy, they have to receive a mandate from the people. Community Members were also concerned about community participation in the ward. They were of the opinion that public participation has to be driven by the Ward Councillor and Ward Committee by listening to the thoughts and ideas of the Community

Members. This can help in addressing the real needs of the community. The community felt that they could take informed and responsible decisions that can assist in improving the lives of the community as community is built by taking ownership of the projects in the ward. The Community Members were of the opinion that there should be a good partnership between the stakeholders, the community, the Ward Councillor and the Ward Committee. The Ward Councillor and Ward Committee also have to build good relationships with the Mayoral Committee, the Community Development Worker, the Stakeholders Forum, the Community Liaison Officials and the media.

4.3.6 Conclusion

It was established that Ward 12 is one of the underdeveloped wards in the Mangaung Metropolitan Municipality area. Community Members are still concerned about basic services like roads, housing, clinics, schools, and employment. Further, it was found that Community Members in this ward depend on the Municipality in terms of services. Housing, sanitation, clinics, and schools are major challenges for this ward.

4.4 Focus on Ward 14

4.4.1 Introduction

This ward covers a large section of Rocklands location and Bloemanda location and a small section of Albert Luthuli location. Ward 14 has a police station, two clinics, primary and secondary schools, a shopping centre, a library, a post office and an outdoor sports centre. The interviews were conducted face-to-face, but the respondents did not want to be recorded. The Community Members who participated in the interviews were located in the fruit and vegetable markets, hair salons, clinics, the library, the post office, police stations and the shopping centre. The interviews took between 20 and 30 minutes each and the groups consisted of between seven and ten people. The groups were dominated by African women. Most of the Community Members who participated in the interviews had passed Grade 12 and a few had tertiary education. They were between 25 and 50 years. Most of the young people were found in the library, the outdoor sports centre, and the shopping centre. It was found that the Community Members in Ward 14 were aware of, or had knowledge of, their basic needs and the legislation of the Municipality.

Figure 2: Map of Ward 14
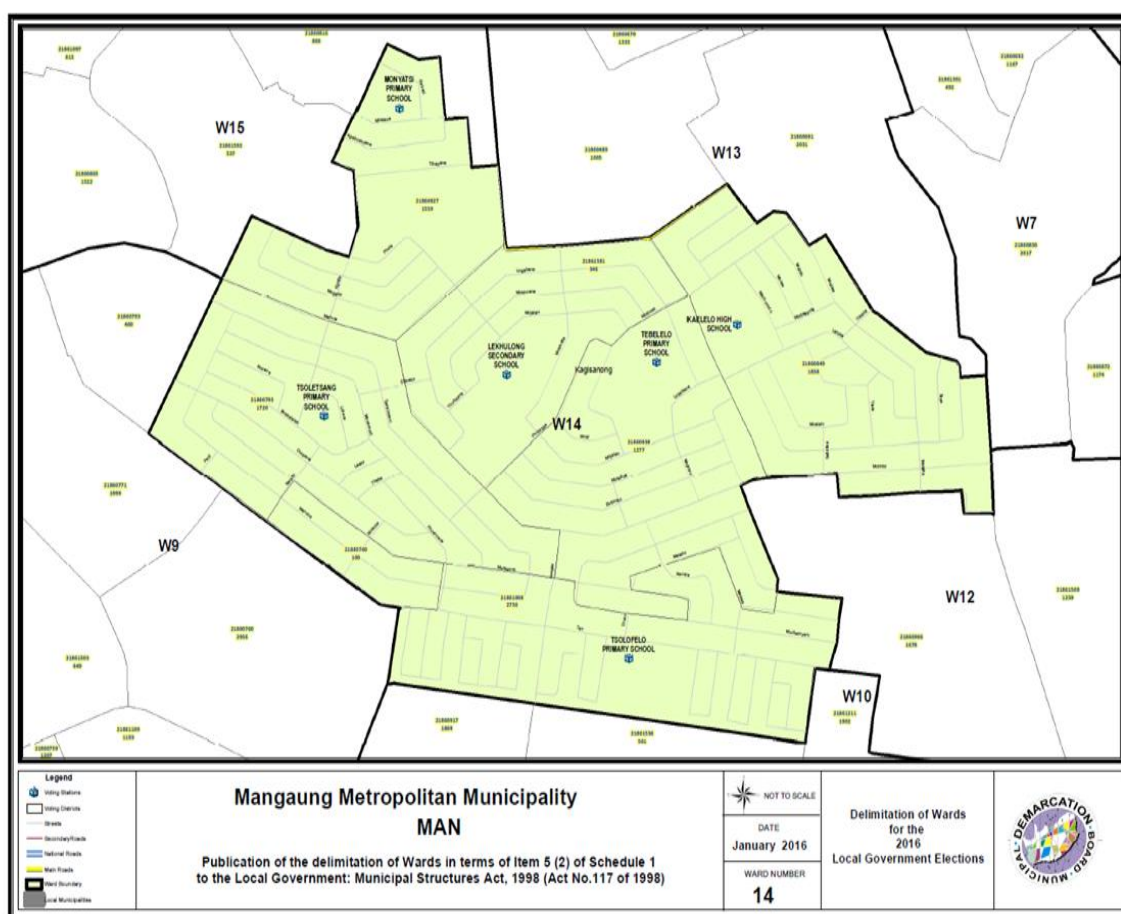
Source: Item 5(2) Schedule 1 of Local Government: Municipal Structures Act, 1998

4.4.2 The following questions were put to Ward 14

4.4.2.1 What are the challenges that the Ward Councillor and Ward Committee face in engaging with the Municipality?

The Ward Councillor and Ward Committee were concerned about the poor attendance of ward meetings by Community Members. They said that Community Members did not attend important meetings, which led to a delay in some programmes in the ward. Another challenge related to the fact that Community Members assumed that the Ward Councillor controlled the budget of the ward. They expected their demands to be attended to as soon as possible. When the Ward Councillor and Ward Committee explained that the Municipality controlled their budget, some people disputed it, saying that the Ward Councillor and Ward Committee members did have the required skills. In terms of projects, unemployed people wanted to be part of them, although they did not have the relevant skills. Sometimes the projects exceeded the timeframe for completion because the people who had the skills were forced to do on-the-job training with those people who did not have the skills. Community Members also wanted the streets to be tarred as they said the gravel streets damaged their vehicles.

Community Members also wanted a clinic that operated around the clock. In addition, they wanted the outdoor sports centre to be renovated and for other sports codes to be added.

4.4.2.2 What is the nature of capacity building by the Municipality of the Ward Councillor and Ward Committee?

The Ward Committee members and the Ward Councillor said that they had attended a one-week workshop after being elected to their positions. The main purpose of the workshop was to familiarise them with their basic roles and responsibilities. According to them, they were promised that they would get an experienced official from the Municipality to train them in certain skills. The municipal official, however, came once every six months and spent two hours with them. The Ward Councillor and Ward Committee members were forced to upskill themselves. They also asked people with certain or special skills in the community to assist them with the different projects. Most of the projects were successful because of the assistance of Community Members with scarce skills. The Ward Councillor and Ward Committee members said that they were gaining experience through the projects and learning how to deal with Community Members' problems.

4.4.2.3 What is the level of participation of the Ward Councillor and Ward Committee in the Integrated Development Plan process?

The Ward Councillor and Ward Committee members said the IDP document was difficult to understand as it covered all the programmes of the Municipality, and not only the programmes of the ward. They were however invited to partake in the process of the IDP. Community Members were also given the opportunity to raise their concerns, and officials from the Municipality answered and clarified their questions and provided information on their programmes for the different wards. A concern raised is that the Ward Councillor and Ward Committee members serve a five-year term; thus, some of the projects in the ward are left unfinished when their term ends.

4.4.2.4 What are the problems that the Ward Councillor and Ward Committee encounter in the Ward?

Community Members want the streets to be tarred as the gravel roads damage their cars. They are of the opinion that the Municipality has given the ward a budget to tar their streets and they do not believe it when the Ward Councillor and Ward Committee members say that the Municipality controls their budget. Another issue relates to Community Members who undermine the Ward Councillor and Ward Committee members because of their advanced level of education. Most educated people do not attend the meetings, which leads to those who attend the meetings to take decisions on behalf of the ward. Although the ward functions smoothly, there are some delays from the Municipality's side

in allocating certain projects. The Community Members also complained that decisions, which were taken in the ward meetings, were not implemented. Another grievance in the ward related to high water bills and electricity tariffs, which mostly affected unemployed people.

4.4.2.5 What are the functions of the Ward Councillor and Ward Committee in influencing community participation?

Community Members are important role-players in the ward. The needs of the community need to be met by the Ward Councillor and Ward Committee members. Therefore, it is important for the Ward Councillor and Ward Committee to call meetings. They have to establish a good relationship with all stakeholders in the ward. The workshops and roadshows that were held accommodated all Community Members and were conducted in a transparent manner. The Ward Councillor and Ward Committee members also encouraged Community Members to take ownership of the projects. Community Members were also encouraged to submit their agenda points for meetings so that their needs could be addressed.

4.4.2.6 What are the difficulties facing the Ward Councillor and Ward Committee?

The projects initiated by the Community Members take too long to be implemented. The Municipality does not respond timeously or provide enough support to the programmes of the ward. The budget of the ward is controlled by the Municipality to ensure accountability. Another issue relates to the poor attendance of ward meetings by the Community Members, and although the ward has a police station, Community Members do not want to be part of the Community Policing Forum. Furthermore, health services in the ward only operate during the day. Thus, people are forced to use hospitals during the night when the clinics are closed.

4.4.2.7 What is the role of the Ward Councillor and Ward Committee in the budget process?

The Ward Councillor said he participated in the budget process during council meetings. He also said that different departments in the Municipality presented their budgets and people in the council meeting could ask questions or provide clarity. A resolution of the council led to the implementation of the budget. The Ward Committee members said that they assisted the Ward Councillor in determining the priority needs of the community. They submitted the needs of the community to the Municipality and they decided what programmes needed to be attended to.

4.4.2.8 What are the participatory skills of the Ward Councillor and Ward Committee?

The Ward Councillor and Ward Committee said the ward is made up of professionals with different skills. These professionals come from different sectors, like education, health, crime investigation,

science and technology, human settlement, and the public and private sector. The Ward Councillor and Ward Committee said they have a good relationship with these professionals in order to utilise their skills in terms of development of the Ward. The Municipality also assisted the Ward Councillor and Ward Committee members with workshop training on how to deal with the problems of the community and with the projects in the ward. The Municipality also provided bursaries for Ward Councillors or Ward Committee members who wanted to further their studies. Mostly, however, the Ward Councillor and Ward Committee members were forced to develop themselves in order to develop the ward.

4.4.2.9 What access do the Ward Councillor and Ward Committee members have to municipal information?

The Municipality assisted Ward Councillors and Ward Committees with municipal information. They also provided input in the compilation and implementation of the IDP. In addition, the Ward Councillors and Ward Committees had to ensure constructive and harmonious interaction between the community and the Municipality. They were also expected to attend to all matters that affected and benefitted the community. Additionally, the Ward Councillor and Ward Committee had to ensure that the community had information on the budget process.

4.4.2.10 What is the nature and character of the meetings convened by the Ward Councillor and Ward Committee with the community?

The Ward Councillor and Ward Committee are obliged to hold meetings every quarter. The ward has managed to address some of the needs of the community, including municipal services such as housing, electricity, water, and sanitation. The meetings are called in order to deal with challenges in the ward like crime, untarred streets, and unemployment. Most of the people who attend the meetings are unemployed or have part-time jobs. Some professionals attend the meetings and they contribute in terms of development of the ward. The meetings are announced with loudspeakers and notices are posted in all public places.

4.4.2.11 What are the needs of the community of Ward 14?

The Community Members were asked structured questions in groups in their respective sections of Ward 14. The interviews were conducted face-to-face and people were located in the library, post office, police station, shopping centre, outdoor sports centre, the fruit and vegetable markets, clinics and hair salons. The Community Members who were interviewed did not want to be recorded. The community identified the following needs:

- **High water and electricity tariffs**

Community Members complained about the high water and electricity tariffs. The Community Members who complained about this either were unemployed or earned a meagre income. Community Members said they had raised their concerns with the Ward Councillor in order to be considered indigent. The high water bills sometimes led to some households' water being disconnected.

- **Unemployment**

The average Community Members in this ward had decent jobs, and others ran small businesses. A smaller percentage of the Community Members had part-time jobs, while others did menial labour, and the last group was unemployed. The unemployed Community Members depended on the municipal projects implemented in the ward for an income. Other people worked as Community Development Workers. Some Community Members complained about the fact that people who were employed led some of the municipal projects that were supposed to be led by unemployed people. They said it is important for the Ward Councillor and Ward Committee to run all projects in a fair and equitable manner.

- **Water and sanitation**

All the households in the ward have water and a sewage system in their yards. The Community Members said although they were happy with the water and sewage system, they received high water bills from the Municipality.

- **Electricity supply**

All households in the ward are connected to the municipal electricity supply. Unemployed Community Members said the free units of electricity did not cover all their needs, and asked that the free units be increased from 50 units to 100 units.

- **Sewage maintenance and disposal collection**

The Community Members said the Municipality categorises the fixing of broken pipes and blocked sewage systems. According to them, the Municipality considered most of the maintenance as the responsibility of the homeowner.

- **Housing**

There are different types of houses in the ward – old municipal houses, RDP houses, bond houses, and houses that are self-built. All the people in this ward have site permits for their houses.

- **Municipal health and education service**

The clinics assist unemployed Community Members during the day, but during the night, people have to use public hospitals. A lack of medicine is experienced in the clinics. Regarding education, there are primary schools and secondary schools in the ward, while some children attend a private school in the ward.

- **Streetlights**

The ward uses floodlights and streetlights.

- **Municipal roads and storm water drainage**

The Municipality has tarred the main roads, which are used mostly by public transport. Community Members did however complain about streets that are not tarred. This leads to problems when it rains as the streets are swamped in mud. Thus, public transport off loads people far from their houses as they are afraid that their vehicles will get stuck in the mud. In terms of storm water drainage, the Municipality has installed a drainage system that directs the sewage.

4.4.2.12 What is the Integrated Development Plan and how does it link to the Ward Councillor and Ward Committee?

Some Community Members knew about the IDP, while others did not. The people who knew about it said it is a document that guides and plans future developments for the Municipality. The document also addressed the effective use of scarce resources. Moreover, the IDP has to help speed up service delivery and attract additional funds for the Municipality. It also has to strengthen democracy and promote coordination between the Municipality and the provincial and national governments. Before the council can approve the IDP, it has to obtain input from the communities. People are asked to raise the challenges faced by their ward. Those people who said that they do not know what the main purpose of the IDP is, also said that they were not invited or informed to take part in the Integrated Development Planning process.

4.4.2.13 What is the role of the Ward Councillor and the Ward Committee in the Municipality?

Community Members were of the opinion that these structures have to represent the needs of the community in the municipal council. These structures have to listen to the ideas of the community and then prioritise the needs of the community to the Municipality. Ward Councillors and Ward Committees should serve as the representatives of the people and facilitate the community inputs to the municipal council. They also have to serve as the link between the community and the municipal council. In addition, the Ward Councillors and Ward Committees have to monitor the performance of the Municipality.

4.4.2.14 What are the services rendered by the Municipality to the community?

- **Water supply and sanitation**

The Ward Councillor and Ward Committee said that every household should have clean water in their yards. Water has been connected to most of the households. In terms of sanitation, most of the households have flush toilets.

- **Sewage collection and disposal**

Most of the houses have flush toilets. Municipal workers collect refuse on certain days.

- **Electricity supply**

All the households in the area are supplied with electricity.

- **Municipal health services and education**

There are health services and education facilities in the area. The Community Members depend on two clinics. People are forced to go to public hospitals in case of an emergency.

- **Municipal roads and storm water drainage**

There is storm water drainage in the area, although the streets are not tarred. The main streets, used by public transport, are tarred.

- **Street lighting**

Every area in the ward is covered by floodlights and streetlights.

- **Municipal parks and recreation**

There are a few recreation spaces and parks in the area. The parks are meant for children, but they are not properly secured. People also destroy or damage some of the equipment.

4.4.2.15 What are the mechanisms for the Ward Councillor and Ward Committees to improve the lives of the community?

Community Members were more concerned about participatory democracy. Their concern related to the Ward Councillor and Ward Committee not taking their mandate from the community. In order for the Ward Councillor and Ward Committee to fulfill participatory democracy, they have to receive a mandate from the people. Community Members were of the opinion that public participation had to be driven by the Ward Councillor and Ward Committee. The fact is that public participation has to be driven by the Community Members as this can help in addressing the real needs of the community. The community can take informed and responsible decisions that can assist in improving the lives of the community. The Community Members were also of the opinion that there should be a good

partnership between the stakeholders, the community, the Ward Councillor and the Ward Committee. The Ward Councillor and Ward Committee should also have good relationships with the Mayoral Committee, Community Development Workers, the Stakeholders Forum, Community Liaison Officials and the media.

4.4.2.16 Conclusion

It was established that Ward 14 is more developed than Ward 12. In Ward 14, all households are connected to water, sanitation, and electricity, while in Ward 12 there are some areas that lack water and sanitation. Ward 14 has health and education facilities, while Ward 12 still lacks health and education facilities. This ward has many facilities like a library, post offices, banks or financial institutions, clinics, schools, an outdoor sports centre, a police station and a shopping centre. The main streets are tarred and the level of crime has decreased. Most people in the ward work in government institutions and large companies, like South African Breweries and Coca-Cola.

4.5 Focus on Ward 19

4.5.1 Introduction

This ward covers the Central Business District and its surrounding areas, like Willows and Elrich Park. Compared to Ward 14 and Ward 19, there are many similarities in terms of developments. Most of the people in Ward 19 are employed, and others run their own businesses. In this ward, there are tertiary institutions such as the Motheo TVET College and the Central University of Technology. There are also private academic institutions, like Boston, Rostec and Bolton College, in the ward. Almost all services are rendered in this ward.

The interviews were conducted face-to-face as most of the people did not want to be recorded. The interviews took between 30 minutes and an hour. The interviews were conducted in businesses, churches, police stations, townhouses, salons, malls, and tertiary institutions. Most people in this ward have passed Grade 12 and some have a tertiary qualification. The group of people who participated in the interviews were aged between 23 and 55 years. The people of this ward have knowledge of the Municipality's policies and the basic needs of the community.

Figure 3: Map of Ward 19
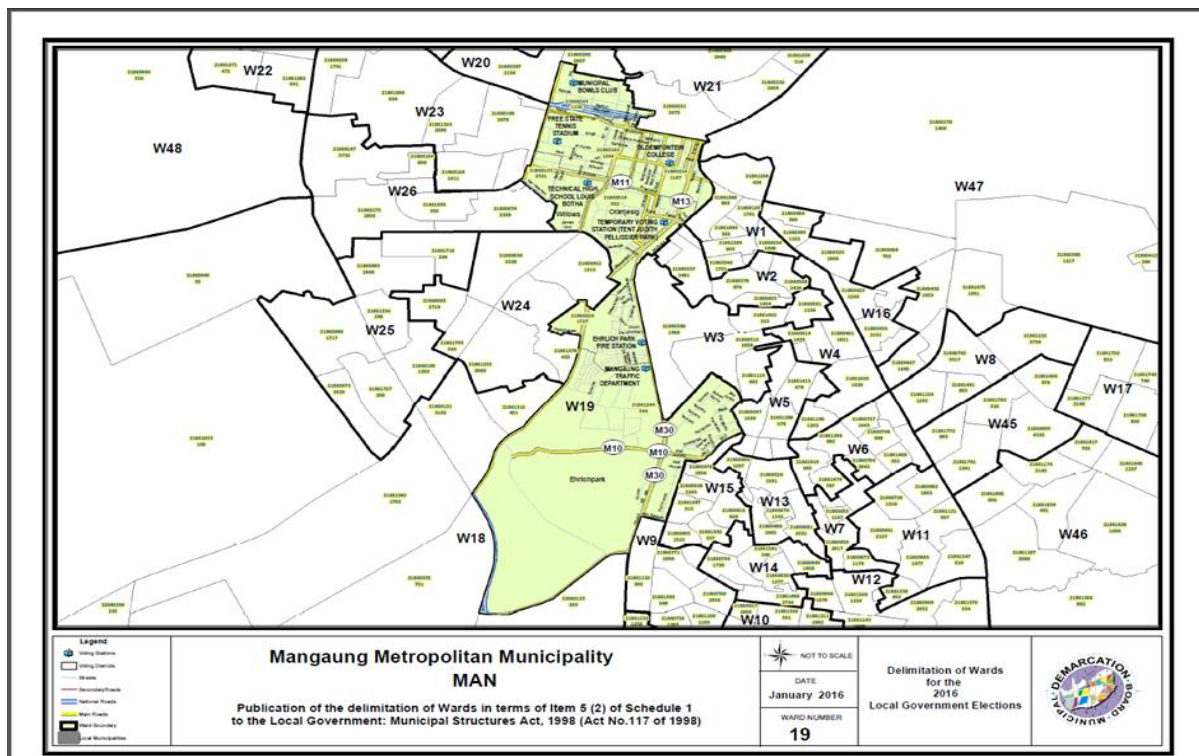
Source: Item 5(2) Schedule 1 of Local Government: Municipal Structures Act, 1998

4.5.2 The following questions were put to the Ward Councillor, Ward Committee and Community Members:

4.5.2.1 What are the challenges facing the Ward Councillor and Ward Committee in engaging with the Municipality?

The ward consists of people who are employed, or own their own businesses. These Community Members said the Municipality has to provide better services to them as they pay high tariffs. The Ward Councillor and Ward Committee are however faced with the dilemma of the Municipality that says that Community Members have to take responsibility for the maintenance of their own properties. Additionally, municipal officials who are sent to the ward do not address the problems of the people in an appropriate time. This leads the Community members to be negative towards attending ward meetings. The main demands of the people in this ward relate to the fixing of potholes in the streets, and the fixing of streetlights and blocked sewage systems. According to the Ward Committee and Ward Councillor, they have engaged with the Municipality on the needs of the people of this ward, but the Municipality has said that it covers a large area with limited workers.

4.5.2.2 What capacity building projects of the Municipality are available for the Ward Councillor and Ward Committee?

In addition to the workshops that the Ward Councillor and Ward Committee have attended, they have also attended relevant short courses to capacitate themselves. These short courses assist the Ward Councillor and Ward Committee in attending to the needs of the people. In addition, the participation of different political parties in the municipal council has provided varied experience to the Ward Councillors. The Municipality also offers a two-day workshop to the Ward Councillors every quarter. These workshops assist in developing the capacity of the Ward Committees and the Ward Councillor in order to attend to the needs of the community. The Ward Councillor and Ward Committee also have a good relationship with people with exceptional skills in the ward in order for them to be part of the ward's programmes. The Municipality also assists Ward Councillors with bursaries in order to develop their capacities or skills.

4.5.2.3 What is the character of the participation of the Ward Councillor and the Ward Committee in the Integrated Development Plan process?

It is the responsibility of the Municipality to invite Community Members to participate in the Integrated Development Plan process. The Ward Councillor and Ward Committee said that they were invited to take part in the IDP process. Although they said that the IDP document is broad, they had an opportunity to raise the needs of their ward. The municipal officials addressed the problems or the needs of the community and they explained the programmes to attend to the problems. The Ward Councillor and Ward Committee said the IDP document has good programmes that need to be implemented.

4.5.2.4 What are the problems the Ward Councillor and the Ward Committee encounter in the ward?

Most of the people in the Ward work in the public and private sector or run their own businesses. The people who are interested in certain municipal projects are the unemployed people who attend the ward meetings. The main problems in the ward relate to potholes, blocked sewage systems and the broken streetlights, and the high crime rate. Other grievances relate to high water and electricity tariffs and slow service from the Municipality.

4.5.2.5 Explain the functions of the Ward Councillor and the Ward Committee in influencing community participation.

Community Members are important role-players in the Ward. The Ward Committee and Ward Councillor call meetings and establish good relationships with all stakeholders in the ward. The main purpose is to request Community Members to take part in the programmes of the ward. The Ward Councillor and Ward Committee value the ideas and opinions of the Community Members. People are encouraged to submit their agenda points for ward meetings in order for their needs to be addressed.

4.5.2.6 What are difficulties facing the Ward Councillor and the Ward Committee?

The projects initiated projects by the Community Members take too long to be implemented. The Municipality is also tardy in supporting the programmes of the Ward. Lack of financial resources can delay development in the ward. In addition, the meetings in the ward are not supported by the Community Members. Furthermore, Community Members complain about the crime rate, but they do not want to participate in the Community Policing Forums. A further complaint relates to the state hospitals, which do not render good services to the people, although they operate day and night.

4.5.2.7 What are the Ward Councillor and the Ward Committee's roles in the budget process?

According to the Ward Councillor and the Ward Committee, they participate in the budget process during municipal council meetings. The Ward Committee said that they assisted the Ward Councillor in getting the priority needs of the community identified by the community. They submit these needs of the community to the Municipality, and the Municipality decides on the process of addressing them.

4.5.2.8 Explain the participatory skills of the Ward Councillor and the Ward Committee.

The Ward Councillor and Ward Committee said the ward is made up of professionals with different skills. They come from different levels and sectors. The Ward Councillor and Ward Committee said they have a good relationship with them in order to utilise them in terms of the development of the Ward.

4.5.2.9 Describe the access to municipal information by the Ward Councillor and Ward Committee.

It is important for the Ward Councillor and Ward Committee to know about the political structure and administrative structure of the Municipality. There are also core functions of the Municipality

that the Ward Councillor and the Ward Committee need to know about. It is important for the Ward Councillor and the Ward Committee to know about national legislation, provincial legislation and municipal by-laws, and the policies and procedures of the Municipality. There are also essential services like water, electricity, roads and streets, sewage, sanitation and cemeteries that are important for the Ward Councillor and Ward Committee to be knowledgeable about.

4.5.2.10 Explain the meetings by the Ward Councillor and the Ward Committee with the community.

After the Ward Councillor and Ward Committee are elected, the municipal officials organise a meeting in order to introduce them to the community. The municipal officials also explain and emphasise the importance of holding and attending meetings in the ward. The meetings between the Ward Councillor, Ward Committee, and Community Members are held every quarter. The meetings are posted up at all public places and loudspeakers are used to announce the meetings. In the meetings, Community Members raise their challenges that face the ward. Certain Community Members assist the ward in terms of development.

4.5.2.11 What are the needs of the community of Ward 19?

Ward 19 is composed of the Central Business District and it is more developed compared to Ward 12 and Ward 14. However, the needs of these wards are the same; the only difference is way they are serviced. Ward 19 receives better service from the Municipality. The people of this Ward also have knowledge of municipal policies and the basic needs of the community. The following are needs that were identified by the community:

- **High water and electricity tariffs**

The Mangaung Metropolitan Municipality has an obligation to provide services to the community and Community Members are obliged to pay for the services rendered by the Municipality. The services are charged according to the services rendered to the community. The Community Members in this ward complained about high water and electricity tariffs imposed by the Municipality. Most of the people who complained about the high tariffs are unemployed and those who earn a meagre income. Community Members said they had raised this issue with the Ward Councillor and they have asked to be treated as indigent people.

- **Unemployment**

The most obvious impact of unemployment is that it affects the economy negatively. Community Members in this ward run their own businesses, while others work in the private sector and public sector. There are also unemployed people in this ward. The municipal projects in the ward assist in

curbing the unemployment. However, Community Members in the ward complained about the government not providing decent jobs for the people. They said the government had promised people decent jobs.

- **Water and sanitation**

Ward 19 is one of the developed wards in the Mangaung Metropolitan Municipality. All the households in this ward are linked to the sewage system and have water in their yards. The ward is however faced by unprecedented population growth, rapid urbanisation, and increased economic activity. This puts the Municipality under pressure in the provision of water and sanitation to this community.

- **Electricity supply**

Eskom is South Africa's electricity utility. CENTLEC, which is the service provider for the Mangaung Metropolitan Municipality, purchases electricity from Eskom. Community Members who are registered as indigent are provided a certain number of free units of electricity. Community Members in the ward complained about load shedding as it affected their businesses. In this ward, all households are connected to the electricity supply. There are also streetlights throughout this ward.

- **Sewage maintenance and disposal collection**

The fixing of the sewage system is categorised by the Municipality. According to the Municipality, there are certain sewage related issues that need to be fixed by the owner of the property, and not the Municipality.

- **Housing**

Ward 19 is composed of townhouses, old municipal houses, and bonds houses. Individuals or companies own most of the townhouses. However, some people who live in townhouses rent them on a monthly basis. There is no backlog of houses in this ward.

- **Municipal health and education service**

This ward has public and private clinics and a public hospital. It has also a number of general practitioners, who play an important role in the health of the people. There are Community Members who use private clinics and general Practitioners, while others use public clinics and the public hospital. There are primary and secondary schools in this ward. There are also tertiary institutions, like the Motheo TVET College and the Central University of Technology, and other private academic institutions.

- **Streetlights**

The ward uses floodlights and streetlights.

- **Municipal roads and storm water drainage**

All roads and the streets are tarred in this ward. However, people complained about the potholes in the streets. In terms of storm water drainage, the Municipality has installed a drainage system that directs the sewage.

4.5.2.12 What is the Integrated Development Plan and how does it relate to the Ward Councillor and Ward Committee?

Community members said the IDP is a broad document that covers all the needs of the Municipality. They said they were invited to participate in the Integrated Development Planning. They were given the opportunity to raise their concerns and municipal officials responded to them. The municipal officials also indicated the programme of action in dealing with the needs of the communities. The programme of action had to be aligned with the resources and capacity of the Municipality in the implementation of the Plan.

4.5.2.13 What are the mechanisms for the Ward Councillor and Ward Committees to improve the lives of the community?

It is important for the Ward Councillor and Ward Committee to engage timeously with Community Members and other relevant structures of the Municipality. There should also be platforms where communities have an opportunity to engage with the politicians and administration on their development needs.

4.5.2.14 Conclusion

In terms resources and services, Ward 19 has all the institutions and facilities that provide services to the community. This includes banks, municipal departments, provincial departments, and private sector institutions. The people of the ward mostly work in the private sector and the public sector or run their own businesses. Most of the people in this ward have passed Grade 12, while others have tertiary education. There are many students who live in the ward and people from other countries, like Lesotho, Zimbabwe, Mozambique, and Nigeria. Most of the people who live in this ward have knowledge about the functions of the Municipality and the services that should be rendered to the people by the Municipality. There are similarities between Ward 14 and Ward 19, although Ward 19 is more developed than Ward 14.

4.6 OVERALL CONCLUSION OF WARD 12, 14 AND 19

The study was conducted in Ward 12, 14 and 19. The wards were chosen in order to compare the levels of services rendered by the Municipality and the developments in the wards.

It was found that Ward 12 still does not serve the basic needs of the community. Some Community Members live in informal structures and use the bucket system. Most of the people in Ward 12 have temporary jobs, while others receive a grant from the government. Only a few people have permanent jobs. Most of the people in this ward do not have Grade 12 and only a few have a tertiary education. There is a backlog of houses, and water and sanitation in this ward. There are no primary schools and only one secondary school in Ward 12. In terms of the health system, there is only one clinic that has to service hundreds of people. The people in this ward were reluctant to participate in the study, thinking that the study had a political motive.

In terms of Ward 14, it was found to be semi-developed. Most of the basic services are rendered and attended to by the Municipality. Most people in this ward have passed Grade 12 and have a tertiary education. They mostly work in the public and private sector, while some are unemployed and others have temporary jobs. Those in this ward who participated in this study were mostly supportive, although they did not want to be recorded. The backlogs in the ward related to the untarred streets and the high unemployment rate. In terms of education, there are primary and secondary schools. In terms of the health system, two clinics service the people who do not work and those who earn a meagre income. There is a police station and a shopping centre in this ward. Services like banks, post office, and points to pay water and electricity are available in this ward.

Ward 19 covers the Central Business District. Most people living in this ward have passed Grade 12 and have a tertiary education. They work in the public and private sectors or run their own businesses. The people of this ward supported this study, although they did not want to be recorded, and they showed knowledge about the functions of the Ward Councillor and the Ward Committee. They also have knowledge of the functions and the powers of the Municipality. Ward 19 is more developed compared to Ward 12 and Ward 14. There are primary and secondary schools, and tertiary institutions and private academic institutions in this ward.

Although the wards had differences and similarities in terms of municipal services rendered to them, they had a mutual concern about the municipal officials deployed in their wards who did not attend to their concerns. There was an overall outcry about poor service delivery in all three wards.

CHAPTER FIVE: RESEARCH FINDINGS AND INTERPRETATION
5.1 Introduction

This chapter covers the findings and interpretation of the study. The findings indicate that there are contradictions and similarities in the views of the Ward Councillors, Ward Committees, and

Community Members. This chapter also examines the challenges experienced by the Mangaung Metropolitan Municipality in influencing community participation. The specific wards utilised in this study were selected in order to compare developments and municipal service delivery.

5.2 Findings

The findings of all the wards will be integrated in the following section.

5.2.1 Mechanisms for participation

The Ward Committees and Ward Councillors have highlighted that there is a lack of support from the Municipality. The deployed municipal officials to the Wards do not facilitate community participation and do not attend the meetings. The Ward Committees also do not have the power to make decisions in the municipal council. They act or serve as an advisory structure to the council and Community Members. The Ward Committees are the structure for formal communication between Ward Councillors and Community Members, and they are the eyes and ears of the people. Ward Committees play an important role in ensuring that Community Members take part in decision-making. The Ward Councillors are representatives of the Community Members in the council. Their main function is to make sure that there is service delivery and development in the wards.

The Municipality is the instrument that has to provide services to the people. However, the poor monitoring and evaluation system of the Municipality is affecting service delivery. The municipal officials who are not doing their task are defended by their political parties and do not account to the communities. The deployment of unskilled people in the Municipality is affecting the performance and services to the people. In terms of democracy, the municipal officials have an obligation to serve the interests of the people.

The principles of democracy play an important role in maintaining and accommodating quality of life and human rights. According to communities, their needs are not attended to and prioritised. The Municipality implements projects that are not proposed by the communities.

Municipalities should be transparent and accountable to the community. Municipalities assist communities in terms of self-governance, creativity and empowerment. The communities are acquiring more skills through the projects that are implemented in the wards.

Community participation is the most important instrument to engage communities in areas such as education, employment, crime prevention, accounting practices and health policies. The decisions

that are implemented are evaluated in order to test consultation policies and good working relationships.

5.2.2 Needs of the communities

The Community Members identified their needs, which related to a backlog of houses, water and sanitation, and blocked sewage systems. It was established that there is a lack of support from the Municipality in terms of these basic needs identified by the Community Members.

Moreover, Ward Councillors and Ward Committees are elected without verifying their level of education and their skills. This has a negative impact on identifying, prioritising and monitoring the needs of the communities.

Community Members were not always aware of the fact that the budget of the wards are not controlled by the Ward Councillors, but by the municipal council. The municipal council thus gives the go-ahead for projects. It was also established that there is an unequal power balance between the communities and the Municipality. The Municipality has more power than the communities.

Ward Councillors are nominated and elected by their political parties before they can be candidates in the local government elections. It was said that political parties do not elect people by verifying their skills or level of education, instead they elect vocal people. Projects are also often delayed because of a lack of skills and political interferences. The deployed municipal officials lack communications skills and they cause delays in the developments in the wards. In this regard, good governance presents the following responsibilities for Councillors and municipal officials:

- They have to give feedback on the decisions taken by the municipal council in terms of development projects and programmes affecting them.

- They have to assess municipality programmes and plans and their future impact on the communities.

- They have to ensure that the services or developmental projects are delivered effectively, fairly, and in a sustainable way.

- They have to inform the municipal council of all issues in the communities and keep close contact with their constituencies.

In terms of Section 152 of the Constitution, local government is to encourage the involvement of communities and community-based organisations in the matters of local government. The

municipalities have to provide strong, effective and cooperative leadership to the communities. In terms of Section 195 (1) of the Constitution, there are values and principles to govern public administration that include:

•   Public administration must be development-oriented;

•   Services must be provided impartially, fairly, equitably and without bias;

•   Public administration must be accountable; and

•   Transparency must be fostered by providing the public with timely, accessible and accurate information.

 Hence, these principles have to ensure that the government and public officials encourage communities to participate in the matters affecting them. It is also an essential democratic right of the people to engage in activities that affect their lives. Therefore, local government has to ensure effective engagement of the community in the IDP process.

According to the Municipal Systems Act, 2000, there should be universal access to essential services that are affordable to all. The Act also defines the legal nature of a municipality as including the local community within the municipal area. The Act further provides and guides the political and administrative structures for the benefit of the communities. The main purpose is to empower the poor and ensure that municipalities put in place service tariffs and credit control policies. The local government has the responsibility to integrate all municipality activities in order to harmonise the local natural environment.

5.2.3 Decision making

The Ward Councillors, Ward Committees, and Community Members are relevant structures that make significant decisions in terms of developments in the wards. The municipal council, however, limits the powers of the Ward Councillors, Ward Committees, and Community Members in terms of taking the decisions. It was found that there are contradictions regarding when and who should make decisions. The Ward Councillors, Ward Committees, and Community Members are also concerned about the top-down approach of the Municipality. There are needs that have been identified and prioritised by the Community Members that are not recognised by the Municipality. The communities said that they have no ability to influence the decisions taken by the Municipality.

According to the Community Members interviewed in this study, the Municipality has a tendency of calling meetings and telling the community that the budget is for the following issues. Thus, the communities are not giving the opportunity to inform the Municipality on the IDP. It is therefore seen

as an inefficient process, that is rushed, and therefore the people will not embrace it. The participation of Community Members in decision-making is of little importance and Community Members felt that they are excluded. The study findings confirmed the view that only the Municipality performs decision-making in the IDP.

As alluded to previously, the powers of the Ward Councillors, Ward Committees, and Community Members are limited compared to the powers of the Municipality. The needs of the communities are not attended to according to their priorities. The communities end up accepting whatever the Municipality provides to them as the processes take so long to be implemented.

Integrated Development Planning allows municipalities to provide better services to the communities. The IDP, with the assistance of other legislation, encourages community participation in the IDP process. An IDP is a development plan for a municipal area containing short-, medium- and long-term objectives, and strategies. The institutional design and internal checks and balances assist in holding government agencies accountable to the community.

The IDP is based on community needs and priorities. Through the IDP, the community has the opportunity to participate in identifying their important needs. In this regard, the community can participate in the municipal planning processes. A practical example is when communities participate in the preparation, implementation, and review of the IDP.

5.2.4 Ward meetings

It was established that the meetings, which are supposed to be held at least every quarter, are held when there are projects in the wards. The relevant structures, such as the Ward Councillors and Ward Committees, thus, take decisions without consulting the Community Members. The Community Members are the main instruments, who need to be consulted before these decisions can be made. Another factor that needs to be acknowledged is that communication skills are important for Ward Councillors, Ward Committees and deployed municipal officials.

The Ward Councillors, Ward Committees, and Community Members are required to meet at least once every quarter. The main purpose of the meetings is to enable the views and the input of the people with regard to service delivery. It was found that people who are unemployed and those who are in need of houses, water, and sanitation mostly attend the meetings. The deployed municipal officials rarely attend the community meetings. The findings revealed that the reason for poor attendance at community meetings is the lack of confidence in the Municipality.

Community Members stated that the failure of development initiatives to transform community needs into tangible benefits was a discouraging factor, which influenced the attitude of the people towards the meetings. It was also said that people who are close to the Ward Councillors always attend the meetings. The meetings sometimes become bogged down in political discussions, instead of discussing the needs of the people. There is also evidence that councils dominated by a single political party sometimes constitute and define the operation of committees in ways, which drown out any potential opposition.

Legislation and policies are clear in terms of community participation. The communities have to participate in the Integrated Development Planning process and budgeting. The Municipal Systems Act of 2000 encourages municipalities to develop a culture of municipal governance. The commitment of municipalities plays an important role in enhancing local government and participatory governance. Communities have to take part in decision-making, as participatory governance is not a privilege, but a political and legal right for good governance. The Constitution encourages the community to participate in policy-making and as active role-players rather than only consumers of the services. Local government also has to come up with formal and informal initiatives, which include public hearings, Ward committees, roadshows, and public meetings in order to meet the needs of the community. Moreover, the Batho Pele principles are initiatives to get public officials to be more effective and efficient in executing their duties. The important mechanism for effective community participation is transparent, which allows citizens to hold public officials accountable for the level of services they deliver.

South Africa is a democracy. Every citizen of South Africa has the right to vote, to freedom of speech, and to right of association. The Constitution is a powerful tool that is used to protect the rights of the people, while democracy is regarded as an instrument for the government that is elected by the people. South Africa has been consistent in terms of governmental institutions, policies and political tolerance that shaped the transition to democracy. In South Africa, there are regular elections, civil society activism, and a free press that holds leaders to account. However, the gap between the rich and poor still exists in South Africa, which makes it harder to address social security, unskilled people and unemployment.

5.2.5 Access to information by Ward Committees and Ward Councillors

The Community Members articulated fears on the lack of information regarding the outcome of their issues that are reported to the Municipality. The Municipality, on the other hand, was of the opinion

that communities knew about the flow of information, as informed by government legislation. The findings revealed that a lack of information to the Community Members created problems as the Community Members lost confidence in the Municipality. It was further established that there is poor communication between communities and the Municipality on municipal strategies. In terms of the budget of the Wards, it is only available in highly technical and inaccessible formats. It is rarely packaged in a way that will provide useful information on budget allocations at ward level. Moreover, although the legislation makes provision for the link between communities and the municipality, the Municipality does not respond in time on the issues that affect communities. Municipalities have an obligation to be flexible and accountable to the needs of the communities.

Municipalities have to provide information that is related to the needs of the communities. This is important for communities in order for them to trust the Municipality. In addition, the Municipality has to provide the budget process to the communities. Transparency and accountability should be a daily practice for municipalities.

The Municipal Structures Act of 1998 assists in providing the internal systems, structures, and office-bearers of municipalities. It also provides the information for appropriate electoral systems and provide for matters in connection herewith. Municipal officials and representatives have an obligation to report all municipal affairs to the communities. Section 152 of the Constitution requires municipalities to attain these objectives through:

- Developing mechanisms to consult with the communities.
- Reviewing communities and municipal priorities and policies.
- Community participation in the Integrated Development Planning.
- Developing programmes that aim to improve service delivery.

It was established that the municipal officials do not assist the communities in terms of economic development. The Municipality does not attend to the needs of the people. Some of the communities still use the bucket system and do not have houses and clean water. Moreover, office-bearers and municipal officials do not report municipal affairs to the communities. It was said by Community Members that office-bearers are seen in the community when they are campaigning for the elections or when they want to be elected.

5.2.6 Participatory Skills
Community Members mentioned that the education profile of Ward Committees reflects low levels of skills. The findings revealed that Ward Councillors and Ward Committees work with people with

exceptional skills in their wards. These people assist in transferring their knowledge to Community Members. It was also found that many Ward Committee members are not clear about their roles and how to carry out their functions. The need for Ward Committee members to receive capacity building training is widely recognised and encouraged. The Municipality has a duty to make provision for capacity building to enable active community participation. The lack of funding from the Municipality is however a significant barrier to capacity building. Lack of access to resources such as computers, printers, and photocopiers were also mentioned as a constraint on the effectiveness of Ward Councillors and Ward Committees. Municipalities appear not to budget adequately for such resources.

Local government is the closest sphere of government to the people. It is important for this sphere of government to have skilled and qualified people. It was established that the Municipality does not have programmes to develop political and administrative officials. People who render services in municipalities do not have knowledge of budgeting, in order to avoid irregular and unauthorised expenditure. It can thus be said that the resources of municipalities are not utilised effectively for the benefit of communities.

The Constitution emphasises the upliftment of local communities in terms of socio-economic issues and access to essential services. According to the findings, the communities are empowered by the Municipality with building skills and plumbing skills. These projects in the wards are driven by the communities themselves.

5.2.7 Municipality support to Ward Committees and Ward Councillors

The Ward Councillors and Ward Committees revealed that they do not receive sufficient support from the Municipality, and this leaves them feeling discouraged. The municipal officials who are deployed to the wards do not attend the ward meetings and do not assist in the developments of the wards. The Ward Councillors and Ward Committees are also powerless to implement the needs of the communities as the Municipality controls the budget.

The Ward Councillors, Ward Committees, and Community Members pointed out that the Municipality makes decisions about projects and the community is then only informed about them. The committees are then expected to market the idea to the rest of community, gather support for it, and become involved in the implementation of the project.

Local government is seen as the central role of local democracy. Therefore, local government is to develop strategies and mechanisms to continuously engage with communities, business, and civic organisations. In this regard, municipalities are required to involve civil society organisations in budget formulation and in planning processes. Feedback is the most important approach, which informs the communities on the utilisation of resources in terms of services rendered. Transparency, fairness, and accountability are the best tools to gain the trust of communities. In order for all role players in local government to gain the trust of the communities, they must ensure that they set milestones, benchmark and performance evaluate.

5.2.8 The Ward Councillor and Ward Committee's relationship

Ward Committees and Ward Councillors address the needs of the communities collectively. Ward Councillors, as part of the Ward Committees, support the initiatives and programmes of the Ward Committees. Ward Councillors are to consult with the Ward Committees before they make decisions. This study found that there was satisfactory support between the Ward Councillors and Ward Committees in terms of service delivery.

Although the working relationship is good between Ward Councillors and Ward Committee members, sometimes conflict erupted because Ward Councillors wanted to satisfy a political agenda rather than improve the lives of the people. It was also found that community participation is about power between the communities and politicians. Politicians sometimes come with an agenda that becomes a barrier for effective community participation.

The effectiveness of municipalities is seen through the functionality of the Ward Councillors and Ward Committees. Ward Councillors and Ward Committees are responsible for improving the lives of the people. However, often the communities drive the projects in the wards. People who have exceptional skills are included and utilised in the projects for the purpose of development in the wards.

Community participation has become a constitutional imperative whereby a people-centred approach was established in South Africa. The Constitution encourages the community to participate in policy-making and be active role-players rather than only consumers of the services. Local government has to come up with formal and informal initiatives, which include public hearings, Ward committees, roadshows, and public meetings in order to meet the needs of the community.

5.2.9 Communication strategies

Municipalities should implement effective communication strategies that support Ward Councillors, Ward Committees, and Community Members. Ward Councillors and Ward Committees should enable effective communication between communities and political representatives. It was established that the Municipality does not effectively support the initiatives of the Ward Committees and Ward Councillors. The deployed municipal officials do not assist Ward Councillors and Ward Committees in interpreting local government legislation and do not provide support to build their capacity.

The IDP and budget processes are the tools used to address the needs and priorities of the communities. The municipalities are obliged to train and capacitate Ward Councillors and Ward Committees on issues such as the IDP and budget processes. It was established that Ward Councillors and Ward Committees struggle to participate in the IDP and budget processes. This has a negative impact in terms of the developments of the wards.

5.2.10 Capacity building and training

Ward Councillors and Ward Committees are structures that are expected to address the needs of the communities in an effective manner. The municipalities are obliged to provide the necessary skills to the Ward Councillors and Ward Committees. It was found that the Ward Councillors and Ward Committees do not have the necessary skills in order to perform their duties. Training and capacity building is important for the effective functioning of Ward Councillors and Ward Committees.

5.2.11 Integration into the IDP processes

All municipalities draft their Integrated Development Planning, which is reviewed every year. Ward Councillors and Ward Committees are regarded as the main actors in the IDP process. The Integrated Development Planning processes are regarded as central to engaging communities in decision-making. These include IDP forums, roadshows and budget processes, as well as ward meetings. The IDP, before it can be approved by the municipal council, requires input from the communities.

The Ward Committees and Ward Councillors are part of the process in order to improve the lives of the communities. It was found that Ward Councillors, Ward Committees, and Community Members do not have broad knowledge on the IDP process. It was also established that the IDP did not address the needs of a specific ward, but it is a document for the whole municipality.

5.2.12 The challenges that the Ward Councillors and the Ward Committees face in engaging with the Municipality

The Municipality is obliged to train the Ward Councillors and Ward Committees. This is to capacitate the Ward Councillors and Ward Committees on how to deal with the budget of their wards. The Municipality controls the budgets of the wards; the wards have to submit the priorities of the communities to the Municipality and the municipal council has to approve it. It was found that the municipal council approves the budget of the communities without double-checking the most affected communities in terms of service delivery. The projects provided in the wards also do not have timeframes. In addition, there is a backlog of houses, water, and sanitation in some of the wards.

5.2.13 The problems that Ward Councillors and Ward Committees encounter in the wards

The communities have needs that need to be addressed by the Ward Councillors and Ward Committees. The needs of municipalities and the needs of communities cannot be separated. Municipalities have a duty to attend to the needs of communities. Communities also have a duty to pay for the services rendered by municipalities. It was established that municipalities do not attend to the needs of the people within legal timeframes. On the other hand, it was found that communities do not understand the allocation of budget to the wards. Furthermore, it was said that the deployed municipal officials do not support the Ward Councillors and Ward Committees.

Another finding relates to the budgets of the wards, which are controlled by the municipality. It was said that certain individuals who are close to the Ward Councillors and Ward Committees control the projects. Ward meetings are also not announced or posted up at public places. In addition, people who are close to the Ward Councillors and Ward Committees attend the meetings. There is also no transparency or accountability from the municipal officials and the ideas of communities and stakeholders are ignored by the Municipality.

5.2.14 The functions of Ward Councillors and Ward Committees in influencing community participation

The main functions of municipalities are to render services to the communities, while communities pay for the services rendered by the municipalities. Municipalities that render better services to communities result in communities being more inclined to pay for the services. The opposite is also true about municipalities that rendering poor services to communities.

Communities are regarded as important actors in terms of municipalities. The ideas and opinions of communities play an important role in the development of the municipalities. Thus, ward meetings are conducted in order to address the needs of the communities.

5.2.15 Difficulties facing Ward Councillors and Ward Committees

The Ward Councillors and Ward Committees' main function is to encourage communities to be part of the developments in the wards. However, the Ward Councillors are elected through their political affiliation. These Ward Councillors in turn influence the election of the Ward Committees. It was established that the Ward Committees do not include all stakeholders in the communities; instead, they favour a certain political mandate. This results in people not being actively involved in the developments of the wards. The people who are not included in the Ward Committees feel that their ideas are not accommodated and they disrupt the meetings.

The municipality's main function is to educate the communities about the services and projects that are rendered by them. It was found that the Municipality cuts or stops services without notifying the communities about it. The Ward Councillors and Ward Committees then have to account on behalf of the Municipality.

5.2.16 The role of Ward Councillors and Ward Committees in the budget process

The Ward Councillors and Ward Committees are elected in order to improve the lives of the people. However, the municipalities control the budgets of the wards. This has a negative impact in terms of developments in the wards. It is limiting the effective functioning of the Ward Councillors and Ward Committees in addressing the needs of the people. It was found that the municipal council does not approve the budgets of the wards according to their needs. The underdeveloped wards are still underdeveloped and the developed wards are developed. The deployed municipal officials also do not assist the Ward Councillors and Ward Committees in terms how to manage the projects.

5.3 DEFINITION OF THE CONCEPTS RELATED TO FINDINGS

The Ward Councillors and Ward Committees are the structures that represent the needs of the people. Communities have to play an important role in the development of their areas. The following section will define the concepts that encourage community participation.

5.3.1 Democracy

Municipalities are the closest structures or institutions to the people. People elect representatives who are going to represent their needs to the municipalities. In a democratic country, local government elections are conducted in order for the people to elect their preferred representatives. The main

mandate of a democratically elected representative is to deal with poverty and unemployment. The study however found that elected representatives do not attend to the needs of the community and are defended by their political parties because of majority rule in the municipalities. It can be said that the outcomes that elected representatives are presenting to the people are unsatisfactory.

5.3.2 Community participation

The ideas and opinions of the people are the best instruments for the developments of the wards. Municipalities should capacitate communities in order to solve their problems. The involvement of the communities in the projects plays an important role in the development of wards. In the community participation process, people are allowed to express their opinions about their prioritised needs and desirable improvements. It is important for the communities to engage on activities that are contributing to improve their lives. The study however revealed that some people push their political agenda, instead of addressing the needs of the people.

5.4 CONCLUSION

It is important to encourage community participation in the form of workshops and community structures, such as Community Development Workers (CDW), in order to create a conducive environment in the municipality. Public hearings and meetings are also important tools that can enable effective community participation. Furthermore, the Ward Committees are relevant structures for formal communication between the Ward Councillors and Community Members, and they are the eyes and ears of the people. Their main function is to ensure that there is service delivery and developments in the wards.

In terms of Section 152 of the Constitution, local government is to encourage the involvement of communities and community-based organisations in the matters of local government. The municipalities have to provide strong, effective, and cooperative leadership to the communities. The Ward Councillors, Ward Committees, and Community Members should have significant decision-making powers in terms of developments in the wards. However, the municipal council limits the powers of the Ward Councillors, Ward Committees, and Community Members in terms of taking the decisions.

CHAPTER SIX: SUMMARY, RECOMMENDATIONS AND CONCLUSION

6.1 INTRODUCTION

This chapter will deal with the summary, recommendations and conclusion of the study. Further, it will highlight the meanings and key issues faced by Ward Committees and Ward Councillors in the Mangaung Metropolitan Municipality.

6.2 SUMMARY

This summary encapsulates the previous chapters.

6.2.1 Chapter two: Conceptualisation and legislative framework

This chapter dealt with concepts and legislation that encourage the involvement of communities and community-based organisations in the matters of local government. There is legislation such as the Constitution, the Municipal Systems Act, the Municipal Structures Act, and the Electoral Act that assist in the formation of Ward Committees and community participation in local government. Public participation is described as the vehicle that involves communities to be part of decision-making at all levels of government.

Democracy and good governance play an important role in addressing the needs of South African communities. The main purpose of democracy is to provide better services to the people and improve the performance of municipal officials. Participatory mechanisms are used in the municipalities as powerful tools in order to empower communities in the policy process. Municipalities are assisted by the provincial and national governments in the provision of basic infrastructure and services. The national and provincial governments also assist municipalities in the provision of a conducive environment, integration of the cities, facilitating of local economic development and the empowerment of the communities.

6.2.2 Chapter three: Mangaung Metropolitan Municipality

The Mangaung Metropolitan Municipality is in the centre of the Free State Province. It renders services to Bloemfontein, Botshabelo, and Thaba Nchu. The Municipality is surrounded by the Eastern Cape, Kwazulu-Natal, Gauteng, the Northern Cape, North West, and Lesotho. Mangaung Metropolitan Municipality promotes service delivery and prioritises the needs of the people. The Municipality has established Ward Committees to ensure that communities are represented. Ward Committees are established and guided by the legislative frameworks that serve as the theoretical pedestal. The Municipality's main purpose is to improve the conditions of its inhabitants and to integrate those communities that were previously disadvantaged. Community participation has plays a significance role in the provision of services in the Municipality.

6.2.3 Chapter four: Empirical studies of Ward 12, 14 and 19

In this chapter, three wards were analysed according to their developmental programmes. It was found that Ward 12 is underdeveloped in terms of water, sanitation, and housing. Questions were put to the Ward Councillors, Ward Committees, and Community Members. The main purpose was to obtain an accurate picture of the wards and to collect the ideas and opinions of the Community Members. Although Community Members participated in the study, they did not want to be recorded. All role-

players were engaged by the researcher, including the office of the speaker, who gave the go ahead for the study.

Ward 12 covers a small part of Rocklands location and a larger part of Ipopeng, Turflaagte and Khotsong locations. Khotsong area has many informal structures and lacks basic services. Ward 14 spans a big section of Rocklands location and Bloemanda location and a small part of Albert Luthuli location. Ward 14 has a police station, two clinics, primary and secondary schools, a shopping centre, library, post office and outdoor sports centre. Ward 19 covers mostly the Central Business District and its surrounding areas, like Willows and Elrich Park. Comparing Ward 14 and Ward 19, there are many similarities in terms of developments. Most of the people of Ward 19 are employed, while other people run their own businesses. In this ward, there are tertiary institutions like Motheo TVET College and the Central University of Technology (CUT). There are also private academic institutions like Boston, Rostec, and Bolton Colleges in the ward. Almost all basic services are rendered in this ward.

6.2.4 Chapter five: Findings and interpretation

This chapter covered the findings and interpretations of the study. It was found that Ward Committees are regarded as an advisory body for Ward Councillors and Community Members. Ward Committees are regarded as the ears and eyes of the Ward Councillors, Community Members and the municipal council. Moreover, it was found that there is a backlog of houses, water, and sanitation, and the frustration of blocked sewage systems. Furthermore, concepts such as democracy, community participation and good governance, and relevant legislation were interpreted.

6.3 RECOMMENDATIONS

The recommendations, which are made to improve democracy and governance, are also relevant to Ward Councillors, Ward Committees, Community Members, and the Municipality.

6.3.1 Mechanisms for participation

It is recommended that municipalities support Ward Councillors and Ward Committees in order to address the needs of the communities. The deployed municipal officials should facilitate community participation and attend the meetings of the communities. Ward Committees should not only act as advisory bodies, they have to take decision for the benefit of the communities. It is also important for municipalities to clarify the criteria of allocating projects to wards. Underdeveloped wards should be

given priority at municipal council meetings. Ward Committees, Ward Councillors, and Community Members should monitor and evaluate the performance of municipalities. Municipalities should serve the interests of communities and improve the quality life of Community Members. Relevant regulation should be enforced and municipalities should be transparent and accountable to the communities they serve. Community participation should be encouraged and be used as an instrument to engage communities in areas such education and accounting practices.

6.3.2 Needs of the communities

It is recommended that municipalities take the ideas and opinions of Community Members seriously. The municipal councils should implement the priorities of the communities and attend to the backlog of houses, water, and sanitation, and the problem of the blocked sewage systems. Municipalities have to support the initiatives of the Ward Councillors, Ward Committees, and Community Members. It is also important for municipalities to verify the levels of education when electing Ward Councillors and Ward Committees. Moreover, municipalities should clarify how the budget is allocated to wards as Community Members often have the perception that their needs will be addressed in the financial year. Furthermore, municipal councils should allocate a budget that addresses the needs of the people and prioritises underdeveloped wards.

6.3.3 Decision making

It is recommended that Ward Councillors, Ward Committees, and Community Members have significant decision-making powers in terms of developments in the wards. Municipalities should create a reporting structure in order to avoid duplication of projects in the wards. Furthermore, municipalities should address the backlog of housing, water, and sanitation. Additionally, the decisions and priorities should come from the communities and municipalities should implement the decisions. The bottom-up approach is important for municipalities when addressing the needs of the people. Regarding the budget, it should be allocated according to the priorities of communities. The deployed municipal officials should call meetings in order to inform the communities about the projects to be implemented in the wards. In terms of Integrated Development Planning, municipalities have to provide better services to the communities. The IDP, with the assistance of other legislation, should encourage community participation in the IDP process. Communities must be part of decision-making as participatory governance is not a privilege, but a political and legal right.

6.3.4 Ward meetings

It is recommended that Ward Councillors and Ward Committees be transparent and account to the communities. Ward meetings between Ward Committees, Ward Councillors, and communities should

be held every quarter. The main purposes of the meetings should be to discuss the needs of the communities and get feedback from the municipality. The deployed municipal officials should attend the meetings and assist the communities in the implementation of the projects. In the meetings, the discussions should be based on the needs of the people, not on political mandates. Community members should be given an opportunity to air their opinions regarding service delivery. Ward Councillors and Ward Committees should address Community members' needs so that they are more motivated to attend ward meetings, as poor service delivery leads to poor attendance of meetings by the community. Municipalities should develop tangible initiatives in order to encourage communities to attend ward meetings.

It is further recommended that the legislation and policies of municipalities should be clear and should assist community participation. The commitment of municipalities has to play an important role in enhancing local government and participatory governance.

6.3.5 Access to information by Ward Committees and Ward Councillors

It is recommended that municipalities ensure that the relevant information is always available to communities. Communities should be informed about the services that are rendered by municipalities. There should be good communication between communities and municipalities in terms of budgets and other technical issues. Municipalities should be flexible and be accountable to the needs of communities.

Furthermore, the Municipality must provide information to assist the communities in terms of economic development; it also must provide information related to the community's needs. Moreover, the Municipality has to provide relevant information to the communities in order to gain their trust. The budget should also be clarified. Transparency and accountability should be a daily practice for the Municipality.

6.3.6 Participatory skills

It is further recommended that municipalities should provide the necessary skills to Ward Councillors and Ward Committees to enable them to address the needs of the people in terms of legal timeframes. The Ward Councillors and Ward Committees should work together with people who have exceptional skills in the wards. These people should assist by transferring their knowledge to Community Members. Moreover, the capacity building and the training of Ward Councillors and Ward Committees should be recognised and encouraged. Municipalities should set funds aside for training

and capacity building. Additionally, municipalities should have resources, such as computers, photocopiers, and printers, available for Ward Councillors and Ward Committees in order for them to function effectively. The resources of municipalities should also be utilised effectively for the benefit of communities.

6.3.7 Ward Committees and Ward Councillors support from the Municipality

The support that Ward Councillors and Ward Committees receive from municipalities should encourage them to function effectively. The deployed municipal officials should attend the ward meetings and assist in the developments of the wards. Furthermore, it is important for each ward to be allocated its own budget, according to its needs. Ward Councillors, Ward Committees, and Community Members should also be involved in all stages of community development projects. Community participation should start with the planning phase and continue through the implementation, monitoring, and evaluation phases of projects.

Communities should own their projects and the planning should occur from the bottom up. They should also be consulted in order to make inputs in projects that will benefit them. Transparency, fairness, and accountability should be the tools utilised to get buy-in from the communities. Lastly, municipalities should use skilled officials in order to achieve economic progress and social cohesion.

6.3.8 The Ward Councillor-Ward Committee relationship

Ward Committees and Ward Councillors should address the needs of the communities collectively. Ward Councillors, as part of the Ward Committees, should support the initiatives and programmes of the Ward Committees. Ward Councillors, as the representatives of communities in the municipal councils, should improve the lives of Community Members. Politicians should also assist communities to participate in the matters related to their needs in order to improve their lives. Moreover, the communities should drive all projects in the wards, and those people who have exceptional skills should be included and utilised in the projects for the purpose of development in the wards. Municipalities should come up with formal and informal initiatives that include public hearings, roadshows, and public meetings in order to meet the needs of communities.

6.3.9 Communication strategies

It is important for the Municipality to have effective communication strategies in order to enable support to the Ward Councillors, Ward Committees, and Community Members. The main function

of the Ward Councillors and Ward Committees should be to act as the communication channel between the Municipality and communities. The Ward Committee's main task is to communicate and consult with communities on developments and service delivery in the wards. Ward Committees should play an important role in facilitating effective communication between political representatives and communities. The existence of Ward Committees should be seen as the primary vehicle for community participation in municipal affairs.

The Municipality must support the Ward Councillors and Ward Committees in terms of wards' financial investment. The Municipality can be commended on the effectiveness of the programmes to familiarise Ward Councillors and Ward Committees with their roles and responsibilities in the various stages of the IDP process. The Municipality can, however, maximise the impact of community participation through addressing the municipal obstacles and capacity gaps within its communities. Moreover, it is important for the Ward Committees to facilitate dialogue between the Municipality and communities.

The IDP and budget processes should address the needs and priorities of the communities. It is recommended that Ward Councillors and Ward Committees be trained on municipal processes, particularly on planning and budget processes. Additionally, the information from the Municipality should be accessible and widely distributed to the Community Members. Communication between the Municipality and communities must be improved, especially around service delivery matters.

6.3.10 Capacity building and training

The more Ward Councillors and Ward Committees are trained in order to improve their skills, the more they can address the needs of the communities in an effective way. The deployed municipal officials should assist Ward Committees in interpreting local government legislation, and provide support and build their capacity.

 Ward Committees and Ward Councillors cannot function effectively without undergoing capacity building and training. Ward Committees and Ward Councillors also need communication skills in order to attend to the needs of communities. Therefore, it is important for the Municipality to provide the necessary skills and capacity building for the Ward Councillors and Ward Committees. Their training should include the budget process and the Integrated Development Planning process.

It is important for the Municipality to build the skills of communities in order to enable them to participate effectively in municipal planning processes. Therefore, the Municipality should have its

own training and empowerment policy that includes the provision of easy access to information and resources.

6.3.11 Integration into IDP processes

It is recommended that Ward Councillors, Ward Committees, and Community Members be integrated more fully into the Integrated Development Planning processes. The IDP processes are regarded as central to engaging a community in decision-making. They include IDP forums, roadshows and budget processes, as well as ward meetings. Community participation processes should also include and accommodate a wide range of key role players. It is recommended that the Municipality come up with more initiatives that promote community participation. Importantly, the Ward Committees should be part of the processes and structures that improve the lives of the people. The development of the IDP requires significant decision making with municipal stakeholders, and the most important of these are communities. Ward committees should be widely seen as a cornerstone of the IDP process.

6.3.12 Suggestions on the challenges that the Ward Councillors and the Ward Committees face in engaging with the Municipality

It is recommended that the Municipality train the Ward Councillors and Ward Committees on how to deal with the budget of their wards. It is also important for each ward to be provided with its own budget. Moreover, the projects that are provided in the wards should have timeframes and Community Members who have exceptional skills should assist in the implementation of the projects. The deployed municipal officials to the wards should meet with Ward Councillors and Ward Committees at least every quarter. In terms of the backlog of houses in the municipal area, the Municipality has to engage with the Department of Human Settlement in order to deal with this matter. Lastly, all stakeholders should be involved in the developments of the wards.

6.3.13 Solutions for the problems that Ward Councillors and Ward Committees encounter in wards

It is recommended that the Municipality attend to the needs of the communities within a legal timeframe. The communities put the Ward Councillors and Ward Committees under pressure about the delays of developments in the wards. It was established by the researcher that communities do not understand the allocation of budget to the wards. They assume that the wards are allocated their own budgets. Additionally, it is important for municipalities to provide information on the budget process to communities. The budget should be also allocated according to the needs of the communities.

Furthermore, it is recommended that Community Members drive all the projects in the wards. In terms of conducting ward meetings, the Ward Councillors and Ward Committees should announce the meeting a week before the date of the meeting. The meetings should be posted up at all public places. It should be kept in mind at all times that transparency and accountability are the best tools to provide in the needs of the people. Lastly, the Ward Councillors and Ward Committees should try to accommodate the ideas, which are generated by the communities.

6.3.14 The functions of Ward Councillors and Ward Committees in influencing community participation

Communities are regarded as important actors in municipalities. Municipalities render services to communities. It is important for municipalities to educate communities about the importance of the services, while municipalities should also render better services to communities. It was established in this study that municipalities do not render good services to communities. Municipalities that render good services encourage more community participation. It is recommended that communities should be given more opportunities to drive projects in their wards. Furthermore, the ward meetings should address the needs of the communities, and the ideas and opinions of the communities should be taken seriously.

6.3.15 The way forward on the challenges facing Ward Councillors and Ward Committees

Ward Councillors are elected during local government elections. After the Ward Councillors have been elected, they have a duty to elect Ward Committees. Ward Councillors and Ward Committees should encourage communities to be involved in the developments of the wards. It was found that Community Members are not actively involved in the developments of their wards, while others disrupt developments in their wards. It is important for municipalities to have effective programmes that educate communities on all the services and projects rendered by municipalities. The impact of disrupting developments in the wards should be avoided at all costs. Furthermore, municipalities should attend to and address the problems of communities. Roadshows and workshops could also be used as a mechanism to educate communities.

6.3.16 The role of Ward Councillors and Ward Committees in the budget process

Municipalities control the budget of Wards. This limits the functionality of Ward Councillors and Ward Committees in terms of attending to the needs of communities. It was found that municipalities develop the developed wards, instead of concentrating on the underdeveloped wards. Municipalities should allocate the budget according to the needs of the specific communities. It is also important for

municipalities to deploy officials who have skills to the wards to do surveys. It is recommended that a higher budget allocation be made to the underdeveloped wards.

6.4 CONCLUSION

The findings and recommendations led to a conclusion, which relates to the objectives and aims of the study. The conclusion also relates to the research questions of the study. Ward Committees' role in influencing community participation was investigated in this study. It was established that community participation is important for communities in order to address their needs. The Municipal Structures Act assists in the establishment of Ward Committees, which act as the link between Community Members and municipalities.

The main function of Ward Committees is to facilitate effective communication and interaction between municipalities and communities. Thus, Ward Committees are there to bridge the growing division between municipalities and communities, and facilitate community participation.

Ward Committees are regarded as powerful actors and pillars that can influence and mobilise communities around developmental issues in a municipality. It, however, appears that Ward Committees and Ward Councillors have limited powers within the deliberation processes of the municipality. These limited powers affect effective community participation in terms of addressing the needs of the people.

Community participation is a legislative requirement in terms of Integrated Development Planning and budget processes. Community participation is expected to expand local democracy and enhance local development initiatives. However, Ward Committees did not participate effectively in Integrated Development Planning. They said the IDP was too broad and complicated. The IDP also did not cover one ward, but the entire Municipality.

Ward Committees are perceived as effective structures that should facilitate and influence community participation. However, it was found that Ward Committees' role in influencing community participation was not clear. The lack of community participation created a perception amongst communities that they were completely dependent on the municipality. This discouraged communities from engaging in finding solutions to their problems. The findings indicated that there was a lack of community participation in the decision-making process of the Integrated Development Plan. The communities perceived the current decision-making process as controlled by the municipality, and lacking consultation with the community. This study concluded that the role of

Ward Committees in decision-making is to facilitate community participation between communities and municipalities.

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