COMMUNITY PARTICIPATION AS A TOOL FOR PROMOTING ACCOUNTABILITY IN LOCAL GOVERNMENT WITH SPECIFIC REFERENCE TO MAKHADO LOCAL MUNICIPALITY, LIMPOPO PROVINCE

By

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DECLARATION

I, Ndivhaisafhi Mawela, Student Number: **17023779** declare that this dissertation titled "*Community participation as a tool for promoting accountability in local government with specific reference to Makhado Local Municipality, Limpopo Province*" for a Master of Administration degree, submitted to the Department of Public and Development Administration at the University of Venda has not been previously submitted for any degree at this or another academic institution. It is my own work in in execution and design and all reference material contained therein has been duly acknowledged.

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DEDICATION

I would like to dedicate this research to my daughter, I hope that she realises that in life, anything is possible through hard work and passion.

I would also like to dedicate this research to my parents who always taught me to be responsible and account for my action or inaction in life all the time. It is because of them that I am able to conduct this research on the topic that I have learned to apply in my life.

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ABSTRACT

The research investigated community participation as a tool to promote accountability, using Makhado Local Municipality as a prime focus/case study. Makhado Local Municipality has seen a rise in public protest resulting from dissatisfaction with service delivery and lack of accountability by public officials. The dissertation was normative in nature because it employed the theoretical disposition of community participation and accountability on Makhado Local Municipality. A mixed method approach was adopted for the research, which enabled the combination of both quantitative and qualitative data analysis approaches to gain deeper insight of the topic under investigation. A general background review of available literature was presented to contextualise the problem statement understudy. An interpretive research was adopted to assess how community members navigate to create their social world though participatory mechanisms made available by the municipality. Research data was collected through semi-structured interviews conducted using standard interview guidelines. Collected data was analysed both quantitatively and qualitatively through in-depth review of responses extracted from the sampled population with the aid of a questionnaire. Statistical methods of data interpretation were incorporated to enhance data analysis. The findings of the study was that accountability is promoted through community participation, policy of the municipality are aligned to legislative framework and that municipal officials lack professionalism and accountability. It was recommended for the municipality to create systems that will enforce and promote professional conduct by public officials. Furthermore, it was recommended for the municipality to create mechanisms to ensure the involvement of community members as to promote accountability. The study drew its conclusions and recommendations from the views provided by the community participants and public officials on how to best use community participation as a tool for promoting accountability. Identity confidentiality of participants was respected and guaranteed throughout the course of the study. The research problem investigated was the lack of accountability by public officials in Makhado Local Municipality.

Keywords: Accountability, Community participation, Legislation, Local government, Municipality, Public trust, Service delivery, Stakeholders

ACRONYMS

AGSA	Auditor-General South Africa
ANC	African National Congress
APAC	Audit and Performance Audit Committee
CDW's	Community Development Workers
CDWP	Community Development Worker Programme
IDP	Integrated Developmental Plan
LED	Local Economic Development
LGTAS	Local Government Turnaround Strategy
MFMA	Municipal Financial Management Act
MPAC	Municipal Public Account Committee
NDP	National Development Plan
NGO	Non-Governmental Organisation
PMFA	Public Management Financial Act
PSA	Public Service Administration
SALGA	South African Local Government Association
SPSS	Statistical Package for the Social Sciences

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CHAPTER ONE
INTRODUCTION AND BACKGROUND OF THE STUDY

1.1   INTRODUCTION

According to Houston (2001:207), South African government is mandated to develop a wide range of participatory processes in the three spheres of government and other government institutions. Section B (1) of the White Paper on Local Government,1998 states that local government should find sustainable means to meet the social, economic and material needs and improve the quality of life for community members, which can be achieved through a collaboration between local government and community members. Abbiate, Boeckenfoerde and Federico (2017:14) further indicate that direct involvement in public affairs fosters people to work together in realising the needs, wants and concerns of the community members, which should be considered when making decisions.

According to Tau (2013:153), the three spheres of government in South Africa are mandated to create a nation that participates in matters that affect the public's well-being. This implies that community members should be encouraged to voice their concerns on any decision taken in relation to their well-being. Section 152 (1) (a) of the Constitution of the Republic of South Africa, 1996 requires municipalities to provide a democratic and accountable government for community members. In Section 152 (1) (e), the Constitution of the Republic of South Africa, 1996 further stipulates, that municipalities should encourage the involvement of community members and community organisations in local government matters. In order to adhere to the above mandate, mechanisms which promote community participation were developed and these include ward committees, the establishment of public meetings and participation through non-governmental organisations (NGOs), however such mechanisms still need to be strengthened to promote a more meaningful participation (Craythorne, 2006:313). It is to this effect that the relevant provisions were made in section 19(2) of the Local Government: Municipal Structures Act 117 of 1998, wherein municipal council requires to review the processes for involving the community amongst other things. Section 17 of the Local Government: Municipal Systems Act 32 of 2000, further made provision for local municipalities to provide mechanisms, processes and procedures for community participation.

1.2 BACKGROUND AND MOTIVATION OF THE STUDY

Plummer (2000:101) states that most developing countries have adopted the concept of community participation. Given the historical background of apartheid in South Africa, certain groups were previously excluded from participating in governmental issues (White Paper on Local Government, 1998). When the new government came into power in 1994; previously excluded groups found themselves legitimately participating in governmental issues irrespective of gender, religion and race. Subsequently, it became imperative for the South African government to adopt and promote the concept of community participation (Herman, 2016:112).

The term "community participation" derives from Section 152 (1) (e) of the Constitution of the Republic of South Africa, 1996 which requires municipalities to encourage the involvement of communities and community organisations in municipality matters and affairs. Chapter 4 of the Local Government: Municipal System Act 32 of 2000 gives effect to the above statement by making provisions for community participation. From the above one can deduce that community members should be consulted about municipal matters and their inputs should be utilised. One of the cornerstones for building an effective and responsive municipality is to build trust with the community, where community consultations are vital (Craythorne, 2006:313).

Moseti (2010:01) supports community involvement and further states that "well-developed strategies for community participation build trust, promote accountability, strengthen commitment of all stakeholders towards improved governance and directly limit the potential of corruption". Strengthening community participation may assist municipalities to effectively resolve some of the challenges through an improved culture of accountability (Madumo, 2005:162-163).

Section B (3.2) of the White Paper on Local Government 1998 states that involving communities in developing key performance indicators increases municipal accountability and reporting back to community members about municipal performance increases accountability and enhances public trust. Public strikes in Makhado Local Municipality have shown that community members have lost trust in municipal leadership (Makana, 2017:01). Section 17 (2) of the Local Government: Municipal Systems Act 32 of 2000 stipulates that municipalities must establish appropriate mechanisms, processes and procedures to enable

the local community to participate in the affairs of the municipalities. The participation process should be sensitive to people with special needs; this will foster a fair and equal opportunity for community members to influence decision-making processes. Encouraging community involvement of members and reporting back to the community as mandated by the White Paper on Local Government (1998) may indeed enhance public trust. This prompted the study to investigate community participation as a tool for promoting accountability, using Makhado Local Municipality as a case study.

1.3   PROBLEM STATEMENT

Burns, Heywood, Taylor, Wilde and Wilson (2004:2) states that community participation is essential in promoting democracy and improving the decision-making process by ensuring that policies are relevant to the community at large. The process of decision-making needs to be transparent for it to be successful and should also be conducted in a manner that allows community members to identify officials and leaders to be held accountable for the decisions taken (Napier, 2008:167). Van Der Waldtt, Venter, Van de Walt, Phutiagae, Khalo, Van Niekerk and Nealer (2007: 60) state that municipalities have a mandate to communicate information to the community on municipal matters. However, given the recent protests in Makhado Local Municipality, it appears as if such information is not effectively communicated (Sebola, 2017:01).

The reported protest at Makhado Local Municipality regarding the tarring of the 16.5-kilometre-long gravel road through the community demonstrates that community members were not sure of who they should hold accountable (Sebola, 2017:01). The confusion was further influenced by the municipality's failure to provide detailed information and involve the community in the decision-making process of the project. Including the community in municipality affairs builds trust and raises the quality of democracy. Instead, the municipal inability to adopt a transparent decision-making process resulted in lack of accountability by both public official and political office bearers. Lack of accountability among public officials in municipalities formulates the problem understudy. Non-involvement of community members further makes it possible for officials to not account for their actions and hide behind processes and procedures (Waldt *et al.* 2007:60). The research problem, therefore, is the lack of accountability by public officials in Makhado Local Municipality. Hence, the study investigated community involvement to foster accountability among public officials in Makhado Municipality.

1.4   AIM AND OBJECTIVES OF THE STUDY

The study aimed to investigate community participation as a tool to promote accountability in Makhado Local Municipality in order to propose strategies that can help rebuild trust between the community and the municipality as well as enhance democracy.

The objectives of the study are:

- To provide a theoretical background on community participation in local government.
- To conceptualize accountability in local government.
- To outline the legislative framework supporting community participation in local government.
- To assess the influence of community participation on accountability in Makhado Local Municipality.
- To provide recommendations on strategies that can help improve community participation as a tool to promote accountability in Makhado Local Municipality.

The objectives of the study are designed to realise the aim of the study and ultimately assess the state of participation in Makhado Local Municipality.

1.5.   RESEARCH QUESTIONS

Guided by the aim and objectives of the study, the following were listed as research questions:

- What is the state of the theoretical discourse on community participation in the South African local government?
- How can accountability be conceptualised in the South African local government?
- What is the legislative framework on community participation in local government?
- What influence does community participation have on accountability?
- What recommendations may be provided to improve community participation to promote accountability in Makhado Local Municipality?

The questions of the study were aligned to the objectives as a means to ensure consistency throughout the study. The research questions for the study assisted in drawing questions to collected data.

1.6 JUSTIFICATION OF THE STUDY

The study assessed the importance of community participation in promoting accountability from public officials and political office bearers. This is because where community participation and accountability does not exist poor service delivery and corruption might escalate. This research further contributed towards strengthening community participation and ultimately builds trust between the municipality and community members. The research will also empower community members through giving them knowledge on municipal processes.

1.7 DELIMITATIONS OF THE STUDY

The study investigated whether community participation has any influence on accountability in local government with specific reference to Makhado Local Municipality. It provided a theoretical background of community participation as well as accountability and the practicality of the concepts. It further looked at the reasons behind the rising protest within Makhado Local Municipality. However, the study did not attempt to explore or include the disputes and unrest of the demarcation of Makhado Local Municipality. The protest regarding the Vuwani area before it was incorporated into the newly established municipality and the continued protest for it to be incorporated back into Makhado Local Municipality was not be included in this study.

1.8 OPERATIONAL DEFINITIONS

The below are definitions provided for all operational terms within the study. The definitions provided a clear understanding of the terms which were crucial in the study.

1.8.1 Community: Waldt *et al.* (2007:26) defined community as a "district or area of jurisdiction where people live, primarily occupied by private residences". Molaba (2016:41) defined community as a "group of people with diverse characteristics, but who are linked by social ties, share common perspectives and engage in joint action". However, in this study, community is defined as a group of people residing in the same area with shared values and purpose.

1.8.2 Participation: Bratteteig and Wagner (2012:90) defined participation as a decision-making process, where citizens express their opinions and influence the decisions taken. Baraldi and Lervese (2012:01), on the other hand, defined participation as actively taking part and contributing on issues of interest. In this study, participation is perceived as a form of

involvement by interested parties with the aim of acquiring information and influencing decisions taken.

1.8.3   Community participation: Creighton (2005:07) viewed community participation as a "process by which public concerns, needs, and values are incorporated into governmental and corporate decision-making". Buccus, Hemson, Hicks and Piper (2007:06) defined community participation as a "means to enhance development and service delivery, improve governance and deepen democracy, to automatically lead to a more transparent system and promote accountability". From the above definitions, it can be concluded that community participation is a two-way process and requires engagement from both the municipality and the community. Thus, the community should be involved from the initial stages of project that are intended for the development of the community.

1.8.4   Accountability: Thornhill, Van Dijk and Ile (2014:393) stated that "accountability denotes an obligation to demonstrate that work has been conducted in compliance with agreed rules and standards or to report fairly and accurately on performance results, mandate roles and plans". Fox (2010:140) defines accountability as "commitment required from public officials individually and collectively to accept public responsibility for their actions or inaction". In this study, accountability will be defined as holding individuals responsible and answerable for their action or inaction on the decisions taken for community development at large.

1.8.5   Local government: Shah (2006:01) defined local government as the "formulation and execution of collective actions at the lower level". Westoby (2014:111) states that local government is a sphere of government that is closest to people and hence the most suitable sphere to facilitate and promote community participation. From the above definitions, one can deduce that local government involves collective actions from both community members and government officials for the effective function of local government.

1.8.6   Service delivery: Reddy (2016:02) defined service delivery as the "provision of municipal goods, services, activities and satisfaction that are deemed public, to enhance the quality of life in local jurisdictions". According to Zondi, Nzimakwe and Mbili (2017:629) service delivery is the provision of basic and essential services to community members such as water, sanitation, health care, food, social security, housing, education among others. Those services need to be provided in a most responsive and efficient manner. From the two

definitions, service delivery is ensuring that community members receive services that are needed for survival and improvement of basic standard of living.

1.8.7 Public trust: Kettle (2017:19) states that public trust occurs "when citizens look at how their government operates and conclude that political leaders will keep their promises in a just, honest and efficient way". According to Pillay (2017:31), public trust is a "multi-dimensional and complicated process that is determined by actions, inaction, political, social and economic process and societal power relationship". Public trust is the degree to which the public believes that public officials deliver their promises in an effective and efficient manner.

1.9   STRUCTURE OF THE DISSERTATION

The study was divided into seven chapters. Those chapters are outlined below as to what was contained.

Chapter one: Introduction and background of the study: The chapter focused on the introduction, background of the study, problem statement, aim objectives of the study, research questions, justification of the study, delimitations of the study, operational definitions and structure of the dissertation.

Chapter two: Theoretical background of community participation in local government: The chapter provided the theoretical framework of community participation and accountability in local government. It further assessed the practicality of the theory of community participation and accountability in local government.

Chapter three: Conceptualization of accountability in local government: The chapter provided a theoretical background of accountability in local government and the agents that are supposed to drive accountability to strengthen democracy.

Chapter four: Legislative provisions for community participation in local government: The chapter outlined the legislative framework supporting community participation in local government. It is imperative for municipalities to align with the legislative framework, procedure and process as outlined in the frameworks of the country.

Chapter five: Research design and methodology: The chapter detailed an in-depth research approach selected for the study as well as clear guidelines on how data was collected and analysed.

Chapter six: Data presentations, interpretations and analysis: The chapter assessed the influence of community participation on accountability in Makhado Local Municipality from the information provided by participants.

Chapter seven: Findings, recommendations and conclusion: This chapter presented recommendations on how Makhado Local Municipality can use community participation as a tool to promote accountability. The chapter provided a conclusion, which considered participants' views provided.

1.10   CONCLUSION

Community participation is an important element in strengthening democracy. The South African government has noted the importance of community participation, hence, the adopted legislative measures support such participation. Transparency and accountability also play an influential role in the effective running of municipalities. The study linked community participation to accountability to determine whether it has an influence on the effective and efficient municipal operations. To be able to understand the origin and the importance of community participation, it was imperative to provide the background of the concept. Chapter two focused on ensuring that community participation was defined and explained as to facilitate for the linkage with the concept of accountability.

CHAPTER TWO
THEORETICAL BACKGROUND ON COMMUNITY PARTICIPATION IN LOCAL GOVERNMENT

2.1   INTRODUCTION

Burns, Heywood, Taylor, Wilde and Wilson. (2004:06) states that community participation "concerns the engagement of individuals and the community in decisions about things that affect their lives". From the above definition, community participation is a two-way process which requires engagement from both the municipality and the community. Thus, the community should be involved from the initial stage of the projects that are intended for community development. Chapter 5 of the Local Government: Municipal Systems Act 32 of 2000 requires community members to participate in the preparation and implementation of Integrated Developmental Plans (IDP). Plummer (2000:101) states that there are challenges within local government such as public officials with a negative attitude toward community participation based on the notion that it is time consuming with little resources to facilitate the process. Chirenje, Giliba and Musamba (2013:11) stated that engaging community members in resource management has enabled improved service delivery and accountability in the public sector. The chapter covered the theoretical background of community participation and conceptualise accountability. A relationship between community participation and accountability in local government was outline in this chapter. Service delivery was briefly discussed as the one of the core function of local government.

2.2   SERVICE DELIVERY IN LOCAL GOVERNMENT

According to De Visser (2009:11), local government is closer to communities and at a position to better understand community needs as well as provide essential services to these communities. Rana *et al.* (2019:7) agreed and further states that the core function of municipalities is to improve and promote a better life through service delivery. Effective service delivery requires planning to ensure that service delivery meet the basic needs of community members. Ndreu (2016:5) argued that local government have distinguished elements, which include management of public services and representation of communities. The representation of communities is a Constitutional mandate which municipalities cannot hide from. As alluded above, local government is an integral sphere of government bridging

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the gap between government and the people, hence, it is accountable to providing services. As a result it is important to have a system which can manage the provision of services. Masiya, Davids and Mangai (2019:37) stated that improvement of service delivery may be achieved through enhancing community participation and effective planning.

Munzhedzi (2016:1) stated that the South African government has devoted much attention and its limited resources to the local sphere of government to perform its Constitutional obligations. In addition, Tshiyoyo and Koma (2011:125) stated that the provision of sustainable service delivery is a challenge within local government. Local government had to make a strategic move to allocate resources to ensure the improvement of the service delivery.

Tshiyoyo and Koma (2011:125) stated that local government is faced with challenges such as poor communication, lack of accountability, corruption poor financial management among others. Masiya, Davids and Mangai (2019:33) added that one of the recent challenges faced by local government is the significantly increasing community demonstrations/protests in the past few years, resulting from poor service delivery attributed to corruption among other things. Rana et al. (2019:7) noted that to overcome challenges faced by local government, there is a need for corruption free institutions which are accountable to communities about services rendered. As defined by Muriu (2014:6) "corruption is the extent to which abuse and misuse of public resources for private gain". The abuse and misuse of public funds had led to service delivery dissatisfaction of community members as demonstrated by public protests. Masiya, Davids, and Mangai (2019:34) stated that service delivery dissatisfaction results from not only inadequate provision of services, but also the quality of services provided. The quality of service delivery may also be hampered by mismanagement of funds.

According to De Visser (2009:19), communities decide to take their grievances to the streets and protests to show their dissatisfaction with service delivery. The increasing service delivery protests force government to develop plans that will change the situation. The Local Government Turnaround Strategy (LGTS) was established as a government programme for a better service delivery and ultimately to be more responsible, operative and competent local government. Zondi *et al.* (2017:634) stated that municipalities are required to formulate and implement their own turnaround strategies to improve basic delivery and the capacity of their administrations and political functionaries. The LGTS was developed as a government strategic intervention to deal with challenges facing by local governments. According to Mathane (2013:115). A strategy needs to be monitored and evaluated to determine its

effectiveness to facilitate revised deliverable. Zondi *et al.* (2017:634) indicated that Local Government Turnaround Strategy aims to describe criterions to hold public officials accountable for their performance and actions. LGTA further articulated objectives set out for municipalities as follows:

- "To ensure that municipalities meet the basic needs of their communities;
- To build a clean, effective, responsive and accountable local government;
- To improve functionality, performance and professionalism in municipalities;
- To improve national policy, oversight and support to local government and
- To strengthen partnerships between local government, communities and the civil society".

The objectives of the LGTA are set out to ensure that municipality are operating effectively with the ability to address challenging facing community members. It may be deducted that the effectiveness of the objective is dependent on the willingness of the municipality to implement them.

Claasen and Alpín-Lardiés (2010:28) stated that public officials must respond to service delivery issues in order to strengthen accountability. Failing to respond to the service delivery protests shows an underlying lack of accountability. According to Morudu (2017:4), public protests among other things are linked to an inadequate provision of basic service delivery by municipalities. Thus, if the municipalities improve service delivery services there will be less protest from community members.

Tshiyoyo and Koma (2011:120) state that service delivery may be improved by establishing adequate system of local government though promoting community involvement. Service delivery within local governments should be fairly and equally provided to all members within the municipal areas. According to Mansuri and Rao (2004:15), According to Mansuri and Rao (2004:15), community participation has the prospective to improve access to public services. Community involvement may improve the quality of services provided, through improved relationships and better knowledge of the community needs. According to Madzivhandila and Maloka (2014:652), community involvement has an important role in service delivery planning, which include locating users and communities as central role players in a representative government.

Ringold, Holla, Koziol and Srinivasan (2012:5) argued that community members should be given a voice by making information available to them, and ensuring that they have access to service delivery information. It is of paramount importance for municipalities to ensure that services are efficiently and effectively rendered to promote accountability. Rana, *et al.* (2019:7) urged that accountability is necessary to ensure efficient and effective service delivery, hence, lack of accountability in institutions undermines public confidence.

Muriu (2014:6) defined accountability as the "extent to which officials of the local government give account to the citizens on the resources at their disposal and how they have been used in service delivery". According to Ringold, Holla, Koziol and Srinivasan (2012:07), participation in service delivery is important because it potentially improves accountability. Smoke (2015:222) acknowledged that accountability is imperative in enhancing the provision of service delivery within municipalities. According to Muriu (2014:1), participation in local government is assessed in terms of how it affects efficient allocation of resources, accountability, reduction of corruption and ultimately service delivery.

Koma and Tshiyoyo (2015:37) affirmed that recruiting the right or qualified people for in job positions is a challenge which has hampered services delivery in municipalities. This plays a vital role in ensuring the improvement of service delivery. When right people are appointed in job positions, there is a high possibility that assigned duties will be executed not only professionally but also effectively and efficiently.

According Ringold, Holla, Koziol and Srinivasan (2012:5), governance is a set of incentives, accountability arrangements, rules that affect the way key actors, their managers and staff are held accountable for their behaviours and ability to deliver high-quality services with efficiency and responsiveness. Bovens (2003:14) explained that accountability is crucial in local government to enhance the integrity of governance. For municipalities to improve service delivery, good governance is required which will also improve on municipal integrity.

2.3   BACKGROUND OF COMMUNITY PARTICIPATION IN LOCAL GOVERNMENT

Malefana (2008:708) asserts that local government was characterised by a top-down approach before 1994, with minimal need to gather information from communities to contribute towards the management of local government. Therefore, community members' views were not considered in decision making before 1994. Lues (2014:791) stated that

South Africa had its first democratic election in 1994, which brought changes in the management of local government including involving community members in making decisions.

According to Ndreu (2016:6), local government was decentralised to better meet the needs of communities with a clear division of responsibility between the elected people and the appointed. Those clear responsibilities among other things include meeting communities' basic needs in an effective manner. Public officials, therefore, have to account for the achievement or failure of the responsibilities assigned to them. Responsibly assigned to officials are better understood through plans such as the IDP where the municipality outlines its priorities (Tshiyoyo and Koma, 2011:129). According to Muriu (2014:1), community involvement in local government should be used as a mechanism to improve governance and service delivery.

William (2006:200) indicated that the South African history specify that there was very little opportunity for community involvement with no political right to participate in government affairs for most of its population. In addition, De Visser (2009:8) confirmed that there was no uniform system of local government across the country before 1994 and each province had its own configuration of local government institutions. As South Africa adapted to a democratic state, it encouraged community involvement in local government affairs to strengthen democracy. This was emphasised by the provision in the Constitution of the Republic of South Africa in section 152 (e), which supports the local government to motivate the participation of public and community organisations in local government issues.

According to Ndreu (2016:7), one of the local government characteristics, is the Constitutional right of community members to be involved in the process that necessitates decisions been taken and implemented. Hence, the effectiveness of local government is also determined by the level of community participation in municipal affairs. It is important for both the community and municipal officials have the same interest and goals towards community development. According to Ndreu (2016:8), the primary objective for local government is to support democracy, community participation and accountability, as the Constitution of Republic of South Africa in section 152 mandates local government to encourage and facilitate community participation as well as promote accountability. Thus, local government must

encompass elements such as community participation and accountability to support and enhance democracy.

Williams (2006:199) argues that community participation is driven by the notion of better life for all, especially those who were historically marginalised during the apartheid regime in South Africa. A better life means improving the living condition of people in South Africa (Du toit, Swart and Teuteberg, 2016:90). William (2006:200) further stated that the eradication of apartheid regime in 1990, presented local government with a leading role in converting the government to a "people centred development" government. This meant that South African government had to adopt strategies to assist in bridging the historical gap caused by the apartheid regime and develop local governments. According to Mathebula (2016:24), strategies and policies adopted by the government to deal with and close the gaps inflicted by the apartheid government included the IDP, which requires community participation to effect it among others. However, even with the introduction of various polices, a lot still needs to be done, considering the ongoing protests on service delivery (Sebola, 2017:01).

2.4   COMMUNITY PARTICIPATION VERSUS PUBLIC PARTICIPATION

Mathebula (2016:19) indicated that public administration scholars tend to use community participation and public participation as synonyms. However, in this study the two concepts are not used as synonyms; they are distinct. According to Mathebula (2016:19), public participation involves the participation of the general public, whereas community participation refers to the involvement of individuals or groups that are regarded as community. Sanner (2003:18) confirmed that community is not just people living in a juristic area, but also includes people who have a sense of belonging and participating in matters relating to the attainment of common goals and interest.

2.5   THE IMPORTANCE OF COMMUNITY PARTICIPATION

Tshabalala and Lombard (2009:397) defined community participation as a "means of empowering people by creating the space for them to engage in developing their skills and abilities to negotiate their needs in the face of forces that often appear to obstruct and discourage them". This process not only ensure that community needs are understood, but also allow public officials to develop plans that adequately meet those needs. To ensure the participation, which Tshabalala and Lombard (2009:397) defined as the involvement of

community members in the process that affects them, municipalities should develop mechanisms that allow community members to contribute to the decisions taken. This will promote accountability for those decisions taken by public officials in a transparent manner.

Muronda (2017:18) is of the opinion that a better connection between the municipality and community is better established through participation. Therefore, community participation is important in sustaining the good relationship between community members and public officials. According to De Visser (2005:38), community participation improves the quality of decisions taken, because different minds are applied to matters at hand, and serves as a check on the administrative authority. Furthermore, it makes members feel empowered and enables them to learn more about municipal processes. Mansuri and Rao (2004:7) assert that community participation is important because it allows the incorporation of local knowledge in decision-making processes. The encouragement of community participation allows the municipalities to inform, consult, involve and collaborate with them for empowerment purposes.

In the view of Shannon and O'Leary's (2020:2), community involvement promotes accountability in the decision taken relating to municipal affairs. Shannon and O'Leary (2020:2) further argued that putting people first is crucial for a government that is democratic. This means that a democratic government should promote and facilitate the process of involving community members in local government matters. According to Burns *et al.* (2004:2-3), there are several motives why community participation is essential, which comprises of:

- "Improving democracy and service accountability;
- Enhancing social cohesion as communities recognise the value of working in partnership with each other and with statutory agencies;
- Making policies pertinent to local communities;
- Giving residents the opportunities to develop skills and networks that are required to address social exclusion; and
- Promoting sustainability because community members have ownership of their communities and can develop the confidence and skills to sustain development".

According to Pretorius (2014:7), planned democracy is driven by the intuition that democratic legitimacy is closely linked to the ability and opportunity to participate in effective deliberation on the part of those subject to collective decisions. Pietrzyk-Reeves (2006:1) confirms that effective democratic deliberation requires community participation to be effective. This implies that municipal officials must create an opportunity for community members to be a part of the decision-making processes. Pietrzyk-Reeves (2006:7) argued that deliberative democracy cannot be based on the communitarian conception of citizenship, but rather on the conception of multicultural citizenship. Pretorius (2014:10) stated that the deliberative democratic process requires an account of how decisions measure up when evaluated in terms of understanding of the constitutive values of democratic legitimacy. The process of accounting needs to be transparent and consenting community to participate, which strengthens democracy.

According to Claasen and Alpín-Lardiés (2010:29), government more likely creates effective channels of accountability if there is a strong demand from communities. Rana, Ali, Riaz, and Irfan (2019:7) indicated that accountability aims at strengthening the voice of community members to demand much accountability directly from public officials. The demand for much accountability may be voiced out through community participation, wherein public officials take responsibility for their actions and answer to the public.

Caveya (2004:04) stated that to some extent, community members become more involved when government informs the community of decisions taken. This demonstrates how important it is for public officials to consult and inform community members of decisions taken in municipal affairs. William (2006:197) indicated that community involvement has literally become synonymous with legitimate governance. William (2006:199) community involvement is driven by specific socio-economic goals that seek to ensure better life for all, especially previously disadvantaged groups. This implies that community involvement is important in ensuring the well-being of community members though delivering essential services. According to Friis-Hansen (2014:2), community participation is important as it has the potential of improving planning and priorities, better monitoring of activities and checks on how public funds are spent and ultimately, promote accountability to increase effectiveness of public resources. According to Slaymaker, Christiansen and Hemming (2005:21), community involvement not only improves planning, but also improve

performance. The performance will improve because of a detailed plan that is informed by community members.

2.6   IDENTIFYING THE COMMUNITY FOR COMMUNITY PARTICIPATION

Saila (2017:28) indicated that the role that community members to put into effect accountability of decision-makers is of great importance, because it contributes to the effectiveness of accountability. The disclosure of information accessible to the public, as supported by the Batho Pele Principles makes it easier for community members to participate in municipal matters. This process ensures that community confidence is strengthened. Furthermore, community members should be consulted on processes undergone by the municipality into matters relating to development. According to Cavaye (2004:4), consultation involves two-way communication between government and communities, where information is shared and feedback is provided.

Cavaye (2004:4) noted that funded projects encourage community members to participate or communities to contribute their time and resources. Government can help facilitate community process by inviting the community. Those funded projects require the municipality to identify community members who are competent for the projects. This will be a mechanism to educate and provide skills to community members giving effect to the National Developmental Plan, vision 2030. Municipalities should develop strategies to promote and enhance community participation. Watson and Hassett (2015:339) stated that Public officials with positive attitudes towards transformation and community participation, have potential of influencing change by considering community views. Thus, community members expect leaders to have a vision for the future and consider their opinion in decision-making.

According to Cavaye (2004:04), municipalities should partner with community members to reach joint decision-making, shared leadership and common goals. Accountable officials can be good leaders who strive to achieve that which is desired by both the municipalities and the communities at large. Through involving the community in daily activities, the open system of activities and municipal future plans may also produce good leaders with a conduct of placing interest of community members ahead of everything (De Vries, Reddy and Hague, 2008:180).

Section 152 (1) (a) of the Constitution of Republic of South Africa, 1996 state that the objective of local government is to provide a democratic and accountable government for local communities. Section 188 of the Constitution of the Republic of South Africa, 1996 makes provision for the Auditor–General to audit the accounts and financial reports of municipalities which will assist in supporting accountability from public officials. Section 182 (1) of the Constitution of Republic of South Africa, 1996 explains duties of the public protector. The public protector, has the powers to investigate any conduct in state affairs or in the public administration of any sphere of government as stated in Section 182 (1) (a) which fosters one of the mechanisms for accountability. Kgatjepe (2018:5) accounts that accountability warrants the decisions taken by public officials on community developments subjected to oversight and ensures the maintenance of integrity and good governance. Hence, decisions taken by public officials should be monitored and feedback should be given to community members to promote good governance, which enhance democracy.

Haus, Heinelt and Stewart (2005:13-14) assert that government failure relates to decision-making and the ineffectiveness as well as inability to implement the decisions taken, along with the problematic role played by representatives.

A study conducted by Musitha (2016:58) demonstrates that community participation is viewed as an imperative element in achieving a sustainable development and enhancing democracy, where lack of information plays a role in discouraging community members from participating in municipal matters. Munzhedzi (2016:01) opines that the most of the visible service delivery received by the community is rendered at the local government, hence, the majority of state resources are distributed to this sphere of government. It is imperative that local government accounts for its expenditure to avoid irregular and wasteful expenditure.

2.7   BENEFITS OF COMMUNITY PARTICIPATION

According to Mathebula (2016:23), community involvement in governmental affair plays a practical role in enhancing democracy and assist in building trust and sense of ownership in decisions taken relating to community development. Therefore, it is of paramount importance for municipalities to sustain a sound relationship with community members.Preston, Waugh, Taylor and Larkins (2009:1) defined community participation as collective involvement of local people in assessing their needs and organising strategies to meet those needs. This implies

that the process of community participation benefits community members in that their needs will be known, allowing the municipality to develop plans that will meet those identified needs. Creighton (2006:18-19) agrees with the above statement and further identified the following as benefits of participation:

2.7.1 Improving quality of decisions

Madzivhandila and Maloka (2014:654) assert that community participation requires communities to be actively involved in decision-making to improve the quality of decisions taken. Thus participation provides alternative decisions based on the information given by community members. Community involvement in local government decision making is also influenced by integration and mutual interaction between all spheres of government (Madzivhandila and Maloka 2014:654). Enshassi, Kullab, AlKilani, and Sundermeier (2016:1) argued that community participation heightens policies adopted which are more realistically grounded in citizen needs and demand thus improving the process of decisions making process.

2.7.2 Minimize cost and delays

Participation also delay municipal processes, however, participation can minimize costs when implemented effectively and fast tract the processes emanating from the information provided (Creighton, 2006:18). This implies that the municipalities should engage with community members on developmental programmes to avoid plans that do not address the actual needs of the communities.

2.7.3 Increase ease implementation

When community members contribute in the process of making decision, it gives them a sense of ownership and wanting the success of the decision taken (Creighton, 2006:18). Community participation enables communities and local stakeholders to define their goals, needs and related priorities in a municipal area, thus, allowing ease implementation (Madzivhandila and Maloka, 2014:653).

2.7.4 Developing civil society

Creighton (2006:19) stated that participation allows community members to be educated about municipal services and assist in building cohesion with the community. According to Najima (2018:6), participation leads to satisfied community members through meeting their needs. Madzivhandila and Maloka (2014:653) indicated that community participation allows

the full involvement of ordinary members of the community in decision making, planning, designing, organising and executing development initiatives that affect them.

2.7.5 Maintain credibility and legitimacy

According to Petricone (2020:288), credibility is the cornerstone of a democratic system. Najima (2018:5-6) affirmed that participation "promote democracy, it builds trust between government and citizens, it brings efficiency and improvement in service delivery and helps reduce corruption". Petricone (2020:289) further noted that credibility is concerned with competence or discursive ability in creating an affective relationship between leaders and citizens. Abjorensen (2019:214) stated that legitimacy is the general acceptance and recognition of the authority of a governing regime by the public, where authority has power through consent and mutual understanding. Credibility and legitimacy are achieved through following decision-making process as prescribed (Creighton, 2006:18). The above listed benefits demonstrate why it is crucial for local government to interact with community members and listen to their needs and develop ways in which those needs can be met.

2.8 FACTORS INFLUENCING COMMUNITY PARTICIPATION

Cloete (2012:63) identified four factors influencing community participation: "income and living standards, accessibility of the municipality, trust in municipal institution and satisfactory with municipal services". The factors are discussed in detail as follows:

2.8.1 Income and standards of living

South Africa has seen much achievements and disappointments since the transition to democracy (Friedman, 2019:283). Political change has not ended the economic and social exclusion, which is among the challenges that has been difficult to overcome as one of the disappointments seen in the past years (Friedman, 2019:284). The rapid growing rate of unemployment, in the recent years, is one of the central problems for South Africa. Major contributor to social dislocation is unemployment, hence, community participation is affected by the unemployment rate (Black, 2016:2).

Grubel (2009:97) stated that the standard of living is determined by one's income. Individual income may influence participation; individuals earning more may not necessarily see the need to be involved in municipal issues as long as they receive basic services. While individuals earning less may want to participate more, for municipalities to meet most of their

basic needs and improve their standard of living. Either way income or standard of living has an impact on the level of community members' participation.

2.8.2 Accessibility of the municipality

Stenberg and Austin (2007:54) argued that government information should be easily accessible to community members. In ensuring easy accessibility, municipalities need to provide information, taking into account language and people with special needs (Craythorne, 2006: 314). Hence, community members are more likely to participate given that they have access to their municipalities. Ndreu (2016:8) stated that local government serves as a communication tool and an intermediary among the central government and the community, hence it is key to ensure accessibility to municipalities.

Kruzmetra, Bite and Kronberga (2018:156) assert that information can be communicated through existing channels, such as the radio, bulletin boards at local cooperatives, stores, interpersonal networks to increase accessibility. This should be more practical at Makhado Local Municipality to ensure that information reaches community members. Technological innovation should be used as a means of increasing accessibility without community members' physically contacting the municipality (Atkinson, 2002:9-10).

2.8.3 Trust in municipal institution

Community members expect public officials to be responsible for what they do and ensure that citizen needs are met (Beshi and Kaur, 2019:337). Beshi and Kaur (2019:340) further indicated that in government trust is considered as imperative for the effective functioning of a democratic government. It may be argued that the more the community members trust the municipality, the more they are likely to be involved in municipality affairs (Hetherington, 2005:4-5). When public officials practice accountability in decision making processes, it gives community members a feeling that officials are responsible for their conduct, thus, promoting public trust (Beshi and Kaur, 2019:347).

2.8.4 Satisfactory with municipal services

Masiya, Davids and Mangai (2019:21) comment that community satisfaction can be an important indicator of overall government performance. Masiya, Davids and Mangai (2019:21) further stated that post-apartheid South Africa continues to face challenges militating optimal municipal service delivery to citizens. Community members protest as an expression of collective dissatisfaction with a political system and this is regarded as political

participation (Lancaster, 2018:29). The level of satisfaction may have an influence in the level of community participation (Masiya, Davids and Mangai, 2019:24-25).

In support of the above factors influencing community participation, Plummer, (2000: 33-37) identified the following as factors affecting participation, namely; skills and knowledge, employment, education and literacy, cultural beliefs and practice. Each factor is discussed separately in the ensuing paragraphs.

2.8.5 Knowledge and Skills

Bolisani and Bratianu (2018:4) established that knowledge is created through "sensory interface with the real world, and it is processed finally by the mind". This implies that community members should continuously interact with the municipality to be knowledgeable in their processes. Kumar (2020:92) defined skills as the ability to perform activities in a competent manner, often within a given period and energy. Kruzmetra, Bite and Kronberga (2018:156) indicated that through the knowledge of local communities, practical and effective solutions are created, citizen's co-operation between people with different backgrounds takes place and groups of people who feel marginalized or not involved in development processes can gain more control over their lives and their own regions.

Kruzmetra, Bite and Kronberga (2018:156) further highlighted that knowledge and skills in solving community members' problems are complemented through community participation. It can be argued that for community members to effectively participate and identify solutions to problems, municipalities should provide accurate and timeously information. This will result in community members feeling a sense of belonging and confidence in participating in municipality affairs (Plummer, 2000:33).

2.8.6 Employment

Farnham (2000:3) defined employment as "paid work agreement between an employer and an employee". Plummer (2000:33) stated that employment status might influence the amount of time the poor are willing or able to spend participating in a project. This implies that community members may be unable to participate in municipal activities, as result of employment status. The unemployed community members may be keen to participate in municipal issues and they should be allowed to participate (Plummer, 2000:33). According to Tshishonga, and De Vries (2011:61), the "unemployment rate is high and has been exacerbated by the recession where many blue-collar workers are losing jobs in large numbers". This may have a negative impact on the levels of participation in the municipalities.

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2.8.7 Education and literacy

Bhatia (2018:27) defined education as the "process of facilitating learning, or the acquisition of knowledge, skills, values, beliefs, and habits". Plummer (2000:33) argued that education and literacy levels are key factors affecting individual's willingness and ability to participate. It can be contended that more educated community members may participate more in municipality affairs. Rasila and Mudau (2012:136) communication affords community member the opportunity to participate in initiatives that improve their lives. Thus, it is imperative for municipalities not only to consult community members, but also provide a platform in which education is provided, considering the literacy level of community members. Irvin and Stansbury (2004:56) highlighted that informed community members become experts, understanding technical difficult situations and develop community wide solutions.

2.8.8 Cultural beliefs and practice

It is of great importance for participation mechanism to take in to account the cultural norms and practices of community members within its precinct as the exclusion of certain individual based on their cultural beliefs may have negative impact on participation (Plummer, 2000: 35). The Constitution of the Republic of South Africa, 1996 state that no person should be discriminated against, based on their beliefs. Hence the municipality should ensure the inclusion of all individuals and groups in participation.

2.9 COMMUNITY PARTICIPATION OPPORTUNITIES AND CHALLENGES

Madzivhandila and Maloka (2014:655) stated that even though the Constitution of the Republic of South Africa provides the need for community participation, it does not identify clear measures of implementation and monitoring thereof. Oni, (2015:1078) stated that the urban-biased approach to development gave rise to decades of rural neglect because government programmes for rural development never succeeded. Those that are underprivileged in terms of education and medium of communication may experience limitation in terms of actively participation and adding value to the processes.

Rasila and Mudau (2012:136) stated that monitoring and evaluation is a conducive environment that allows community members to take issues of their own development into their own hands by becoming active participants and owners of the whole process. Monitoring and evaluation is important in tracing the success of the implemented projects and prudence in the utilization of resources (Biwott, Egesah and Ngeywo, 2017:46). Failure of projects

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requires interventions and community members need to be active in monitoring and evaluating the implementation of intervention plans (Rasila and Mudau, 2012:136). It can be argued that community participation challenged by lack of monitoring systems to measure the impact of participation in municipal affairs.

Section C of the White Paper on Local Government 1998 mandates the municipality to involve other departments. This implies that the municipality should utilise the opportunity of including other governmental departments in consulting the community as this will provide more insight about the various community needs and how to meet them.

Community participation may be time consuming and often expensive, however, this should not be seen as a reason not to promote community involvement; it is therefore imperative to explore other avenues which has minimal expenses should be utilised to promote participation (Plummer, 2000:125).

Masiya, Davids and Mazenda (2019:29) stated that one of the challenges faced by municipalities is municipal officials who believe that having education, knowledge and technical skills to deliver services exempt them from consulting community members about their needs. The ineffective implementation of community participation is a result of inadequate collaboration between communities and public officials. Community dissatisfaction with services is attributed to the manner in which services are rendered (Masiya, Davids and Mazenda, 2019:29-33).

2.10   VALUE OF COMMUNITY PARTICIPATION

Pattison (2007:33) defined values as an "effective towards a person, object or idea recognised as good and worthwhile". It is crucial for municipalities to acknowledge the value of community participation, which is identified as good and worthwhile. Community participation involve incorporating values and opinions of those within the municipality. The value of community participation is discussed as follows:

2.10.1 Strengthening democracy

Community members have the right to participate in municipality affairs as stated in section 152 (1) (e) of the Constitution of the Republic of South Africa, 1996, however, community members are advised to exercise the power wisely. Lues (2014:789) argued that for democracy to be sustainable, roles of the government and citizens need to be integrated to ensure accountability, transparency and effectiveness of public services to the community. From the above, it is clear that the integration of government and community members may be facilitated through community participation. Community participation should not be superficial to strengthen democracy (Lues, 2014: 803-804). Community members should actively participate in municipal processes to ensure a sustainable future.

2.10.2 Increasing accountability

Maropo (2018:47) stated that government has put in place legislation to ensure that role-players exercise their power within the given scope in order to deliver quality services. Accountability is regarded as a key element in promoting good governance and to effectively govern in a manner that democracy is promoted, community members should actively be involved in decision-making process. Odugbemi and Lee (2011:6) defined accountability as the "ability of citizens to directly hold their own government accountable". In other words, community members should be able to identify and hold public officials accountable for their actions.

2.10.3 Improving process quality

Irvin and Stansbury (2004:55) indicated that community participation in decision-making processes produces important benefits, such as reaching consensuses to bring positive change in municipalities. Thus, consensus by community members may ensure improved quality of decisions taken by both municipalities and community members. Irvin and Stansbury (2004:55) further stated that community participation is an effective policy-making tool. This implies that community participation has the potential for facilitating effective policy-making process leading to improved quality of processes.

2.11   MECHANISMS FOR COMMUNITY PARTICIPATION

Fuo (2015:173) alluded that municipalities are obliged to ensure that the mechanisms, procedures and processes put in place are inclusive of all categories. This implies that in developing such mechanisms, consideration should be given to people with special needs such as people who cannot read, those living with disability and other disadvantaged groups.

The mechanisms put in place should not be developed for compliance purpose with no intentions of effectively implementing them, Makhado Local Municipality is therefore, required to develop mechanisms not only to encourage participation, but to also enhance democracy in terms of the legislation. Participation in municipality affairs takes place through various mechanisms as supported by pieces of legislation. There has been a rising need to improve ways in which municipalities interact with community members (Van Der Waldt *et al.* 2007:34).

2.11.1 Local elections

Tirivangisi, Mugambiwa, Mutyenyoka and Rankoana (2017:17) stated that local elections are one of the most popular platforms where South Africans select candidates of their choice to serve as political office bearers. This implies that local elections allow community members to decide on the leadership they want and the direction local government should take. Local elections permit community members to make important decisions (Tirivangisi *et al.* 2017:19).

Community members have the responsibility of ensuring that the elected officials are accountable for their conduct as to facilitate for effective utilisation of resources (Tirivangisi, *et al.* 2017:16-20).Bratton, and Logan (2014:2) argued that elections is an uncertain mechanism to ensure accountability of political leaders, because voters do not always expel corrupt political leaders, instead re-elect them to serve more terms. Furthermore, Bratton, and Logan (2014:3) established that the effectiveness of accountability is centred on the extent to which community members participate in promoting their own interests through elections.

2.11.2 Non-Governmental Organisations (NGO's)

Carvalh (2018:2) stated that municipalities are closest to community members, and NGOs also have the role of bringing people closer to their government. NGO's should ensure that community members' interests are always represented (Van Der Waldt *et al.* 2007:36). In short, NGO plays an important role in educating community members and ensuring that community members exercise their right in an informed manner. Bhose, (2003:45) argues that NGOS have different functions in accordance with programmes they undertake and must cooperate with community members to ensure the improvement of communities.

2.11.3 Ward committees

Sivaramakrishnan (2006:4) noted that ward committee is a platform that enables community members of a ward to meet as a group to discuss issues relating to their wards. Sebei (2013:121) opines that ward committees serves as a formal communication between the community and municipal council. Naidoo and Ramphal (2018:84) stated that the existence of ward committee is to support constitutionally elected leaders of a ward and reassure democracy through participation. Sikhakane and Reddy (2011:95) supports that ward committee enhances participatory democracy in local government.

The establishment of ward committees is legislated by the Local Government: Municipal Structure Act 117 of 1998. Venter,*et al.* (2007:37) asserts that municipalities are divided into wards to facilitate participation among other things, with each ward represented by ward councillors. Naidoo and Ramphal (2018:84) emphasised that ward committee members are people within the community who are knowledgeable about the sectors, putting them in a position to assist councillors with governance issues. Ward committee meetings allow community members to voice out their views and make their needs known. The function of ward committees depends on the ward councillor, it is the responsibility of the ward councillor to schedule meetings, set the agenda and compile information required by committee members (Booyse, 2012:288).

2.11.4 Integrated Developmental Planning (IDP)

Adonis and Van der Walt (2017:42) defined Integrated Developmental Plan as a five-year strategic plan of a municipality, centred on the management and development of a municipality. Van Der Waldt *et al.* (2007:106) defined IDP as a strategic process that involves analysis, formulation of a vision, developmental objectives, identifying projects, implementing projects and ensuring that progress is monitored.

Adonis and Van der Walt (2017:42) states that the new local government in South Africa has transformed into a democratic government, steered towards a developmental government which promotes partnership with communities to realise social and economic development. This implies that community members should be included in the process of developing an IDP in order to realise the development of local government. Madzivhandila and Maloka (2014:652) agreed that IDP fosters for both municipalities and the community members to work together in developmental processes. The IDP process is about project planning and

implementation through consultation and participation processes (McKenzie and Mostafa, 2018:08). Consultation and participation by community members will, therefore, assist municipalities to develop a plan that speaks to the current and future needs of communities. It is imperative for municipalities to coordinate the participation of community members in the processes (Madzivhandila and Maloka, 2014:654).

Craythorne (2003:153) urged that municipalities must consult community members and communicate the process to be followed in developing the IDP through community participation mechanisms, process and procedure. This implies that the IDP is regarded as a mechanism to promote community participation. Naidoo and Ramphal (2018:85) emphasised that IDP guarantees that available resources are effectively and efficiently utilised and further makes it possible for community members to hold council accountable, based on the performance of targets set in the IDP. The municipality must conduct its affairs in a manner that gives effect to the adopted IDP. This may be used to inform the annual budget based on the objectives and performance target (Craythorne, 2003:153).

2.11.5 Traditional leaders

Brynard and Musitha (2011:113) states that government is of the view that traditional leader have a crucial role to play in promoting democracy and enhancing service delivery. Chapter 12 of the Constitution of the Republic of South Africa, 1996, recognises the position of the traditional leaders. Based on the close relationship that community members have with traditional leaders, public officials should use the same traditional meeting platforms to engage with community members. In areas that are ruled by traditional leaders within Makhado Local Municipality, meetings are arranged by the community and civic members, wherein issues of concern are discussed. The municipality may use this platform to engage on robust discussions with community members.

Local Government: Municipal Structures Act, 117 of 1998 also recognises the institution of traditional leaders. Section (81) of the Act instructs traditional experts, who observe customary law system to attend and contribute in any scheduled council meeting. The Traditional Leadership and Governance Framework Act, 2003, affords the opportunity for collaboration between elected leaders and traditional leaders as to promote allow contribution to social and economic development.

Section 211 of the Constitution of Republic of South Africa, 1996, provides that the role played by traditional leaders and further state that customary laws system may be adopted but not in conflict with the applicable legislations, values and customs in existence. Section 212 further provides the role of traditional leaders in terms matters affecting communities.

Brynard and Musitha (2011:115) stated that traditional authorities are a representation of communities and it is for this reason that they must be involved in municipal affairs affecting community members. It is therefore, also the responsibility of traditional leaders to inform community members of decisions taken for their development. Traditional leadership is supported by various legislation including the Local Government: Municipal System Act 32 of 2000, which stipulates that consultations with community organisations and traditional authorities should be held on issues affecting their jurisdiction with the municipality. Furthermore, it provides for municipality to develop a culture of governance that complement formal representative government with a system of participatory government. Thence, traditional leaders have the ability to influence community members to participate in matters concerning community development.

2.11.6 Open council meetings

Koneru (2008:129) defined meeting as "an assembly of people for a particular purpose, especially for a formal discussion". South African Local Government Association (2011: 5) defined a municipal council as a" body consisting of directly or indirectly elected councillors/members". A municipal council is thus, one of the political structures of a municipality. Open council meetings are those that are open to the public, whereas close meeting are those that excludes community members based on the nature of business being deliberated in terms of section 20 (1) (a) and (b) of the Local Government: Municipal System Act 32 of 2000. Piotrowski and Borry (2010:144) stated that community members need to be given acceptable notice, to avail themselves for those gatherings.

Section 16 of the Local Government: Municipal System Act 32 of 2000 orders that community members and the media be invited to municipal meetings. Information regarding such meetings should be made available to the interested individuals and groups. It is important to ensure that during those open meetings the municipality is ready depending on how enquiries will be addressed (Moore, 2014: 286). Section B (1.3) of the White Paper on Local

government stipulates that council plays a vital role in promoting local democracy, and it is therefore, important that councillors represent the interest of the community members and encourage active involvement in the design and delivery of municipal programmes. Councillors should take the responsibility of understanding the needs of the community through community meetings.

2.11.7 Imbizo's and Kgotlas

Van Der Waldt *et al.* (2007:38) has defined Imbizos and Kgotlas as public meetings or gathering. It is in such meetings where community members are informed about the fulfilment of the promises made by municipalities. Rasila and Mudau (2012:134) stated that the new South African Government has been marred by protests since 2004, which is regarded as the most preferred mechanism of engaging with municipalities. The protests indicate that participation mechanisms need to be enhanced for them to be effectively utilised (Cloete, 2012:64). In the view of Van Der Waldt *et al.* (2007: 38), Imbizo's and Kgotlas are useful as a mechanism to: "facilitate citizen access to information on public management, impel mechanism of transparency and accountability and create a space for citizens to have a voice in the use of public money". Imbizo's are a great platform for the municipality to encourage community members' involvement.

2.11.8 Public hearings

Pavlycheva (2016:01) defined public hearings as a form of democracy, which ensures the participation of community members in solving important social issues. This implies that community members should make use of public hearings to promote democracy and find solutions to issues of concern. Public hearings permit community members to participate in the discussion of issues that affect them (Pavlycheva, 2017:2). Kraai, Holtzhausen and Malan (2017:66) confirms that public hearings afford the community members the opportunity to comment on relevant issues. Public hearings are designed to provide an open, independent and free discussion for socially important issues (Pavlycheva, 2017:3). Masongo (2008:74) emphasised that for public hearings to be effective, adequate background of issues should be discussed and shared with community members to facilitate meaningful comments.

2.11.9 Community Development Workers (CDW's)

Van Rooyen (2016:209) stated that the Community Development Workers Programme was established in 2003 after the need to develop mechanisms that help bring people closer to the government was identified. Community development workers are in a position to assist

community members gain access and information on services offered by the municipality. The CDW have a big role to play in ensuring that the disadvantaged community members who the municipality would unlikely be able to reach is informed and have access to municipal programmes. It is, therefore, important for community development workers to be inducted on the services offered by the municipality to rely accurate information to the community (Public Service Administration, 2007:6-16).

CDWs must ensure that there is cohesion with other participatory structures as to demonstrate that more can be achieved through working together and not against each other to community members (PSA, 2007:6-16).

As highlighted in The Handbook for CDWs (PSA, 2007: 9) the CDWP programmes are based on the following objectives:

- "To improve social equity and justice,
- To enhance service delivery,
- To deepen our democracy,
- To contribute to citizen education".

The above objectives demonstrate the aim of the CDWs as well as its importance. It may be concluded that The CDW plays a crucial role in ensuring effective service delivery and educating community members relating to municipal affairs.

The six key points of CDWs as described in The Handbook for CDWs (PSA, 2007:16) are as follows:

- "To assist in the smooth delivery of services by identifying and removing obstacles,
- To strengthen the social contract between government and communities,
- To link communities with government services,
- To pass on community concerns and problems to government structures,
- To support and nurture the increased exchange of information, and
- To improve government-community networks".

These six key point serves as guidelines in explaining the importance of CDWs. It is evident from the six key point described above that CDWs is very crucial in bridging the gap between community members and government.

2.11.10 Technological advances

Downey and Jones (2012:24) states that the world is shifting from the traditional way of doing things to a digital methods of working with social media in the forefront. Appel, Grewal, Hadi and Stephen (2019:79) claimed that social media is used by billions of people around the world and has fast become one of the defining technologies of our time. People communicate with each other through social media platforms such as Facebook and Twitter platforms. Makhado Local Municipality is also making use of these platforms to communicate with community members (Makhado Local Municipality, 2018/2019, 30). According Ferlie, Lynn and Pollitt (2009: 14) municipalities can use the internet to publish policy proposals to enable community members to voice their opinions; this will promote transparency as an element of democracy.

2.12   EFFECTIVENESS OF COMMUNITY PARTICIPATION

Tshabalala (2006:67) argued that it is the sole responsibility of the municipality to provide guidance and accurate information to enable community members to contribute meaningfully. The process of community participation should be regarded as a joined process, however, this does not give the community members the right to dictate to their municipalities. Masiya, Davids and Mazenda (2019:29) discussed that lack of collaboration between communities and municipalities has resulted in weak community participation. Therefore, the effectiveness of community involvement is influenced by the collaboration that exist between community members and municipalities. Active community participation improves democracy and service accountability (Burns *et al.* 2004:3). Cavaye (2004:4) indicated that it is imperative for municipalities to provide feedback about decisions taken on municipal matters that will have an impact on community livelihoods. The process of providing community members with feedback may alleviate public protest because community members will be aware of what needs to be done, how it should be done and any other constrains relating to the matter. Thence, community members may be more interested in participating in municipality affairs.

Thwala (2009:52) indicated that proper planning and efficient decision-making processes are imperative for community participation to be successful. This implies that municipalities must ensure that planning speaks to issues that require community members' involvement. Municipalities must guarantee that the facilitation of community involvement is designed in a fashion that will promote continuous involvement of community members. The effectiveness of community involvement depends on endless efforts from both the municipality and community members (Najima, 2018:6).

2.13   LIMITS AND CONSTRAINTS TO COMMUNITY PARTICIPATION

Local government have experienced an increase in service delivery protests, which is used as a form of communicating with the municipality (Morudu, 2017:2). It is imperative for municipalities to not only respond to community members during protest, but also engage with the community on a regular basis (Kgatjepe, 2018:14). Thwala, (2009:48) identified the lack of commitment from other community members as a problem.

Plummer (2000:41) stated that communities should not be limited to the neighbourhood level for "easy" services and that input from community members will not always be the same for all services. This implies that the municipality should treat each meeting or gathering differently from the previous meetings to gain meaningful inputs. It is important for the municipalities to know when and why community members should be involved in municipal affairs. Community members should not be consulted if doing so might have a negative impact, such as creating unnecessary panic and fear among community members (Vanter, 2002:30).

Masiya, Davids and Mazenda (2019:28) argues that inadequate service delivery system made the community members to be more reactive. It is apparent in Makhado Local Municipality which has seen the growth of protests. It is, therefore, important for municipalities to move away from reactive to a pro-active approach to community participation. This may be achieved through constant feedback on community development to community members.

Van Der Waldt *et al.* (2007:30) provided a list of issues that may be kept secret from the community members and it includes:

- "Personal and confidential; information,
- Departmental management and administrative or operational issues,
- Commercially sensitive issues such as agreements, tender specification and contract third parties, and
- Safety issues such as the safeguarding of water supplies, data security and the safeguarding of physical infrastructure".

It may be concluded, based on the above list, all other issues not listed above may be provided to community members. It is therefore crucial for the community members to be aware of matters that are open for their perusal. The municipality should not deprive community members of information that is not meant to be kept a secret.

Mansuri and Rao (2004:6-7) highlighted that participation may involve real or imputed financial losses due to the time commitments required for meaningful participation. However, municipalities must not use the downside of community participation to avoid it, because the benefits outweigh the disadvantages of participating in local government. Thwala (2009:49) has identified poor communication in community participation processes, leading to poor meeting attendance as a challenge. The methods of communication must be able to reach majority of community members for it to be considered as effective.

2.14   INCLUSIVE GOVERNANCE FOR ENHANCING COMMUNITY PARTICIPATION

Ahmed (2017:3) defined inclusive governance as an authority mechanism that includes active participation of both individuals and groups. This implies that participation comes with authority which must be respected by those facilitating the processes. Municipalities should practice inclusive governance because it will also hold community members responsible for their own development. Gumede (2017:4) stated that post-apartheid, South African government has adopted various policies, strategies and programmes aimed at inclusive government. Lues (2014:790) argued that the status of democracy in South Africa is not what the citizens had hoped for; this could be attributed to the promises, which were made by the government (ANC) to rectify the past mistakes caused by the apartheid regime.

Those responsible for governing must remain accountable (Ahmed, 2017:1-3). According to Lues (2014:802), effective participation requires accurate information and education by the municipality on the process taken to reach decisions and community members should be included in the process. Tirivangisi, *et.al* (2017:17) stated that it is the mandate of every local municipality to provide good governance to the community. Ravi and Vellimalayan, (2017:2) defined good governance as "set of principles relating to promotion of accountability, transparency, equality and participation". Thus, good governance requires inclusiveness to promote accountability transparency and participation.

2.15 STAGES TO INTENSIFY COMMUNITY PARTICIPATION

Thwala (2009:755) identified the four levels of intensity of participation as follows:
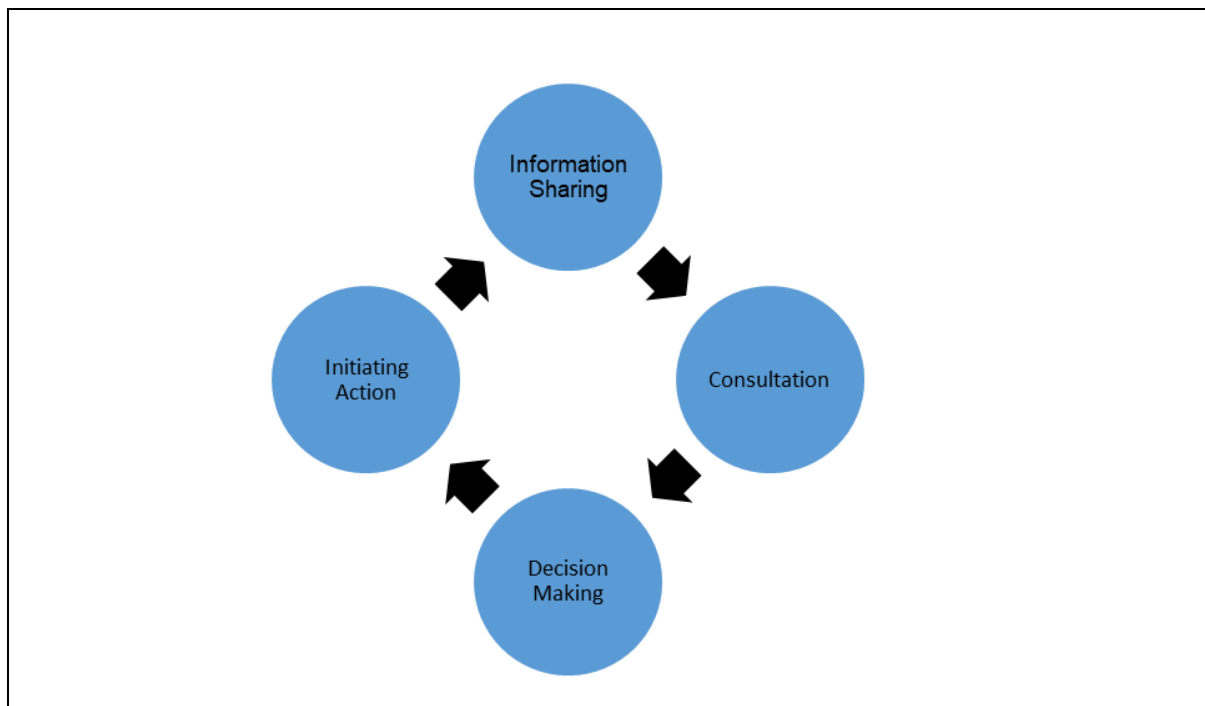
Stages to intensify community participation: Thwala (2009:755).

The above stages are to be followed in the sequence in which they are listed to ensure effectiveness. The stages are discussed below as to how they should be implemented:

2.15.1 Information sharing

According to Godbole (2003: 81), providing information to community members play a vital role in making government citizen-friendly, open, sensitive and accountable. For example, ssection 20 (a) of the Local Government: Municipal System Act 32 of 2000 instructs municipal managers to be responsible of making public the oversight report as adopted by municipal

council aligned to the annual report. The public and media have a right to attend council meetings except in situation not permitted by law, taking into consideration the sensitivity of issues discussed and (Craythorne, 2003:266).

According to Craythorne (2003:265), municipalities have a duty of communicating information such as:

- "The available mechanisms, process and procedures to encourage and facilitate community participation,
- The matters with regard to which community participation is encouraged,
- The right and duties of members of the local community, and
- Municipal governance, municipal management, and municipal development".

It may be deducted based on the above, that community members have a responsibility of understanding information that should be communicated by the municipality. The municipality should ensure that such information is disseminated timeously to promote one of "Batho Pele" principles of providing timeously information.

2.15.2 Consultation

As argued by Van Der Waldt *et al.* (2007:41), community members have the right to be informed of the type of services being rendered and the quality thereof. Chapman and Hunt, (2010:16-17) supports that democracy is government of, by, and for the people. Consultations build community support and assist in the effective use of resources. In a democratic government Chapman, and Hunt (2010:16-17) stated that open government refers to the ability of community members to hold their government accountable for its action and assess the validity of actions taken. It is, therefore, easier for community members to hold public officials accountable after they have been consulted about municipality issues.

2.15.3 Decision-making

Bibri (2019:284) defined decision-making as a process of "making choices by identifying a decision, gathering relevant information and assessing alternatives based on the values, preference, needs and beliefs of the decision-maker". McLaverty (2017:38-40) specified that

municipalities need to take community views into account in policy initiation, formulation and provide feedback relating to execution and monitoring. The above suggests that community members will have the opportunity to receive feedback and develop intervention and improvement plans for projects that are not yielding targeted results.

2.15.4 Initiating action

Jalonen (2007:2) argued that all organizational actions are initiated by decisions, and all decisions are commitments to action. This phase is crucial because it is used to determine the success of decisions taken. Strategies and policies cannot succeed if the implementation is not aligned to the action (Sapru, 2004:149-150). The purpose of decision-making is to improve the performance of organizations by selecting the best action to effectively initiate actions (Jalonen, 2007:2).

2.16 PROMOTING A CONDUCIVE ENVIRONMENT FOR COMMUNITY PARTICIPATION

Plummer (2000:41) argued that community participation should promote a conducive environment in which the municipality is still accountable for their performance. Municipalities need to work together with community members in developing a wide-range of strategies for participation, which ensure the needed services are met and effectively delivered. Community members must condemn unethical behaviour by public officials and leaders, which lead to poor service delivery, resulting in an environment that is not conducive for participation (Lues, 2014:91). Participation is supposed to empower, both community members and municipalities in dealing with issues that require interventions to be solved (Mubita, Libati, and Mulonda, 2017:245).

There are five steps to improve community participation as identified by Burns *et al.* (2004:6). Those steps are discussed below:

Step 1: Develop a shared understanding of community participation

Burns *et al.* (2004:6) stated that communities comprises people of different personalities and characteristics, each with own thought of community participation. The different perspective should not bring dispute between community members, rather embrace the diverse viewpoint.

Step 2: Establish the current position

The historical data exist to assist the municipality to determine the position of community members and identify plans that did not yiel positive results (Burns et al. 2004:13).Therefore, baseline is there to measure improvement, compared to the initial phase. Hence, it is, therefore, imperative to chart the improvement to identify areas of concern.

Step 3: Identify issues and needs to be addressed

Areas of concerns are predictable through identified position (Burns, *et. al.* 2004:6).This is the stage where different activities are identified to help develop greater and more meaningful community participation. Plummer (2000:105) stated that meaningful community participation involves decision-making.

Step 4: Agree an action plan

Staple (2004:143) defined an action plan, as a "plan which outlines a step-by-step campaign to implement a strategy to achieve organisational goals and objectives". It can be concluded that for a municipality to identify the action that needs to be taken to implement a plan, participation needs to be planned. The goals needs to be aligned to the strengths of the municipality as to attain those goals (Burns, *et al*. 2004:6).It can be conclude based on the information above that only after the gathering of information can action steps be implemented.

Step 5: Review progress

Burns, *et al*. (2004:14) claims that review progress is the regular ongoing review throughout the period of a one-year action plan, or a more thorough review towards the end of the year embarking on 2–5 steps in developing new action plans. The legislative framework for community participation needs to be reviewed to ensure effective application (Burns *et al*. 2004:6).This is not just about the processes and procedures in place and their effectiveness.

2.17   DEVELOPMENTAL LOCAL GOVERNMENT LINKED TO COMMUNITY PARTICIPATION

According to Tshabalala and Lombard (2009:397), the South African democratic government adopted a developmental approach for local government in order to eradicate the legacy of apartheid regime. This as elaborated by Siddle and Koelbel (2010:2) who argues that government gave local government a critical developmental role in building local communities as mandated in a democratic government. In the view of Vyas-Doorgapersad (2009:95) local government must strive to deepen and strengthen local democratic culture within the communities, which will enhance accountability and ensure developmental outcomes are realised. Mathebula (2016:25) indicated that local government have a constitutional mandate to become developmental.

Gumede (2009:7) stated that developmental government must happen in both economic and social sphere and mostly it must intensify democracy. This implies that at a social sphere developmental government must consider community vies. According to De Visser (2009:9), local government is considered a critical agent in realising developmental government which is centred around objectives such as democracy, sustainable service delivery, social and economic development, accountability, environmental protection and community participation. Therefore, public officials must ensure that those developmental objectives are realised.

According to Gumede (2009:9), democratic, developmental government is more inclusive and has greater community participation in decision-making. In addition, Gumede (2009:9) stated that a developmental state requires efficient, well-coordinated and skilled officials. This means that municipalities must have the capability of setting goals and provide strategic directions to meet developmental objectives. Furthermore, the municipality should appoint skilled officials to execute the mandate bestowed upon them. The notion of developmental government requiring skilled people is also supported by Ukwandu (2019:54) who explained that developmental government require people with technical skills to directly participate in developmental projects and service delivery. Developmental government cannot be realised without the direct community involvement. It is, therefore, crucial that municipalities educate and equip community members with lifelong skills to promote sustainable development.

Tshishonga and De Vries (2011:60) indicated that developmental government requires taking adequate measures to ensure the sustainability of economic growth for its people, bearing in mind that the aim is on making progress and not profit. One area that is considered important in promoting economic growth is the Local Economic Development (LED). Koma (2012:109) defined Local Economic Development as a "process in which partnerships between municipal, communities, civic groups and private sector are established to manage existing resources to create jobs and stimulate the economy". This also demonstrates the importance of community participation in ensuring that developmental programmes are aligned to community needs. Community participation will also ensure that public officials account for the utilisation of public resources. Koma (2012:111) further stated that municipalities are engaging in LED initiatives and programmes to promote developmental local government, however, the effectives of those LED initiatives remains a question.

According to De Visser (2009:18), South African government utilised community participation to support developmental local government. In addition, Meldon, Walsh, and Kenny (2000:3) argues that in local development, community participation is key to the equality, inclusiveness and sustainability of development. Thus, developmental government is centred on community participation. De Visser (2005:39) alluded that "local government must entrench principles for participatory government that stimulate municipalities to develop mechanism for involving community members in government affairs". The mechanisms for community participation should be designed to promote developmental government. Gberevbie, Joshua, Excellence-Oluye, and Oyeyemi (2017:1) indicated that the development of any society is meant to enhance standard of living, however, lack of accountability poses a threat in any developmental government.

Mathebula (2016:50-51) established that according to the White Paper on Local Government of 1998, developmental local government must have the following distinguishing features:

- "Maximising of social economic growth,
- Integrated and coordination,
- Democratisation of development; and
- Leadership learning".

The above are elements that community members should use when describing developmental local government for it to be recognised as effective. Mathebula (2016:51) contends that the delivery of essential services is crucial to the survival of community members.

Democratising development is involving and engaging communities in matters affecting their municipalities. Community participation gives communities a sense of belonging and a part of their own development. According to Paat, *et al.* (2018:41), community members expects public officials to be there when needed, friendly, quick, and responsive in delivering services. This is also realized by the development and implementation of Batho Pele Principles. This implies that municipalities should recruit officials who are willing to assist the community and applying Batho Pele principles. Mathebula (2016:51) stated that capacity building in developmental local government plays a crucial role in its effectiveness and ensuring that officials understand their mandate in realising a developmental government.

As argued by Gberevbie, Joshua, Excellence-Oluye, and Oyeyemi (2017:3), a government that has no system of accountability is more likely to experience mismanagement of public resources and corruption, resulting in more challenges relating to developmental government. This implies that accountability is one of the crucial elements in realising developmental local government. According to Siddle and Koelbel (2010:5), local government has not delivered on its mandate of developmental government given the state of poor service delivery.

Developmental local government has the potential of ensuring community development. Weil, Reisch and Ohmer (2013:496) defined community development as "self-help economic, physical, and social process that involves diverse individuals and groups within the community, engaging them in decision making process and implementation for the benefits of those who live in and serve the community". Community participation is, therefore, mandatory if community development is to be effective. Participation will enable public officials to unlock community needs and wants which will be incorporated into the developmental plans.

According to Meldon, *et al.* (2000:4), community participation is generally considered as a core value in community development. Mansuri and Rao (2004:1) stated that community-driven development provides community members with a platform, wherein they can have a voice and control over project development. Community-based development initiatives are driven by the involvement of community members, which enables local government to be effective in allocating financial resources.

2.18   CONCLUSION

It is undeniable that community participation plays a vital role in municipal success based on preceding literature. As much as it is a legislative mandate of the municipality to encourage and facilitate community participation, community members should also take it upon themselves to be involved. Community members should regard participation as one of the mechanisms that can be used to fight corruption. Corruption is one of the challenges that are crippling most government institutions. Community members need to voice out their opinions in a more effective manner that does not involve protesting and vandalising government property. One of the benefits of community involvement is that it allows community members and interested parties to identify public officials who should be held accountable for their action or lack of action. The lack of accountability by public officials has the potential of negatively impacting service delivery. It is of paramount importance to comprehend the significance of accountability for it to be effectively implemented. It was therefore, necessary to contextualise accountability, hence the next chapter dealt with contextualising accountability within local government.

CHAPTER THREE
CONTEXTUALISING ACCOUNTABILITY IN LOCAL GOVERNMENT

3.1 INTRODUCTION

Khotami (2017:30) defined accountability as the "ability to provide answers over the actions of a person/group of people to the wider community within an organization". Prinsloo (2012:11) stated that accountability is a pillar of democracy and good governance, which forces civil society to focus on results and report on performance. Public officials and political office bearers have a responsibility to display ethical behaviour when performing duties and making decisions that affect the welfare of community members at large. The chapter focused on providing theoretical background of accountability in local government. It further outlined different types of accountability and how they should be implemented to give effect to democracy.

3. 2 ACCOUNTABILITY IN LOCAL GOVERNMENT

Nijzink and Chirwa (2012:05) states that public officials and political office bearers have powers vested in them and those powers come with the responsibility of exercising those powers. Furthermore, officials should be transparent, explain and justify actions taken in decision-making. In other words, community members must ensure that those in power explain and justify their actions to effectively hold them accountable. Claasen and Alpín-Lardiés (2010:25) suggested that for community members to be able to hold public officials accountable, accurate information must be timeously made available. This implies that ccommunity members should be made aware of specific projects that public and political office bearers are entrusted with, in order to hold them accountable. Public officials and political office bearers should not attach personnel feelings and put their interest first when serving the community (Thornhill, 2012:100).

Nijzink and Chirwa (2012:21) indicate that accountability depends on community involvement in municipal affairs. This implies that effective accountability depends on the involvement of community members in municipal affairs. The process of involving community members needs to be transparent and fair to promote effective accountability.

The municipality has a mandate to provide good governance. Community participation and accountability form part of the principles of good governance. Failure to promote community participation and effective accountability results in failure of good governance (Masegare, 2016: 25).

Bovens (2004: 13-14) states the following as functions of accountability:

- "Democratic control: democratic process provides community members with the opportunity to fairly judge the effectiveness, efficiency of the municipality,
- Enhance the integrity of public governance: effective accountability has the potential of minimising the abuse of power, misuse of resources and other unethical behaviour,
- Improve performance: with more public officials and political office bearers acting in an accountable manner, performance of the municipality may be improved,
- Maintain or enhance the legitimacy of public governance: accountability functions to promote public confidence and rebuild trust between community members and the municipality".

The performance of the municipalities will be determined by the attitude displayed by officials when executing official duties (Thornhill, 2012:109). As a result, public officials and political office bearers should behave fairly and reasonably in engaging with community members.

3.3 DIFFERENT TYPES OF ACCOUNTABILITY

As stated by Sebola (2014:300) accountability is considered an important element in ensuring good service delivery to community members. Bovens (2004:8) stated that accountability involves taking responsibility, for ones actions/behavior. This implies that accountability and responsibility are two intertwined elements. Paat, Sailan, and Jasruddin (2018:44) assert that accountability comprises of two elements, which include the ability to answer and bear consequences. According to Bovens (2004:4-8), there are various types of accountability. Those types of accountability are political, social, administrative, professional, legal, traditional democratic and managerial accountability. Each one of those types are discussed in subsequent paragraphs:

3.3.1 Political accountability

According to Hughes (2018:162), political accountability "means that politicians could be called to account by the citizens who are supposed to be able to assess the competence of the administration, political and bureaucratic". For political accountability to be effectively applied it is imperative for community members to be involved in the administration of matters relating to service delivery. Bovens (2004:6) indicated that political accountability involves elected representatives in the public sector and accounting to political forums, such as elected representatives or political parties that are regarded as very crucial. It can therefore, be noted that political accountability also refers to political leaders' accountability to representatives, who are community members in this case. When councillors make decisions on behalf of community members and provide justification for such decisions constitutes as political accountability.

3.3.2 Social accountability

Taddesse (2017:02) defines social accountability as a "proactive process by which public officials inform about and justify their plans of actions, their behaviour and results to citizen groups and are held accountable accordingly". Public officials are required to engage with community members to enable public officials to justify their actions. A practical example of social accountability is when public officials have meetings with community members, where information relating to developmental plans and other issues relating to municipal processes is provided. Community members also have a responsibility of voicing their needs and requesting improvement in terms of service delivery. Social accountability allows a community to collaborate in holding public officials accountable (Taddesse, 2017:02-03).

3.3.3 Administrative accountability

According to Garcia-Zamor (2001:111), administrative accountability "refers to liability of public officials to give satisfactory accounts of the use of official power or discretionary authority to the peoples". In other words, powers afforded to public officials should not be misused, instead, those powers should be used in a manner that gives value to service delivery, and decisions taken should always be for the benefit of the community. Paat, *et al.* (2018:44) stated that administrative accountability is accountability that requires a clear hierarchy between the responsibility centres and the units below them. This implies that public officials may delegate their responsibility, however, when it comes to accountability the responsibility cannot be shifted. A prototype of administrative accountability in local

government is when public officials provide feedback in terms of their decisions taken on behalf of community members.

3.3.4 Professional accountability

In the view of Vriens, Vosselman and Grob (2016:1184) professional accountability requires setting goals and standards which will guide and shape acceptable behaviour. This implies that professional accountability assists in ensuring that the conduct of public officials is aligned to the standards and norms as outlined in various prescripts, such as the code of conduct. Those prescripts will, therefore, govern the behaviour of public officials, while failure to adhere to those prescripts, such as the public sector integrity management framework, should result in disciplinary actions constituted against public officials (Sikhakane and Reddy, 2011:04-05).

According to McGarvey (2001:20), well-informed and educated community members are no longer willing to accept the wisdom of professionals unquestioningly. It is imperative for public officials to conduct themselves in a professional manner, as this may have a positive influence on the outlook of the community members towards the municipality. A prototype is when public officials understand and portrays a behaviour that is acceptable in terms of standards and polices of the municipality.

3.3.5 Legal accountability

According to Sikhakane and Reddy (2011:88-89), Constitution of South African and other legislative mandates should be adhered to in order to promote legal accountability. The local government sphere has detailed the municipal functions. It is, therefore, important for public officials to familiarise themselves with legal principles and for the community to also be aware of those legal principles in order to hold public officials accountable. As argued by Bovens (2004:7) in legal accountability, public officials are summoned to courts to account for their own actions, or on behalf of the agency as a whole. It can be summarised that legal accountability is aligned to the policies, laws and regulations governing local government. When the municipal manager of Makhado Local Municipality had to account for a tender process that did not follow procedures in court, constituted as part of legal accountability.

3.3.6 Traditional accountability

McGarvey (2001:18) alluded that the traditional model of accountability is a simple one with a coherent chain of accountability, from official to official in the bureaucracy, from official to minister, from minister to Parliament, from Parliament to the people. This implies that the

traditional mode of accountability follows a hierarchal structure. For example, within the Police Department there is a hierarchal structures, where control and command is practiced, and the highest ranking officials give command to lower ranking officials to execute tasks.

3.3.7 Democratic accountability

McGarvey (2001:19) specified that democratic accountability highlights both representative and participatory forms of democracy as a channel for holding public officials to account. Acosta, *et al.* (2010:15) argued that democratic accountability takes place when a series of conditions converge:

- There are legal and formal institutions and mechanisms to hold government to account,
- There are clearly defined agents who demand government action,
- There are clearly defined agents who are responsible for government action,
- There are legally established and effective sanctions for those who are not accountable.

It may be concluded that community members should be the agent demanding accountability from public officials. Municipalities should take a decisive approach in dealing with public officials for not complying with the system of accountability.

3.3.8 Managerial accountability

According to Kumar (2020:50), management is the process of integrating activities to attain a common objective. Paat, *et al.* (2018:44) stated that managerial accountability is the efficient use of public funds and other resources within local government, and it requires public officials to be responsible rather than just obeying. The Local government: Municipal Finance Management Act 56 of 2003 serves as a guideline on how municipal funds should be managed. This implies that public officials should bear in mind that prescripts should be complied in terms of financial management and full responsibility should be taken for mismanagement of financial resources. Example of managerial accountability in local government is when municipal managers justifies the utilisation of funds to financial committees.

3.4   PURPOSE OF ACCOUNTABILITY

Van Der Waldt (2004:87) indicated that an efficient, equitable and accountable public service is the hallmark of any democratic society. Municipalities have the responsibility to account for the resources that are distributed to the sphere (Munzhedzi, 2016:1). Niekerk and Brits (2016:118) stated that effective accountability results in improved good governance, improved utilisation of public funds and improved service delivery. In addition, Prinsloo (2012:11) emphasised that accountability is a pillar of democracy and good governance, which forces the civil society to focus on results and report on performance. Lack of accountability by both public official and political leaders may results in unethical behaviour being a norm and acceptable in society. The purpose of accountability is to "control the abuse and misuse of public authority, to provide assurance in respect to the effective use of public resource, to encourage and promote learning in pursuit of continuous improvement in governance and public management" (Peter, 2000:244-245).

In Bovens' view accountability is not only about control; it is also about prevention (Bovens 2004:14). In other words, when municipalities have an effective functioning system of accountability, unethical behaviour may be prevented, because public official will have to account for deviating from how things are supposed to be done. It is important for public official to view accountability beyond complying with regulations. It should be viewed as a mechanism for giving account to citizens with clarity and transparency on the use of public resources to meet community needs. Effective accountability requires essential and relevant information provided to citizens.

According to Ferreira, Azevedo, Oliveira and Marques (2016:197) the extent of accountability can be influenced by public officials' personal values or perceptions that on accountability. However, this should not imply that if public officials have a negative view on the system of accountability they can, therefore, be exempted from accounting for their actions or inactions. Community members view accountability as a mandatory requirement of public officials to publicly, fairly and openly explain their actions or inaction on matters affecting the community at large (Callahan, 2006:108).Community members monitors the performance of the municipality through written, oral, statistical reports and observations of activities within the municipality (Sikhakane and Reddy 2011:89).

Sikhakane and Reddy (2011:90) indicated that community members cannot directly govern, hence, councillors are elected to govern on their behalf and represent the interest of communities and not of public officials. Effective accountability requires municipalities to be open to the public. In addition, Sikhakane and Reddy (2011:89-91) further explained that accountability serves as a control measure, assurance, and continuous improvement, which are discussed below:

3.4.1 Accountability as control measures

Sikhakane and Reddy (2011:89) noted that control is an important activity in governance and should be designed in such a way that it enables monitoring processes in order to ascertain utilisation of resources.

Caveya (2004:17) stated that government performance require system of accountability, which must be communicated to community members. Effective performance management has the potential of improving participation, and according to Behn (2001:27), public officials should be held accountable for performance and not the process. However, if the process is flawed then the performance may be negatively affected. Therefore, accountability should start from the process phase until the desired outcome as a control measure.

3.4.2 Accountability as assurance

Sikhakane and Reddy (2011:90) argued that community members need assurance that resources are been utilised effectively, efficiently and economically from their municipality. This implies that municipalities should develop a means to provide community members with confidence in the ability of the municipality to effectively manage public resources. There are processes used to promote accountability, such as auditing, reviews and inspection (Sikhakane and Reddy, 2011:90). This may be done through publishing reports such as financial reports to the public for validation of information provided and audited.

3.4.3 Accountability and continuous improvement

Alvord (2012:298) defined continual improvement process as "ongoing improvement of product, service or process". This implies that municipalities should strive to continuously improve the process of delivering services to community members. Sikhakane and Reddy (2011:91) indicated that municipalities must devise strategies to ensure continuous empowerment.

3.5 PRINCIPLES OF ACCOUNTABILITY

According to Ravi and Vellimalayan (2017:2), accountability benefits community members through representing their interests. Bovens, (2004: 15) asserts that accountability enhances public confidence in government and bridge the gap between community members and representatives. Municipalities should understand that the promotion of accountability might enhance community's confidence in the municipality through the way public officials demonstrate principles such as ethics, transparency, trust integrity, fairness, good governance and leadership as stated by Khotami, (2017:30). Those principles are discussed below:

3.5.1 Ethics

Gonzalez, Garcia and Gonzalez (2020:95) defined ethics as a "system of moral principles and is concerned with what is good for individual and society". Local government requires a culture that supports ethical behaviour and also defines and reinforces right and wrong conduct for those in power in order to hold them accountable (Raga and Taylor, 2005:22). Public officials and political office bearers need to conform to a high standard of ethical conduct and be accountability (Sebola, 2014:300). Improving ethics is imperative in order to promote effective accountability. Therefore, the purpose of ethics is to enhance an acceptable and responsible behaviour by both public officials and political office bearers. Ethics deal with doing things the right way and being able to distinguish between right and wrong based on human values attached to professional behaviour (Botlhoko, 2017:48).

Pillay (2014:1) stated that unethical behaviour includes dishonesty, fraud, corruption, bribery, nepotism, favouritism and conflict of interest, amongst other things, which has the potential of hampering the effectiveness of municipalities in delivering services and weakens democracy. Godbole (2003: 81) elaborated that community members feel that it is no longer "government of the people by the people", rather is "government of the employee, by the employee and for the employee". It is, therefore, imperative that measures are taken to ensure that government is still regarded as "government of the people by the people".

3.5.2 Transparency

De Ferranti, Jacinto, Ody and Ramshaw (2009:7) defined transparency as the availability and increased flow of timely, comprehensive, relevant, high-quality and reliable information concerning government activities to the public. Community members are most likely to

become more active through the level of transparency displayed by the municipality (Veal, Sauser, Tamblyn, Sauser, and Sim (2015:13-14). Transparency is regarded as an imperative element in ensuring accountability. Sami and Choi (2012:103) argued that institutions with high transparency have portrayed better financial performance as compared to institutions with lack of transparency. This may be attributed to the fact that when activities are transparent and open to the public, those in power feel the need to perform at their best with integrity.

3.5.3 Trust

Wheeler (2010:251) defined trust as a "firm belief in the reliability, truth, ability or strength of something or someone". Chapman and Hunt (2010:23) stated that community members need to have trust in people occupying roles of decision making. Enaifoghe and Toyin (2019:102) states that community members have lost trust in the public officials and political elected leaders, participation is considered a potential too to address public trust.This implies that community members must be regarded as partners of municipalities and not just beneficiaries of the decisions taken to regain public trust .

3.5.4 Integrity

In the words of Sayeed (2019:121) integrity is the "practice of being honest and showing consistency and uncompromising adherence to strong and ethical principles and values". This implies that public officials should adhere to ethical principles and values of the municipality. Pillay (2014:32-34) stated that leaders with integrity may influence others positively and foster for a desirable change. It is important for leaders to portray commitment and loyalty especially given the rate of corruption in the country. Pillay (2014:35) further argued that integrity is non-negotiable and it is mandatory to be adopted as a lifestyle. Community members tend to have faith in leaders with integrity, and that integrity can only be displayed through public officials' behaviour.

3.5.5 Fairness

Spencer (2015:2002) defined fairness as the quality of making judgement that is free from discrimination. Community members should be treated equally and in an unbiased manner (Peterson and Panfil, 2014:262). Decisions taken should include interests of all parties involved. The unbiased behaviour may encourage community members to be more involved in municipal affairs. The more community members feel important, the more interested they

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will be in municipal affairs. Fairness is also one of the Batho Pele principles, which are to be practiced by all government departments and institutions (Botlhoko, 2017:75).

3.5.6 Good Governance

Keping (2017:3) defined governance as a "process of exercising authority to maintain order and meet the needs of the public within a certain range". McKenzie and Mostafa (2018:9) defined good governance as the process of taking and implementing decisions in the best possible process that promotes democracy. Tirivangisi, *et al.* (2017:17) stated that all municipalities have a mandate to provide good governance. Johnston, (2016: 1-2) affirms that good governance requires cooperation between the municipality and community members. It may be summarised that principles of good governance promote a government that is legitimate and responsive to the needs of the community. Furthermore, Kraai, Holtzhausen and Malan (2017:63) suggested that the promotion of accountability by executives is linked to the acceleration of good governance.

Shah (2006:02) noted that good governance involves a whole range of aspects such as preserving the life and liberty of residents, creating space for democratic participation and civic dialogue and most importantly to facilitate outcomes that enrich the quality of life for residents. Ravi, and Vellimalayan (2017:2) defined good governance as a "set of principles relating to promoting of accountability, transparency equality and participation". It is vital to develop governance that is responsive, responsible and accountable. Participation in affairs of the municipality takes place through various mechanisms as supported by various legislations. Keping (2017:5) state that good governance include aspects such as legitimacy, transparency, accountability, rule of law, responsiveness and effectiveness. This implies that municipalities should practice these aspects to promote good governance.

3.5.7 Leadership

Gallos (2008:1) defined Leadership as a "complex social process, rooted in the values, skills, knowledge and ways of thinking". Purchase (2017:4) stated that leadership involves the ability of those in power to use their personality to influence others in accomplishing a task. Purchase (2017:4) further highlighted that leadership plays a vital role in delivering any service. Thence, municipalities require skilled and knowledgeable leaders to realise an effective management of affairs. Communities require leaders that will act as a model for breaking the communication gap between the municipality and community members and

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those leaders are elected to represent the interest of community members and act impartially with integrity (Craythorne, 2003:261).

3.6   MECHANISMS FOR PROMOTING ACCOUNTABILITY

According to Acosta, Joshi and Ramshaw (2010:5), effective accountability mechanisms will encourage improved service provision in a form of a faster, better quality and well implemented response to community demands. Local government is mandated by section 152 (1) (a) of the Constitution of the Republic of South Africa, 1996 to promote accountability.

Fagbadebo and Ruffin (2019:6) argued that South Africa is not one of the countries with good records of accountability. This implies that accountability has not been practiced to the level of effectiveness to promote democracy. It is for this reason that, community members participate to ensure that municipalities have a system of accountability. The mechanisms for accountability were developed to ensure improvement of institution management of in a manner that is efficient and effective. However, Willows (2016:551) argued that more measures still needs to be taken to ensure a greater sense of accountability in local government. Botlhoko (2017:121-124) listed mechanisms to promote accountability which are Auditor-General South Africa, national and provincial treasuries, municipal council, mayor, municipal manager, municipal audit committee and municipal public accounts committee. Those mechanisms are discussed as follows:

3.6.1 The Auditor-General South Africa

The Auditor-General South Africa (AGSA) was established to enhance a democratic government. Section 188 of the Constitution of the Republic of South Africa, 1996 requires the AGSA to audit and report on the accounts, financial statement and financial management of all municipalities. The AGSA is regarded as a constitutional body that plays a vital role in promoting accountability across all institutions of government in South Africa. The office of the AGSA as stipulated in section 4 (3) of the Auditor-General Act 12 of 1995 shall convey a report of municipal accounts to the chairperson the accounting office of the municipality. Furthermore, the report should be transparent and shared with all to enforce accountability.

Section 52 of the Local Government: Municipal Finance Management Act 56 of 2003 requires municipalities to report quarterly on their performance and those reports should be submitted within 30 days at the end of each quarter to the council on implementation of the budget and the financial state of the municipality. Those reports will also be made available to the auditor-general of South Africa on request to audit the accuracy and validity of the information provided.

3.6.2 The Public Protector

Munzhedzi (2016:3) stated that public protector is a mechanism for ensuring accountability and has the power to investigate any conduct, any state affairs or public administration in any sphere of government. Public Protector Act 23 of 1994 was established to give effect to the Constitutional mandate. Chapter 9 of the Constitution of the Republic of South Africa, 1996 instituted the public protector as one of the state institutions supporting democracy.

The public protector has the followings powers as stipulate in section 182 (1) of the Constitution: to investigate any conduct in state affairs, or in the public administration of any sphere of government, that is alleged or suspected to be improper or result in any impropriety or prejudice, to report on that conduct, and to take appropriate remedial actions. Section 182 (5) further states that any report by the public Protector is to be made public unless there are exceptional circumstances, which are to be determined in terms of national legislation for a report be kept confidential.

3.6.3 National and Provincial treasuries

Quinot and Arrowsmith (2013:182) stated that national treasury has the "responsibility of managing and overseeing government expenditure, exercise overall responsibility for public procurement policy at all three levels of government". Botlhoko (2017:121) asserts that national treasury may monitor and assess compliance of municipalities. Quinot and Arrowsmith (2013:182) emphasised that in local government, municipal council are vested with the powers of approval and oversight. This implies the non-compliance by municipalities means that public officials have to account. Section 5 (2) of the Local Government: Municipal Financial Management Act 56 of 2003 stipulates that the National and Provincial treasuries have a responsibility to fulfil their oversight over local government financial management.

According to Quinot and Arrowsmith (2013:182), provincial treasury submit to the national treasury and may issue complementary guidelines within the parameters set out by the national treasury. Municipal financial statement is one of the tools used to determine the effectiveness and efficient use of allocated state resources. Those reports will also identify public officials who should be held accountable for any discrepancy in terms of financial management. Van Niekerk and Dalton-Brits (2016:121) stated that national and provincial treasuries must monitor and assess compliance by municipalities in the preparation of budgets and submission of financial reports. There are laws and regulations stipulated in various acts that municipalities should adhere to and non-adherence should result in consequence management.

Section 193 (2) of the Constitution of Republic of South Africa, 1996 stipulates that the provincial executive body may intervene in a municipality that is failing to fulfil an executive obligation by assuming responsibility for relevant obligation in that municipality. This implies that when a municipality is struggling to deliver on its mandate, the provincial executive body will take over in ensuring effective management and utilisation of funds.

3.6.4 Municipal council

South African Local Government Association (2011:5) (SALGA) defined municipal council is a "body consisting of directly or indirectly elected councillors/members". Municipal council is, thus, one of the political structures of a municipality. As a means of ensuring accountability, section 151 (2) of the Constitution of the Republic of South Africa, 1996 requires municipal council to provide reasons for their actions for the benefit of community members. Those actions should have the best interest of the community and not of individuals within the municipality. Municipal councils are responsible for executing both legislative and executive or administrative functions (Mokgari and Pwaka, 2018:51).

Section 19 (1) of the Local Government: Municipal Structures Act 117 of 1998 stipulates that municipal council must strive to achieve the objectives set out in section 152 of the Constitution. Furthermore, in section 19 (2) the municipal council is required to annually review the needs of the community, its priorities, to meet those needs, its processes of involving the community, its organisational and delivery mechanisms to meet the community needs.

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As set out in section 19 (3) of the Local Government: Municipal Structures Act 117 of 1998, municipal councillors have the responsibility of developing mechanisms to consult the community and community organisations in performing its functions and exercising its powers. The mechanisms should not only foster for consultation, but also create a platform that allows community members to voice out their opinions and for the contributions to be considered during decision-making processes. Mokgari and Pwaka (2018:65) stated that councillors have the responsibility to account to communities and information should constantly flow between the councillor and community members through council meetings.

3.6.5 Municipal manager

Tovmasyan (2017:20) indicated that managers are responsible for setting goals, plans and organise activities, motivate human resource and control the overall procedures of the organisation. Van Der Waldt *et al.* (2007:58) defined municipal manager as the "head of administration and the accounting officer for the municipality". In other words the municipal manager is responsible for municipal finances and should, therefore, account for the utilisation of funds. This implies that municipal managers are the ones to be held accountable for any mismanagement of municipal funds.

The development of IDP requires the municipal manager to give effect to community participation (Thornhill, 2008:731). This implies that the facilitation of community participation lies with the municipal manager. Section 20 (a) of the Local Government: Municipal System Act 32 of 2000 stipulates that the municipal manager has the responsibility of publicising the oversight report adopted by a municipal council in accordance with the annual report. This report allows community members to know about municipal performance and consequently identify accountable public officials and political office bearers. Thornhill (2008:730) stated that municipal manager has to develop and maintain:

- "Systems and processes for policy making,
- Organisational structures for orderly policy execution,
- A system for the appointment and utilisation of human resources,
- A system for the acquisition and utilisation of financial resources,
- A system to ensure that work methods promote efficient and effective service delivery,

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- A system to ensure effective control and that public accountability can be maintained".

It is therefore crucial for municipal manager to ensure the effectiveness of systems developed for policy and decision making. It will not serve any purpose to have systems that are not effectives, and again the municipal manager must ensure training of personnel on the operation of such systems.

3.6.6 Municipal audit committee

Zietlow, Hankin, Seidner and O'Brien (2018:104) defined audit committee as a body that is responsible for regularly overseeing the audits of financial activities, ensuring adherence to law and regulations and monitoring the organisation's conflict of interest. Roos and Stainbank (2017:131) indicated that an audit committee is required to review the internal quarterly reports on the audit performance measurements, to review the performance management system and to make recommendation to the council. Section 166 (1) of the Local Government: Municipal System Act 32 of 2000 stipulates that each municipality and each municipal entity must have audit committees, subject to subsection (6). Section 166 (2) of the Act stipulates that the audit committee should act as an independent advisory body, which must amongst other things advice municipal council, political office-bears, the accounting officer and the management staff of the municipality on matters relating to:

- "Internal financial and internal audits,
- Risk management,
- Accounting policies, the adequacy,
- Reliability and accuracy of financial reporting and information,
- Performance management,
- Effective governance amongst others and
- Any other issues referred to it by the municipality or municipal entity".

It is imperative based on the information provided above, that the municipal audit committee should be independent as to avoid been bias and corrupt in any affairs relating to the municipality. It may be stated that the independency of such committee may lead to not only effective running of the municipality but also ensure clean audit by both internal and external role-players.

3.6.7 Municipal Public Accounts Committees (MPAC)

Manglik (2019:476) defined public account committee as a committee that must peruse public audits, invite responsible persons for questionings and issue a report of findings to a government budget audit in the legislation. Subsequently, this implies that municipal public accounts committee also performs the same functions as the PAC at local government level. Section 79 (1) (a) of the Local Government: Municipal Structures Act 117 of 1998 suggest that municipalities should establish one or more committees necessary for the effective and efficient performance of any of its functions or the exercise of any of its powers. In support of this section, municipalities are encouraged to establish MPACs to assist in audit processes and any other matter applicable to the committee's jurisdiction.

Mokgari and Pwaka (2018:49) stated that oversight bodies enhance community participation. Section 130 (1) of the Local Government: Municipal Financial Management Act 56 of 2003 stipulate that community members may attend council meetings preparing the oversight report over the annual report to make input on the report. Dates of such meetings should, therefore, be made known to community members. The participation of community members in this process will ensure a balanced and well-informed annual report.

3.6.8 Audit and Performance Audit Committee (APAC)

According to Tagg (2013:80), audit is an "official inspection of an organisation's accounts, typically by an independent body". As argued by Craythorne (2006:124) all municipalities are required to appoint and budget for a performance audit committee comprising of persons who may not be involved in the municipality as a councillor or employee. Craythorne (2006:124) stated that municipal internal auditors must basis audit the performance measurement of the municipal and submit quarterly report to performance audit committee on regular. Performance audit committee must review reports and performance management system of the municipality and make recommendations (Craythorne, 2006:125).

3.7   CONCLUSION

The literature above demonstrated that the effectiveness of accountability depends on the level of community participation and openness of the municipality. In recent years, most municipalities have been put under administration due to misuse of funds, leading to poor service delivery. Community participation is one of the elements needed for a municipality to be more effective and efficient in resource utilisation. It is crucial that agents appointed to ensure that accountability within government institution practice, enforce compliance and adherence thereof. Community participation has the potential of affording municipality an opportunity to prioritize developmental programmes by focusing on those areas that need improvement. Local government is constitutionally mandated to promote accountability. There are other various legislations and policies mandating municipalities to encourage community participations and promote accountability. It was, therefore, crucial to outline those pieces of legislations and policies supporting community participation and accountability in local government. The chapter to follow outlined the legislative framework for community participation.

CHAPTER FOUR
LEGISLATIVE PROVISIONS FOR COMMUNITY PARTICIPATION IN LOCAL GOVERNMENT

4.1   INTRODUCTION

The chapter focused on providing the legislative provision, supporting community participation and accountability. Legislative provision is crucial because it helps in determining compliance and practically of the legislative mandate within Makhado Local Municipality. The importance of legislative framework cannot be over emphasised. The understanding and comprehension of the legal framework plays a huge role in the implementation of community participation. Nzimakwe and Reddy (2008:33) stated that local government is mandated to involve community members as well as civic organisations in the formulation of municipal budget, planning and development. The concept of community participation is supported by various pieces of legislation covered in this chapter.

4.2   THE CONSTITUTION OF REPUBLIC OF SOUTH AFRICA, 1996

Section 152 (1) of the Constitution of the Republic of South Africa, 1996 stipulates that the objectives of local government are to:

- "Ensuring the provision of services to communities in a sustainable manner;

- The promotion of social and economic development;

- The promotion of a safe and healthy environment and

- Encouraging the involvement of communities and community organisations in matters of local government".

Section 195 (1) of the Constitution of the Republic of South Africa, stipulate that public administration must be governed by the democratic values and principles enshrined in the Constitution, including the following principles:

- "A high standard of professional ethics must be promoted and maintained.

- Efficient, economic and effective use of resources must be promoted.

- 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 policymaking.

- Public administration must be accountable.

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

- Good human-resource management and career-development practices, to maximise human potential, must be cultivated.

- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation".

The above principles apply in the administration of every government sphere as stipulated in section 195 (2) (a) of the Constitution of the Republic of South Africa, 1996. The above provision suggests that local government is not only entrusted with the provision of essential services to community members but also ensuring that those services are provided in an effective and efficient manner.

4.3   THE DEVELOPMENT FACILITATION ACT 67 OF 1995

Section 3 (1) (d) of the development facilitation act, 1995 stipulates that community members affected by local development should actively participate in the process of the local development. Section 3 1(g) state that laws and procedures and administrative practice relating to land development should be clear and generally available to those likely to be affected thereby. Practising this will promote one of the Batho Pele principles of access to

information. It is, therefore, crucial for community members to participate in developmental programmes to ensure that those programmes are community centred. Pretorius and Schurink (2007:19) indicated that all municipalities must develop the requisite capacity to translate resources into instruments in dealing with poverty and underdevelopment. Those resources must, therefore, be effectively utilised to enhance developmental process.

4.4   THE HOUSING ACT 107 OF 1997

Part 1 of the Housing Act 107 of 1997, requires local government to give priority to the needs of the poor in respect of housing development and to meaningfully consult individuals and communities affected by housing development. This implies that local government should involve community members in the housing project, which is aimed at developing the community, especially disadvantaged community members. In part 1 (iv), the Act further states that the housing development is to be administered in a transparent, accountable and equitable manner, which upholds the practice of good governance.

4.5   THE WHITE PAPER ON TRANSFORMING PUBLIC SERVICE DELIVERY OF 1997

Van Der Waldt (2004:86) stated that White Paper on the Transformation of the Public Service aims at transforming public service into a coherent, representative, competent and democratic instrument for executing government policies and meeting the needs of community members. Batho Pele is derived from Sesotho, meaning people first. Municipalities are expected to practice Batho Pele principle and not just to display them. The White Paper lists out eight Batho Pele principles that should be practiced by government departments:

- "Consultation: citizens should be consulted about the level and quality of the public services they receive and, whether possible, should be given a choice about the service that are offered,
- Service standards: citizens should be told what level and quality of public service they will receive so that they are aware of what to expect,
- Access: all citizens should have equal access to the service to which they are entitled,
- Courtesy: citizens should be treated with courtesy and consideration,
- Information: citizens should be given full, accurate information about the public service they are entitled to receive,

- Openness and transparency: citizens should be told how national and provincial department are run, how much they cost and who is in charge,

- Redress: if the promised standards of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy. When complaints are made, citizens should receive a sympathetic, positive response,

- Value for money: public service should be provided economically and efficiently in order to give citizens the best possible value for money".

According to Van der Waldt (2004:87), the public service's transformation process has two distinct aims, to improve the delivery of services to community members and to demonstrate that South Africa has become a truly democratic society.

4.6   WHITE PAPER ON LOCAL GOVERNMENT, 1998

De Visser (2009:18) stated that the involvement of communities in municipal affairs is not only a key objective of local government, but also one of the main reasons for South Africa's choice of developmental local government. The White Paper on Local Government (1998:17) described developmental local government as local government that is committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs, and eventually improve their quality of life. Koma (2012:109) suggested that the developmental local government will require forging collaboration between community members and public officials. Koma (2012:114) further highlighted that one of the key characteristics of developmental local government relates to the need for local government to maximise social and economic development. This may be done through the collaboration of community members and the municipality to develop projects that are developmental oriented. Pretorius and Schurink (2007:19) noted that transformation of local government needs to be measured against its commitment to continuous service delivery improvement. As a result, the municipal commitment to continuously improve service delivery may assist in improving a healthy relationship between the municipality and community members.

4.7   LOCAL GOVERNMENT: MUNICIPAL STRUCTURE ACT 117 OF 1998

The Local Government: Municipal Structure Act 117 of 1998 is in support of the concept of community participation as stipulated in the Constitution as stipulates in chapter 4, section 16 of the Act. A municipal council has the responsibility of developing mechanisms for consulting the community and community organisations in performing its functions and exercise its powers as stipulated in section 19 (3) of the act. Section 19 (1) of the Local Government: Municipal Structure Act 117 of 1998 requires municipal councillors to strive within their capacity to achieve the objectives set out in section 152 of the Constitution of the Republic of South Africa, 1996. Section 19 (2) stipulates that a municipal council must annually review the needs of the community, its priorities to meet those needs, its process of involving the people, its organisational and delivery mechanisms to meet the community needs and its overall performance in achieving these objectives.

Section 73 of the Local Government: Municipal Structure Act 117 of 1998 gives provision to establish ward committees. Section 73 (1) of the Act further states that ward committees must be established for each ward in the municipality. This implies that the total number of wards in the municipality should equal the total number of ward committees within the municipality. Ward committees must be established according to the guidelines provided in section 73(2) of Local Government: Municipal Structure Act 117 of 1998 if they are to promote a meaningful participation.

4.8   LOCAL GOVERNMENT: MUNICIPAL SYSTEM ACT 32 OF 2000

Chapter 4 of Local Government: Municipal System Act 32 of 2000 is dedicated to community participation. Section 16 (1) stipulates that municipalities must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. Municipalities must encourage and create conditions for the local communities to participate in municipal affairs as stipulated in section 16 (1) (a).

Section 17 (1) Local Government: Municipal System Act 32 of 2000 stipulates that participation by the local communities in municipal affairs must take place through:

- "Political structures for participation in terms of the Municipal Structures Act,
- The mechanisms, processes and procedures for participation in municipal governance established in terms of the stated Act,
- Other appropriate mechanisms, processes and procedures established by the municipality,
- councillors and
- Generally applying the provisions for participation as provided for in this Act".

It is the responsibility of municipalities to ensure that additional mechanisms are created to promote participation. Municipalities are require to take the special needs of people who cannot write, people with disability, women and other disadvantaged groups into account as stipulated in section 17(2) of the Act. The stipulated requirement will ensure the inclusiveness of all members of the community and promote cohesion within communities.

Section 18 (1) of the Local Government: Municipal System Act 32 of 2000 requires municipalities to communicate information concerning the availability of mechanisms, processes and procedures to encourage and facilitate community participation. When providing community members with information, elements such as language preference and the special needs of people who cannot read or write should be taken into consideration as stipulated in section 18 (2) of the Act. In section 38 (c), the Act further stipulates that municipalities must administer their affairs in an economical, effective, efficient and accountable manner. In this context, failing to administer municipal affairs in the stipulated manner should result in consequence management, where responsible public officials are accountable in an open and transparent manner.

4.9   PROMOTION OF ACCESS TO INFORMATION ACT 2 OF 2000

The Promotion of Access to Information Act 2 of 2000 has the objective to give effects to the Constitutional right of access to any information held by the state and information that is held by another person, which is required for the exercise or protection of any right. The Act intend to promote a society that empowers itself through access to information. The Act further gives effect to Constitutional obligation of the state in promoting human rights culture and social justice. This is done by including public bodies in the form of an activist allowing them, amongst others, to access information from private bodies upon compliance with the four

requirements in this act, including an additional obligation for certain public bodies in certain instances to act in the public interest (Van Der Waldt, *et al.* 2007:42).

4.10   LOCAL GOVERNMENT: MUNICIPAL FINANCE MANAGEMENT ACT 56 OF 2003

The Local Government: Municipal Finance Management Act 56 of 2003 whose purpose to secure sound and sustainable management of municipalities and other institutions' financial affairs in the local sphere of government, to establish treasury norms and standards for the local sphere of government and to provide matters connected therewith. In that context, it is important for municipalities to utilise funds/resources in an economic, effective and efficient manner.

Section 22 the Local Government: MFMA 56 of 2003 requires accounting officers to publish the annual budget and invite the local community to submit representations in connection with the budget. Furthermore, section 23 (1) (a) states that municipal council must consider the views from communities when the annual budget is tabled. As stated by Thornhill, (2008:729) municipal council has a huge responsibility to play in ensuring that municipal finances are spent in a fruitful manner, however, the Mayor is prohibited from interfering with the financial functions assigned to municipal Manager.

4.11   MUNICIPAL PLANNING AND PERFORMANCE MANAGEMENT REGULATIONS (2001)

Chapter 3, 7 (1) of the Municipal Planning and Performance Management Regulations 2001 set out the format for municipal performance management systems frameworks (Department of Provincial and Local Government). The framework describes and represent how municipal cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement will be conducted, organised and managed as well as determining the role of different role-players. As performance management systems are developed by municipalities, according to chapter 37 (2) of the framework, it is crucial to ensure that those systems:

- "Complies with all the requirements set out in the Act;
- Demonstrates how it is to operate and be managed from the planning stage up to the stages of performance review and reporting;

- Clarifies the roles and responsibilities of each role-player, including the local community, in the functioning of the system;

- Clarifies the processes of implementing the system within the framework of the integrated development planning process;

- Determines the frequency of reporting and the lines of accountability for performance

- Relates to the municipality's employee performance management processes;

- Provides for the procedure by which the system is linked to the municipality's integrated development planning processes".

This framework gives emphasis to the importance of involving community members in the process of developing those systems and clarifying the role they play. Community members must be part of the development of output indicators as prescribed by the framework. This goes to show how important it is to involve community members in such processes.

4.12   NATIONAL DEVELOPMENT PLAN 2030

National Developmental Plan (National Planning Commission Agency, 2012:2) promotes the participation in an effort to liberate the communities from conditions that hinder the flowering of talents. Improved communication, more honesty and a greater degree of humility by those in power contributes in building a society that can solve problems collectively and peacefully (National Planning Commission Agency, 2012:27). The NDP (Vision 2030) promotes that all citizens be able to read, write, converse and value ideas and thoughts. This implies that the municipalities should value ideas contributed by community members. Moreover, ensure that community members receive the education required for them to be able to read and write, to make the participation process more effective. The plan adopts an approach of enhancing capabilities and active communities. Key capabilities that emerge from development literature include:

- "Political freedoms and human rights,

- Social opportunities arising from education, health care, public transport and other public services,

- Social security and safety nets,

- An open society, transparency, disclosures and a culture of accountability,

- Economic facilities, work, consumption, exchange, investment and production".

The plan maintains that the developmental capabilities requires both the government and community members to work together to realise vision 2030. The NDP promotes an open and transparent government which fosters a culture of accountability. The culture of accountability requires participation for it to be effective. The NDP progressed a responsive, accountable, effective and efficient local government (Lues, 2014:800).

4.13   LEGISLATIVE FRAMEWORK FOR ACCOUNTABILITY

Section 139 (2) of the Constitution of the Republic of South Africa, 1996 requires provincial executive body to intervene in a municipality that is unable to or fails to fulfil an executive obligation by assuming responsibility for the relevant obligation in that municipality. Section 36 (1) of the Public Financial Management Act 1 of 1999 stipulates that government institutions should have an accounting officer. The responsibilities of the accounting officer are set out in section 38 of the Public Financial Management Act 1 of 1999 and the Act further includes the obligation to ensure that an effective internal control system of financial and risk management is established and maintained.

As a means of ensuring financial accountability, Section 40 (1) of the Public Financial Management Act 1 of 1999 demands that, the accounting officer must report any unauthorised, irregular or fruitless and wasteful expenditure to the Auditor-general. Section 160 (7) of the Constitution of the Republic of South Africa, 1996 stipulates that municipal council must conduct its business in an open manner and that it may close its sittings or those of its committee, only when it is reasonable to do so depending on the nature of the business. Conducting business in an open manner promotes one of the Batho Pele principles of transparency and subsequently accountability. Nzimakwe and Reddy (2008:35) indicated that community participation is a crucial element of effective and accountable governance. From the above, one can denote that effective accountability is influenced by community members' level of participation.

4.14   CONCLUSION

South African government has sound Constitutional and regulatory framework which provided guidelines on how to promote community participation and accountability. However, having sound a Constitutional and regulatory framework that is not followed is as good as not

having it at all. Therefore, it is the responsibility of municipalities to ensure the implementations of those legislative instructions. In addition, municipalities should develop strategies aligned to the regulatory framework to enforce accountability. The government of South Africa advocates for putting people at the centre of developmental government. This led to various initiatives taken to promote a citizen driven development, to ensure compliance to those initiatives and supporting legislative regulation were put in place. The White Paper on Transforming Public Service Delivery was established to ensure that service delivery is done efficiently, effectively and economically without compromising the lives of community members. In addition, the White Paper listed guidelines, or rather principles on Transforming Public Service Delivery, which should be followed when services are delivered. The" Batho Pele" principles, in support of the citizen driven government, should not only be displayed at municipality buildings, but also be practiced to realise the intent of the White Paper on Transforming Public Service Delivery. The research method adopted for the research was a mixed methodology as it allowed for broader means of collecting data. It was of paramount importance to detail the structure of the research as well as data collection methods, which was illustrated in the chapter to follow.

CHAPTER FIVE
RESEARCH DESIGN AND METHODOLOGY

5.1   INTRODUCTION

This chapter focused on the research method that was adopted to gather and interpret data. The chapter outlined the research paradigms, research design, study area research population, sampling, data collection procedures, data analysis, measure of validity and reliability of research and ethical consideration. The research was conducted using a mixed approach, that is, both qualitative and quantitative approaches. The study was normative in nature. The research strategy is more of a case study in understanding the influence of community participation on promoting accountability. Interviews and questionnaires were utilised as methods of data collection. Descriptive statistical analysis was employed.

5.2   RESEARCH PARADIGM

There are various types of research paradigms such as positivist and interpretivist paradigms. Bailey (2007:53) states that interpretive research "focuses on social relationships, mechanisms and processes through which members navigate and create their social worlds". Bailey (2007: 51) asserts that positivism is "associated with the dominant model of scientific research". Bailey (2007:55) views a critical paradigm as that which "seeks to empower the people in a setting and to work towards meaningful social change". Rubin and Babbie (2009:37) stated that interpretive attempts to develop an in-depth subjective understanding of people's lives. For the purpose of this study, an interpretive research was adopted which facilitated for the assessment of how community members navigate to create their social worlds though participatory mechanisms made available by the municipality.

5.3   RESEARCH APPROACH

The study was conducted using a mixed method. Creswell (2015:02) states that mixed method is an approach used to collect information combining both qualitative and quantitative data to draw interpretation in order to best understand the researched topic. The design adopted is descriptive and observatory. The mixed methodology was selected because it enables detailed information to be obtained using the collective strength of various methods. The various methods permitted for effective data interpretation and analysis.

Thomas (2003:01) states that the quantitative research method "focuses attention on measurements and amount (more and less, larger and smaller, often and seldom, similar and different) of the characteristic displayed by people and events that the studies". This method of data collection was selected as it provided an opportunity to determine the number of community members who are actively involved in affairs of the municipality. Creswell (2014:04) defines the qualitative research method as "an approach for exploring and understanding the meaning individuals or groups ascribe to a social or human problem". Bless, *et al.* (2013:339) further state that in a qualitative study, the study is more concern about the experience of individuals, groups or community members. The data collection method was selected as it afforded an opportunity for participants to provide information based on their experiences.

5.4   RESEARCH DESIGN

Christiani (2015:201) stated that normative research is prescriptive in nature. Thus, norms provide a prescription on how one should behave in accordance with the norms. This implies that normative approach strives to figure out how things are, as compared to how they should be. This study is normative in nature; facts were gathered on the state of community participation in Makhado Local Municipality to facilitate accountability. The study covered the theoretical background and application within Makhado Local Municipality. The present state of affairs in Makhado Local Municipality was evaluated and recommendations for future development were provided.

5.5   STUDY AREA

According to the Makhado Local Municipality, Draft Annual Report (2015/16), Makhado Municipality is a local municipality that falls under Vhembe district, which is one of the five districts in Limpopo. Most of the population in the municipality is classified as predominately rural. In addition, the Makhado Local Municipality, Integrated Developmental Plan (IDP), (2010/2011) states that the municipality comprises of four towns, namely: Louis Trichardt, Waterval, Vleifontein and Dzanani and includes over 269 villages. The administrative office of Makhado Local Municipality is in Louis Trichardt with two supporting regional offices in Dzanani and Waterval respectively.

Figure 1: List of municipalities in Limpopo Province
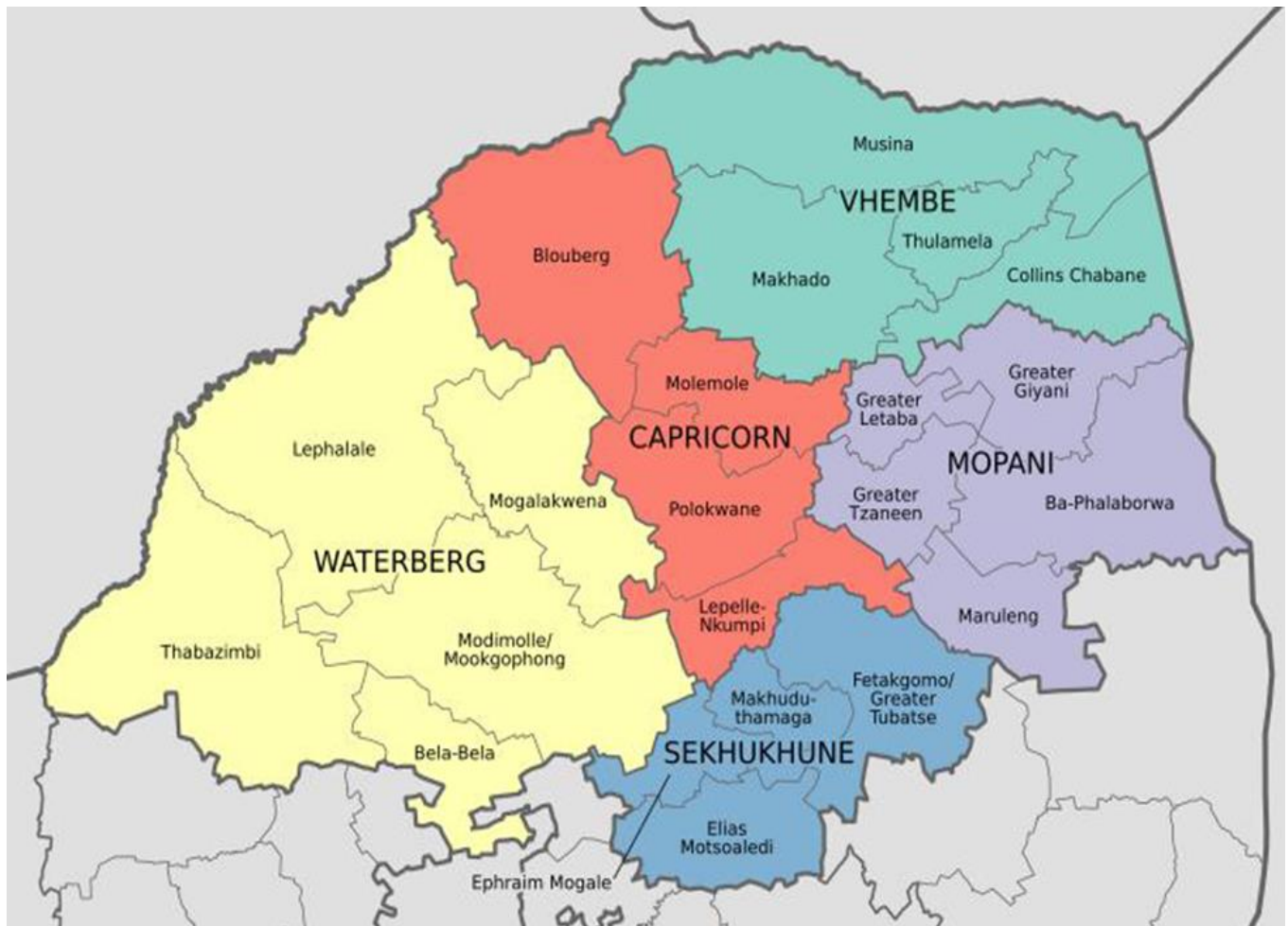
Map extracted from*: https://en.wikipedia.org/wiki/List_of_municipalities_in_Limpopo*

The map above provided a list of municipalities within Limpopo province for easy reference relating to the boundaries of Makhado Local Municipality. It is evident from the above map that Makhado Local municipality falls under Vhembe District.

5.6   RESEARCH POPULATION

The population for this study includes municipal officials, political office bearers, organizational structures, traditional leaders, civic members and community members of Makhado Local Municipality.

5.7   SAMPLING

De Vos, Strydom, Fouche and Delport (2005:201) state that with "non-probability sampling the odds of selecting a particular individual are unknown as the researcher is unaware of the population size or the members of the population". For this study, a non-probability sampling approach was adopted. The sample of this study comprised of the first 150 community members, five councilors/political office bearers, fifteen public officials, two community structures, five civic leaders as well as three traditional leaders within Makhado Local Municipality.

Description	Number
Community members	150
Civic member	05
Traditional leaders/Representatives	03
Ward committee members	05
Ward Councillors	05
Public official	15
NGO members	2
Total	**185**

5.8   DATA COLLECTION PROCEDURES

Data was collected from primary and secondary sources. To strengthen the quality of data collected, interviews were conducted and questionnaires handed out to community members. The interviews and questionnaires were analysed as a means of determining the level of community participation and the influence it has on accountability.

5.8.1 Interviews

According to Seidman (2006:8-9), interview 'is a basic mode of inquiry", which entails collecting information in various means.The interviews were semi-structured and conducted with municipal officials, political office bearers, organisational structures and community members within the municipality. Brynard and Hanekon (1997:32) stated that before interviewing participants, it is vital that interviews study the subject under study, because showing knowledge of the given subject could encourage positive responses from the interviewees.

Hartas, (2010:227) stated the following as advantages of interviews:

- "Broader range of issues can be covered in interview as it allows both the researcher and the respondent to ask a series of questions,
- The researcher can explain terms and questioned that the respondent may not understand and also allows the respondent to get more clarity on the proposed questioned,
- Interviews allow the researcher to explore new information that emerges during the interview".

Kirby, Kidd, Koubel, Barter, Hope, Kirton, Manning and Triggs, (2000:357) detailed the following as disadvantages of interview:

- "In structures interview respondent are restricted in providing full detailed responses.
- Lower degree of validity,
- There is no guarantee of comparability between interviews with a research projects."

The advantages and disadvantages of interviews were taken into consideration during the collection of data. Interviews were done telephonically as to comply with the Coronavirus Disease of 2019 regulation. The process had no negative impact in collecting the data.

5.8.2 Questionnaires

Gillham (2000:06) outlined that the benefit of questionnaires is that they are low cost, easier to acquire information from a large group of people at once and also promote respondent anonymity. De Vos, *et al.* (2005:275) indicated that in observing participation, data is collected based on one's own participation as well as that of others. Observations were

supposed to have been made, however, due to the National lockdown resulting from the world pandemic, gathering were cancelled. Gillham (2000:6) provided the below as benefits of questionnaires:

- "Low cost in time and money,
- Easy to get information from a lot of people very quickly,
- Participants can complete the questionnaires when it suits them,
- Analysis of answers to closed questions is straightforward,
- Less pressure for an immediate response,
- Respondent's anonymity,
- Standardisation of questions,
- Can provide suggestive data for testing a hypothesis".

The benefits of questionnaires assisted in formulating questions to collect data. The collection of data through questionnaire was indeed low on cost. The questions were straight forward and standardised, which allowed participants to be provide feedback based on their experiences.

Gillham (2000:7-12) detailed the disadvantages of questionnaires:

- "Problems motivating participants ,
- The need for brevity and relatively simple questions,
- Misunderstanding cannot be corrected,
- Lack of control over order and context of answering questions,
- Seeks information by asking questions".

The disadvantages listed above were taken into consideration before and after data collection to ensure accuracy in analysing the data. The disadvantages of questionnaires had no negative impact on the data collected, analysed and interpreted.

5.9   DATA ANALYSIS

Data obtained through questionnaires was analysed using the Statistical Package for the Social Sciences (SPSS) to determine the level of participation and accountability. Data was analysed using both quantitative and qualitative techniques of the theoretical framework and level of participation in Makhado Local Municipality. Descriptive statistical analysis was employed to identify the level/percentage of participation in municipal matters of the

municipality, to determine the frequencies of community participation and the extent to which accountability is exercised within Makhado Local Municipality. The data collected through research interviews were analyzed using thematic analysis and the information were presented in a thematic form.

5.10 MEASURE OF VALIDITY AND RELIABILITY OF RESEARCH

Sim and Wright (2000:129) state that validity "is used to describe a scale, index or other measures of a variable that correlates with measures of other variables in ways that are predictable by, or make sense according to, a theory of how the variables are related". Sim and Wright (2000:129) further identify four main forms of validity, namely: face validity, content validity, criterion validity and construct validity. Stapelberg (2009:45) defines reliability as the "determination of the frequency with which component failures occur over a specific period of time". Sim and Wright (2000:131) describe the three categories of reliability as equivalence, stability and internal consistency, as elaborated below.

- "Equivalence: measures the consistency of instruments in that it produces consistency in the hands of two or more investigators,
- Stability: the extent to which an instrument performs consistency when used to measure the same entity on repeated occasions,
- Internal constancy: the measure of the homogeneity of a multi-item instrument".

Construct validity was adopted to investigate the degree of the relationship between community participation and municipal accountability. Interviews were further used to validate the data collected.

5.11 ETHICAL CONSIDERATION

A high level of confidentiality and professionalism was maintained throughout the research. The questions asked were not offensive to the participants. The study made use of a tape recorder to ensure that information was captured and participants were informed that the interviews were recorded. Arifin (2018:30) indicated that the "protection of human subjects through the application of appropriate ethical principles is important". The ethical principles consider in the research were as follows:

5.11.1 Permission to conduct research projects

It was imperative to request permission from Makhado Local municipality to conduct the research (See annexure C). Permission was sought to conducted interviews with public officials, and hand out questionnaires to community members, ward committee members, NGO's, traditional leaders and civic members.

5.11.2 Informed consent

Emery and Paraiso (2015:15) defined informed consent as "permission granted in full knowledge of the possible consequences". This implies that participants of the research must be informed of the risk and benefits of the research. The participants were informed that their privacy will be protected by not using any personal information. Opportunity was afforded to participants to decide on whether to participate in the research by providing detailed information relating to the research topic. (See annexure D).

5.11.3 Confidentiality and anonymity

Bourke and Wessely (2008:888) defined confidentiality as "principle of keeping secure and secret from others, information given by or about an individual in the course of a professional relationship". Participants were given guarantee that their personal details will be kept a secret. The anonymity afforded most participants to free provide response with confidence. Participants were informed that if they feel less confident at any stage, then they can willingly withdraw from the process. The interview questions and questionnaires were designed as to ensure that participants remained anonymous. Furthermore, it was indicated that the research does not require participants to write down their names or any other personal details.

5.11.4 Voluntary participation

According to Lavrakas (2008:952), voluntary participation "refers to a human research subject's exercise of free will in deciding whether to participate in a research activity". It was made clear to the participants that their participation is voluntary and they should do so without feeling pressured or threatened.

5.3.5 Respect for participants

Turner (2020:04) stated that respect is "understanding that everyone is worthwhile, good at something and has a part to play in society". All participants were treated with respect and the understanding that they all have an important role to play in society. There was no misinterpretation of the responses provided and no deception and misrepresentation portrayed to participants.

5.12 CONCLUSION

This chapter dealt with the methodology adopted and how data was collected. Ethical considerations are crucial when conducting research, hence, the aspect of ethical consideration was dealt with in this chapter. The ethical consideration provide sense of safety to the responded s of interviews and questionnaires and the principles were dealt with as means of providing safety. The data collected through interviews and questionnaires assisted in assessing the state of community participation in Makhado Local Municipality. The methods of data analysis was detailed in this chapter. The next chapter facilitated the analysis and interpretation of data collected to assess the state of community participation and accountability in Makhado Local Municipality.

CHAPTER SIX
DATA PRESENTATION, INTERPRETATIONS AND ANALYSIS

6.1   INTRODUCTION

This chapter assessed the influence that community participation has on accountability in Makhado Local Municipality. The chapter on literature review demonstrated the importance of community participation and the impact that effective accountability has on municipality processes. The chapter encompassed presentation and interpretation of questionnaires and interviews conducted, using theresearch methodology explained in chapter five. The interpretation of the data was done in a pie chart.

6.2   ANALYSIS OF DATA COLLECTED THROUGH RESEARCH QUESTIONNAIRES

The information below is based on the feedback of the questionnaires, which was interpreted and analysed. A breakdown of participants based on gender was provided as to determine the level of participation of the two gender. Furthermore, the participants were divided into various age group to determine the age group that is more involved in municipal affairs.

6.2.1   Biographic information of participants

The section below provided an overview of the biographic information of the participants. The information was presented in a table form followed by the interpretation of the data.

Table 6.1:   Gender of participants

No	Response	Number of participants	Percentage
1	Male	92	49.73%
2	Female	93	50.27%
Total		**185**	**100%**

The table above represent the information of participants' gender. A total of 150 participants took part in this study, of which 92 (49.73%) participants were male and 93 (50.27%) were female. Gender of the participants was not planned, the numbers are a result of the participating participants. Female participants were more by one participant as compared to male participants. The participants in this study all resides within the boundaries of Makhado Local Municipality. The statistic suggest that female community members showed more interest in participating in the research, and this may also suggest that there are the ones more interested in affairs of the municipality.

Table 6.2:   Age of participants

No	Response	Number of participants	Percentage
1	18-30 years	64	34.59%
2	31-40 years	56	30.28%
3	40-50 years	36	19.45%
4	50 years and above	29	15.68%
Total		**185**	**100%**

Most of the participants who took part in this study were aged between 18-30 years, 64 (34.59%). 56 (30.28%) were aged between 31-40 years, 36 (19.45%) participants were aged between 40-50 years. The last group was aged between 50 years and above which was

represented by 29 (15.68%) participants. This suggests that the data analysed was based on most views of young community members within the municipality. The distribution of questionnaires was done randomly, however, the results of the distribution suggests that the youth are interested in affairs of the municipality. This is something that is good for the municipality as the youth are the future leaders of the community. The participation of youth in affairs of the municipality is important, however, views and opinions of elderly community members should be sought based on their experiences.

Table 6.3:   Position of participants in the community

No	Response	Number of participants	Percentage
1	Community member	150	81.09%
2	Civic member	05	2.70%
3	Traditional leader	03	1.62%
4	Ward committee members	05	2.70%
5	Ward councillors	05	2.70%
6	Public officials	15	8.1%
7	NGO members	02	1.09%
	Total	**185**	**100%**

As indicated above, the study sample encompassed of 185 participants from Makhado Local Municipality of which 150 (81.09%) were community members, 5 (2.70%) were civic members, 3 (1.62%) were traditional leaders/representatives, 5 (2.70%) were ward committee members, 05 (2.70%) were ward councillors, 15 (8.1%) were public officials and 2 (1.09%) were NGO members. The study was purposely designed to accommodate community members as the majority of the participants because municipal services are intendent for them. All participants for the above category participated in this research using questionnaires.

6.3 COMMUNITY PARTICIPATION AND ACCOUNTABILITY IN MAKHADO LOCAL MUNICIPALITY

The data collected was analysed and interpreted in this section. The aim of collecting data was to determine the level of community participation, related challenges faced by community members and the level of accountability within Makhado Local Municipality. The results of the questionnaires were presented as follows:

Figure 6.1: There is community participation in Makhado Local Municipality
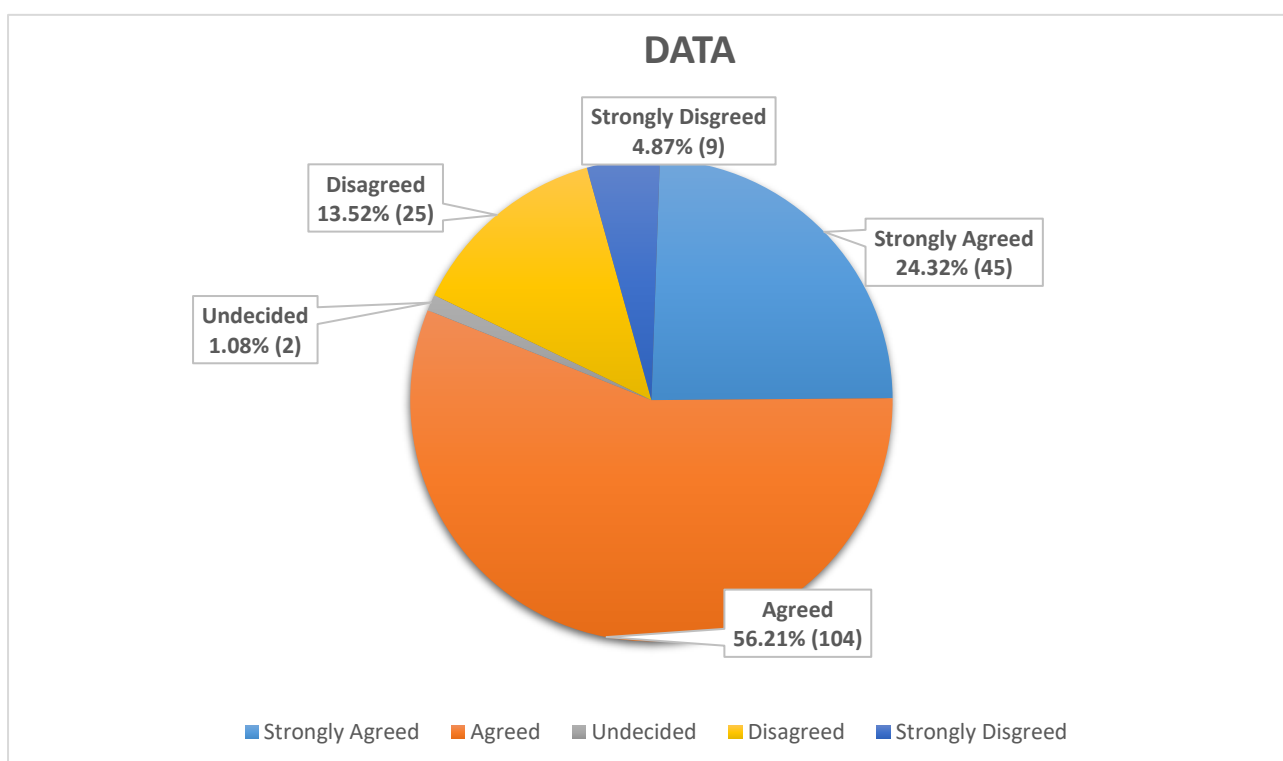
The 45 (24.32%) participants strongly agreed that there is community participation in Makhado Local Municipality. While 56.21%, which represented 104 participants agreed that there is community participation in Makhado Local Municipality. 1.08% (2) participants were undecided. 25 (13.52%) participants disagreed and 9 (4.87%) strongly disagreed that community participation exists in Makhado Local Municipality. The data above suggest that there is a level of community participation as indicated by the majority of the participants. This implies that certain number of community members within the municipality are involved and engaging with the public officials. It is therefore imperative for the municipality to ensure that

the level of community participation increases to a level that will positively influence accountability.

Figure 6.2:   There are mechanisms for participation in Makhado Local Municipality
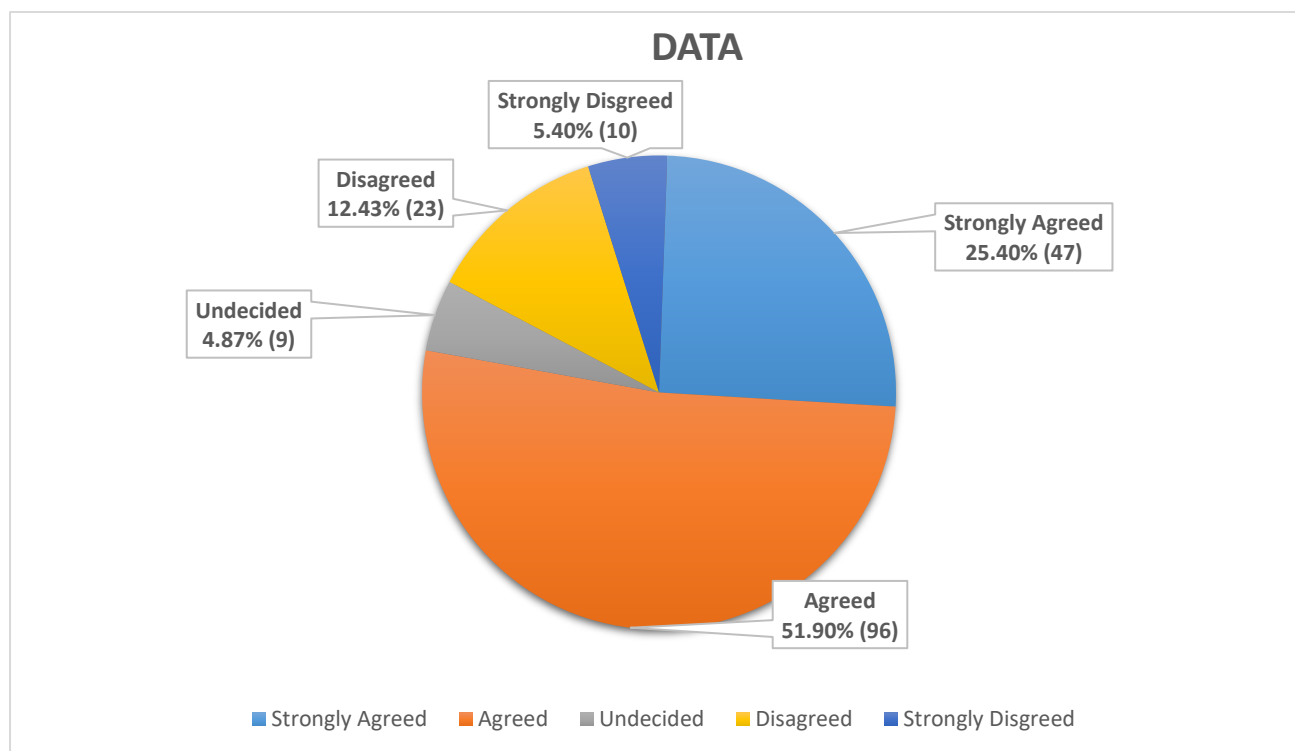
Most participants 96 (51.90%) agreed that there are mechanisms for participation in Makhado Local Municipality while 12.43% (23) participants disagreed with the statement above. 47 (25.40%) participants strongly agreed that mechanisms for participation are available within the municipality, while 10 (5.40%) participants strongly disagreed with the notion that there are mechanisms for participation in Makhado Local Municipality. 9 (4.87%) participants, which translated to were undecided. The data interpreted suggests that there are mechanisms for participation in Makhado Local Municipality. The question that remains is how effective those mechanisms are.

83

Figure 6.3:   Councillor regularly call public meetings
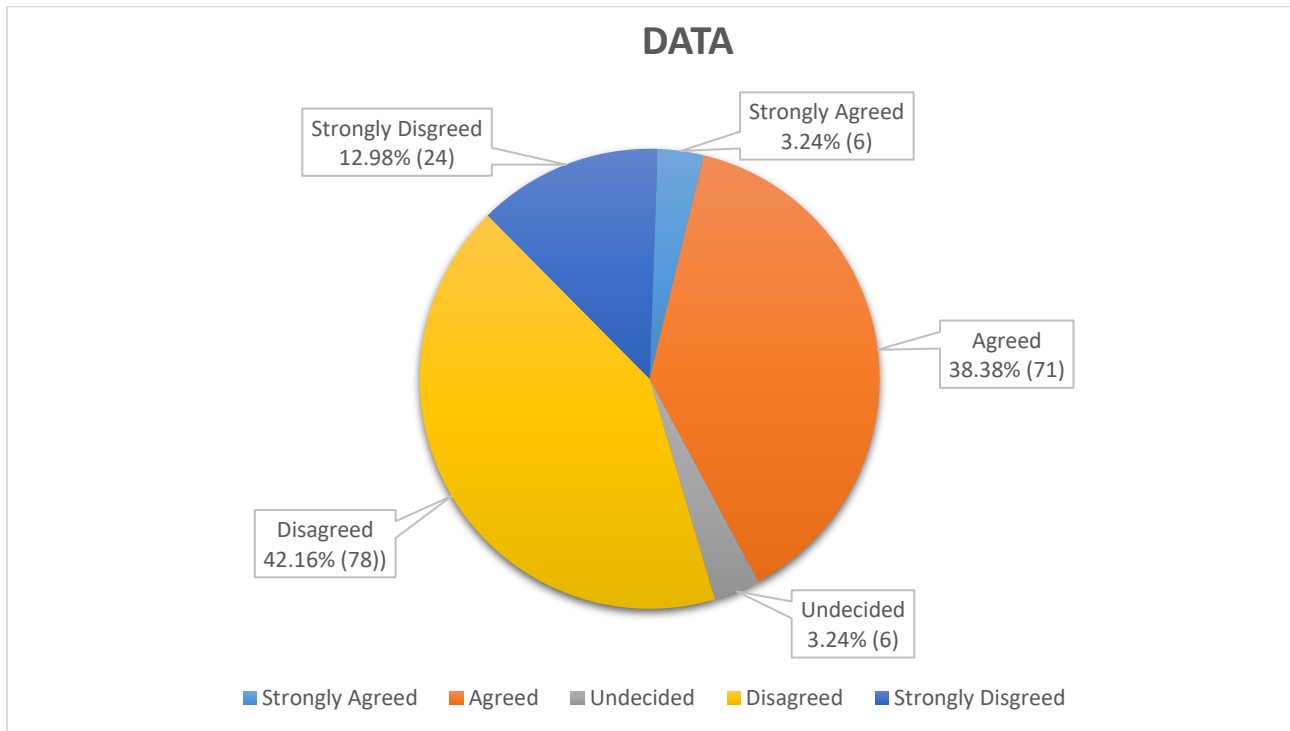
In answering if the councillor regularly call public meetings; 78 (42.16%) participants disagreed with the idea, while 71 (38.38%) participants agreed. 24 (12.98%) participants strongly disagreed that councillors regularly call public meetings, while 6 (3.24%) strongly agreed. 6 (3.24%) participants were undecided. The statistics indicate that councillors are not regularly calling public meetings where community members may raise issues of concern. This will have a negative impact on promoting accountability as community members are not regularly engaging with councillors. It is of paramount importance for councillors to reach out to the community members as they were elected to represent interest of the community members. The failure of councillors to in engaging with community members results in failure to uphold their mandate.

Figure 6.4: Community members are involved in the planning of programmes of the municipality
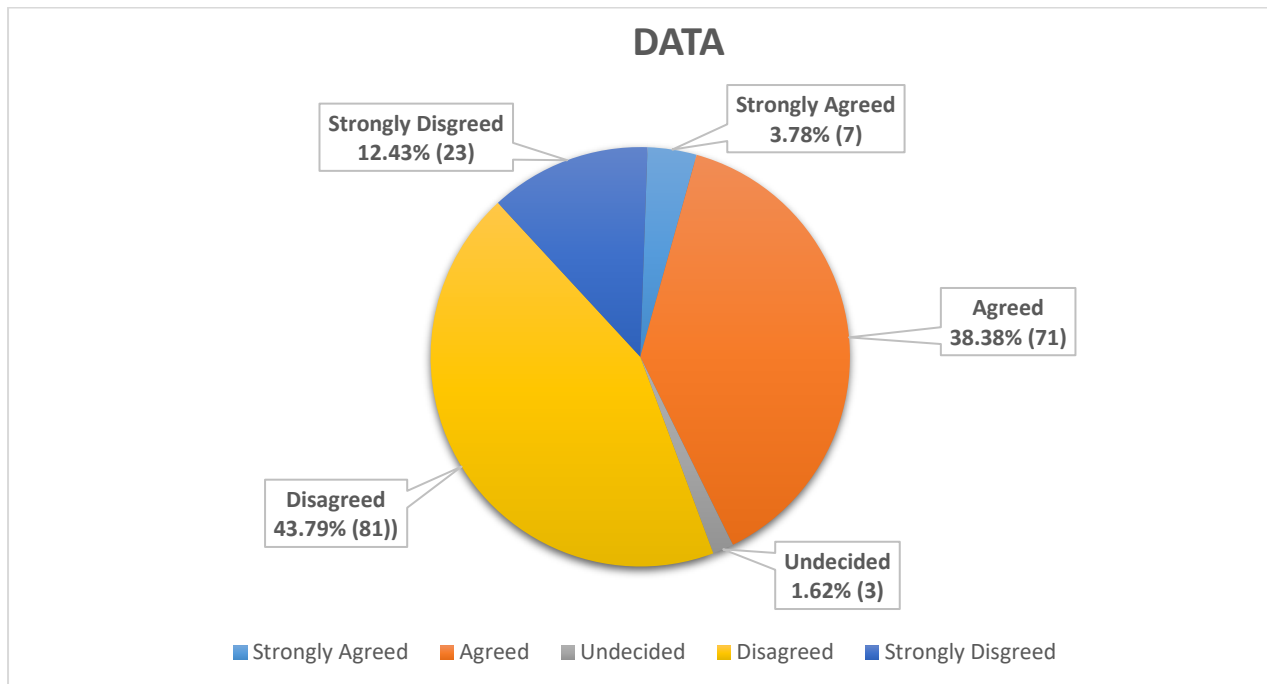
Municipal programmes are intended to enhance the livelihoods of community members, hence, they should be involved in the planning of those programmes. 71 (38.38%) participants agreed that community members are involved in the planning of municipal programmes, while 81 (43.79%) participants disagreed that community members are involved in the planning of those programmes. Only 3 (1.62%) participants at were undecided, while 7 (3.78%) participants strongly agreed that community members are involved in the planning of municipal programmes. On the other hand, 23 (12.43%) participants strongly disagreed with the idea. The data clearly indicate that majority of community members are not involved in the planning of municipal programmes. The literature has argued that lack of involvement by community members will make it challenging for community members to hold public officials accountable. When community members are not involved in the planning phase of municipal programme, it creates an environment that enables public officials to manipulate the process.

Figure 6.5:   Community members have knowledge regarding participation process
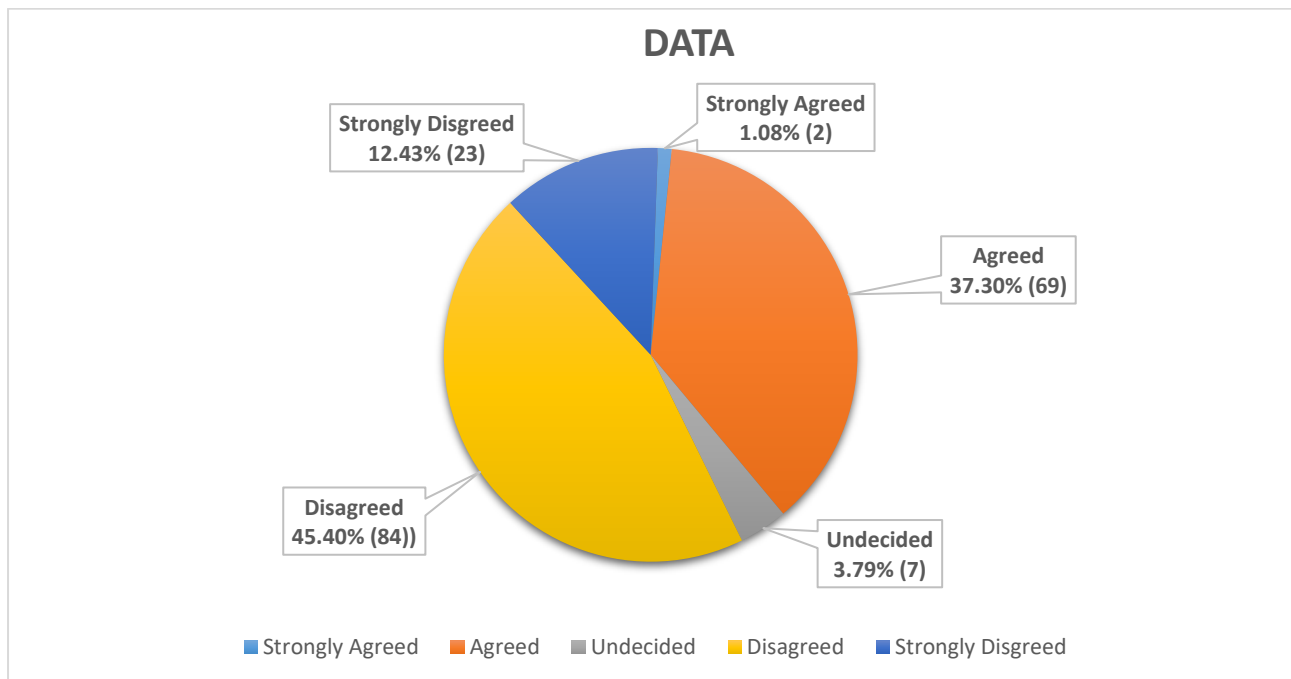
More participants at 84 (45.40%) disagreed that community members have knowledge on the participation process, while 69 (37.30%) agreed that community members are familiar with the participation process. 23 (12.43%) participants strongly disagreed, while 2 (1.08%) strongly agreed that community members are aware of the participation process. 7 (3.79%) were undecided. The data provided indicate that community members are not familiar with the participation process. This implies that those mechanisms that exist within the municipality are not known therefore making them ineffective as there are not utilisation. The municipality should ensure that awareness campaigns are conducted as a means of re-introducing those mechanisms.

Figure 6.6:   Community members have access to the municipality
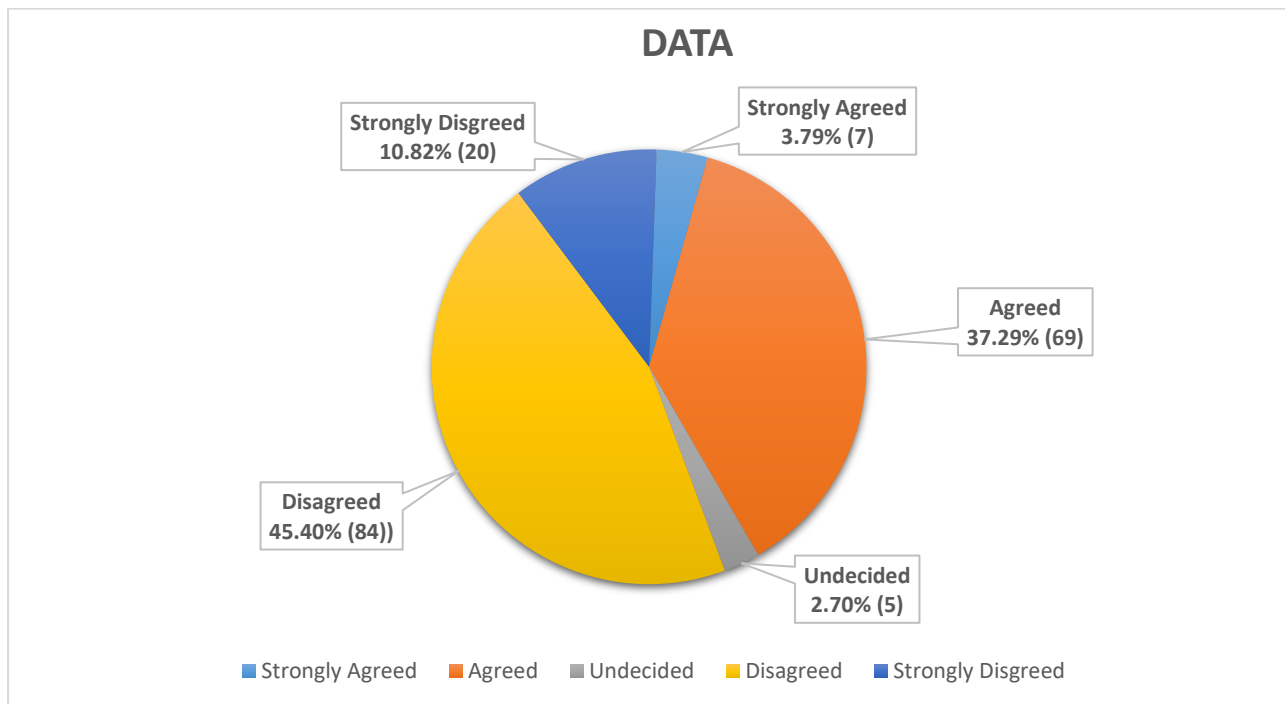
It is imperative for Makhado Local Municipality to ensure that the municipality is accessible to all community members, especially those with special needs. Majority of participants 84 (45.40%) disagreed that community members have access to the municipality, while 69 (37.29%) participants agreed that the municipality is accessible by community members. 7 (3.79%) strongly agreed and 20 (10.82%) strongly disagreed. on the other hand 5 (2.70%) was undecided with the idea that community members have access to the municipality. This data shows that to a greater extent, Makhado Local Municipality is not accessible by community members. When a municipality is not accessible by the community members, it implies that challenges facing the community members re not easy identified and dealt with.

Figure 6.7: Community members are informed of developmental municipal programmes
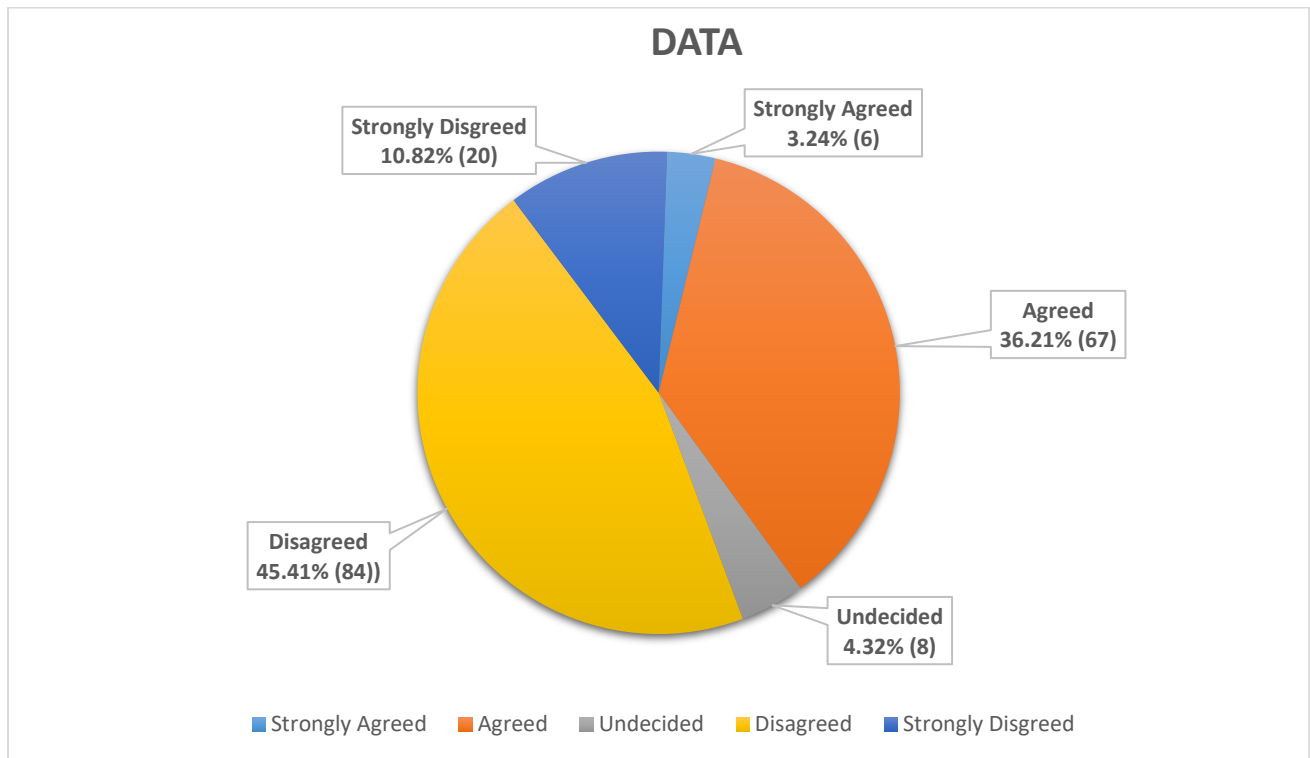
The question is, are community members informed about municipal developmental programmes. Therefore, 6 (3.24%) participants strongly agreed. 67 (36.21%) participants agreed. However, 20 (10.82%) participants strongly disagreed and 84 (45.41%) participants disagreed. 8 (4.32%) participants were undecided. Hence, it can be concluded from the majority of participants that community members are not informed about municipal developmental programmes. This implies that those developmental programme may not directly address the real challenges or needs of community members resulting from lack of involvement of community members. The municipality may initiate and implement projects that are not a priority to the community members.

Figure 6.8: There are functional ward committees

DATA

- Strongly Agreed 3.79% (7)
- Agreed 39.45% (73)
- Undecided 3.79% (7)
- Disagreed 41.62% (77))
- Strongly Disgreed 11.55% (21)

Legend: ■ Strongly Agreed ■ Agreed ■ Undecided ■ Disagreed ■ Strongly Disgreed
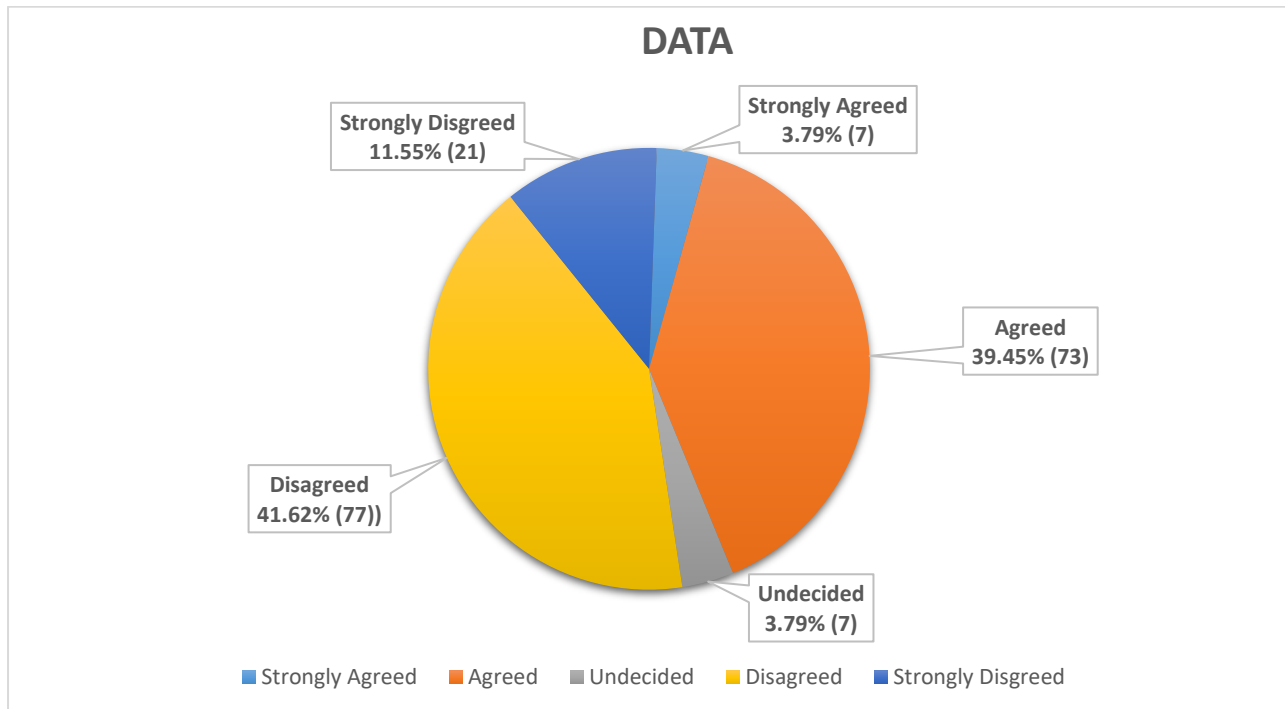
There was a slight difference between participants who agreed and strongly agreed on the idea that there are functional ward committees in Makhado Local Municipality. 73 (39.45%) participants agreed, while 77 (41.62%) participants disagreed. 7 (3.79%) participants strongly agreed and undecided respectively. 21 (11.35%) participants strongly disagreed. Data shows that Makhado Local Municipality ward committees requires more attention to be fully functional. Ward committees meetings are one of the mechanisms for community participation. When the mechanisms is not effectively utilised, then the level of community participation will be impacted negatively. The realisation of accountable public officials will be hampered as well.

Figure 6.9:   There is quality feedback provided by public officials regarding municipal affairs
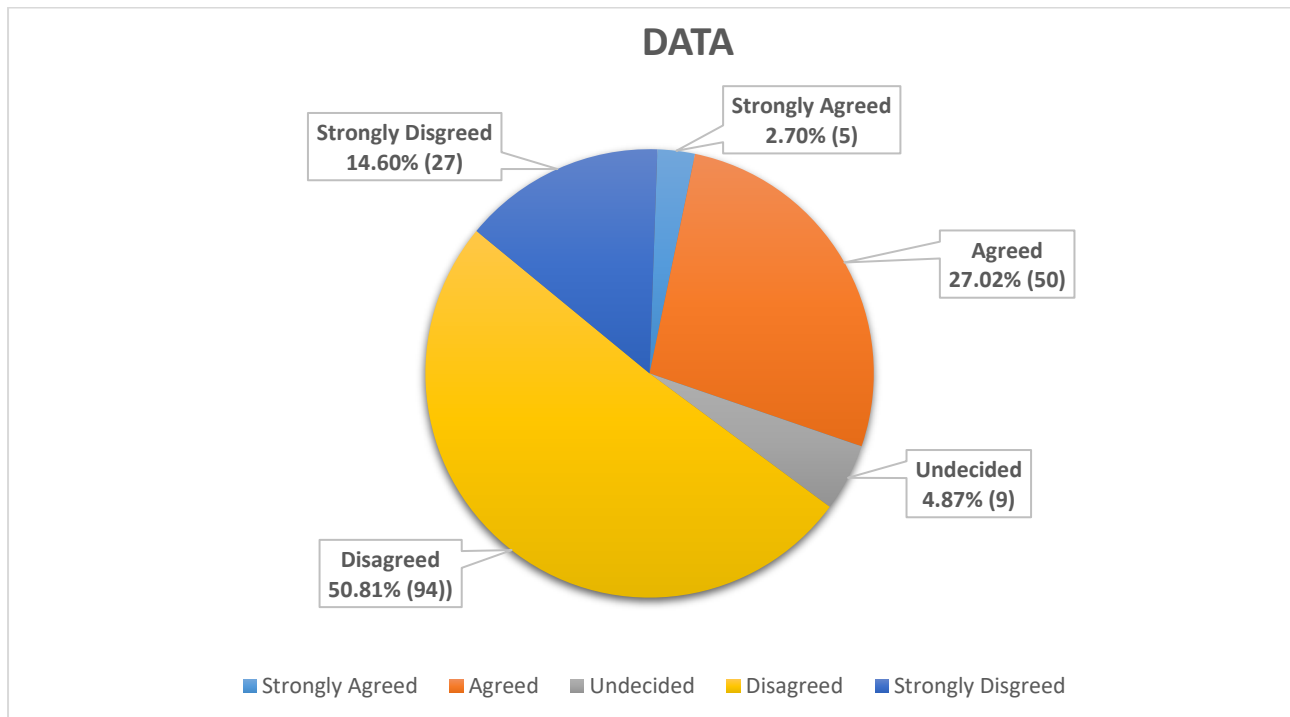
Providing quality feedback is crucial in establishing and maintaining a healthy relationship between the municipality and community members. Majority of the participants 94 (50.81%) disagreed, while 27 (14.60%) participants strongly disagreed that quality feedback on municipal affairs is provided by public officials. 5 (2.70%) participants strongly agreed, while 50 (27.02%) participant agreed. 9 (4.87%) participants were undecided. Such statistics indicate that majority of the participants are not satisfied with the information provided by the municipality. It can be stated that when community members are not satisfied with the information provided, they may lose interest in participating further in affairs of the municipality. Furthermore, community members may participate through protest as a means of showing their dissatisfaction.

Figure 6.10: There is accountability by public officials for their actions
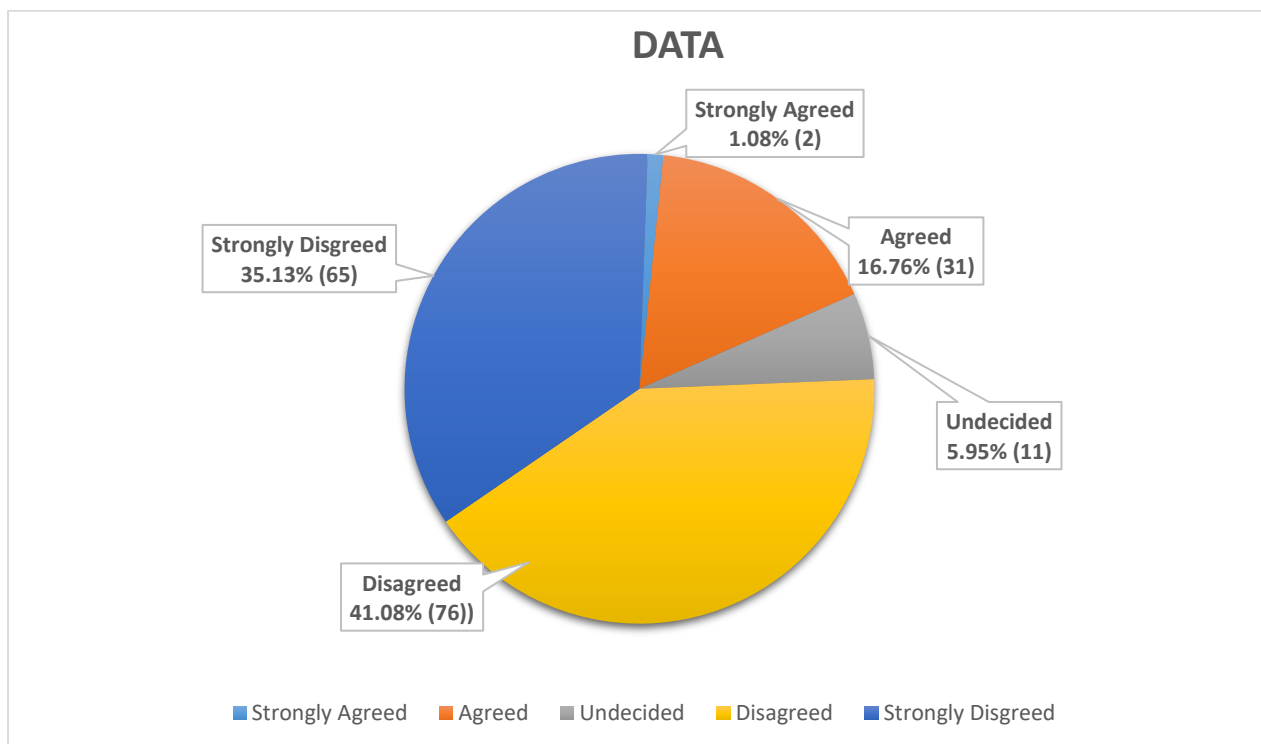
Accountability is crucial in ensuring an effective running of the municipality. As represented in the data above, 65 (35.13%) participants strongly disagreed, 76 (41.08%) participants disagreed that public officials are accountable for their actions. On the other hand 2 (1.08%) participants strongly agreed and 31 (16.76%) participants agreed. This data demonstrates that public officials are not accountable. Lack of accountability by public officials has a negative impact on service delivery, as it enable public officials to engage in unethical behaviour with no consequences. Lack of accountability results in ineffective running of the municipality. The promotion of accountability is a Constitutional mandate, the lack thereof, implies non-compliance to the mandate. The non-compliance to a Constitutional mandate has a negative impact as it create the notion that the Constitution and its mandate is not imperative.

Figure 6.11: There is professionalism portrayed by public officials
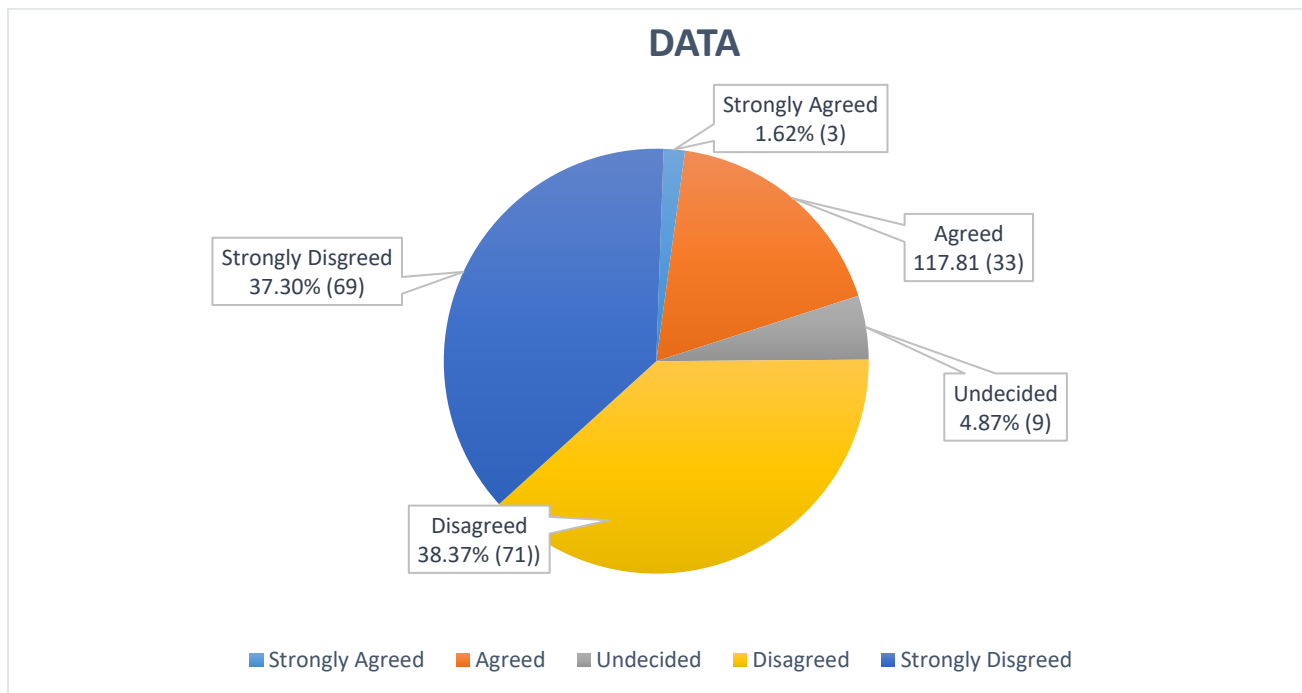
Most of the participants 71 (38.37%) disagreed and 69 (37.30%) strongly disagreed with the notion that there is professionalism portrayed by public officials. 9 (4.87%) participants were undecided. A small margin of 3 (1.62%) participants strongly agreed, while 33 participants agreed that pubic officials portrayed professionalism. This indicates that majority of the participants are of the view that public officials within Makhado Local Municipality lack professionalism. The lack of professionalism by public officials implies that the municipality has internal policies that are not effective in ensuring adherence. It becomes challenging for community members to have faith and trust in public officials who lack of professionalism.

Figure 6.12: Opinions of the community members are considered in decisions taken by the municipality
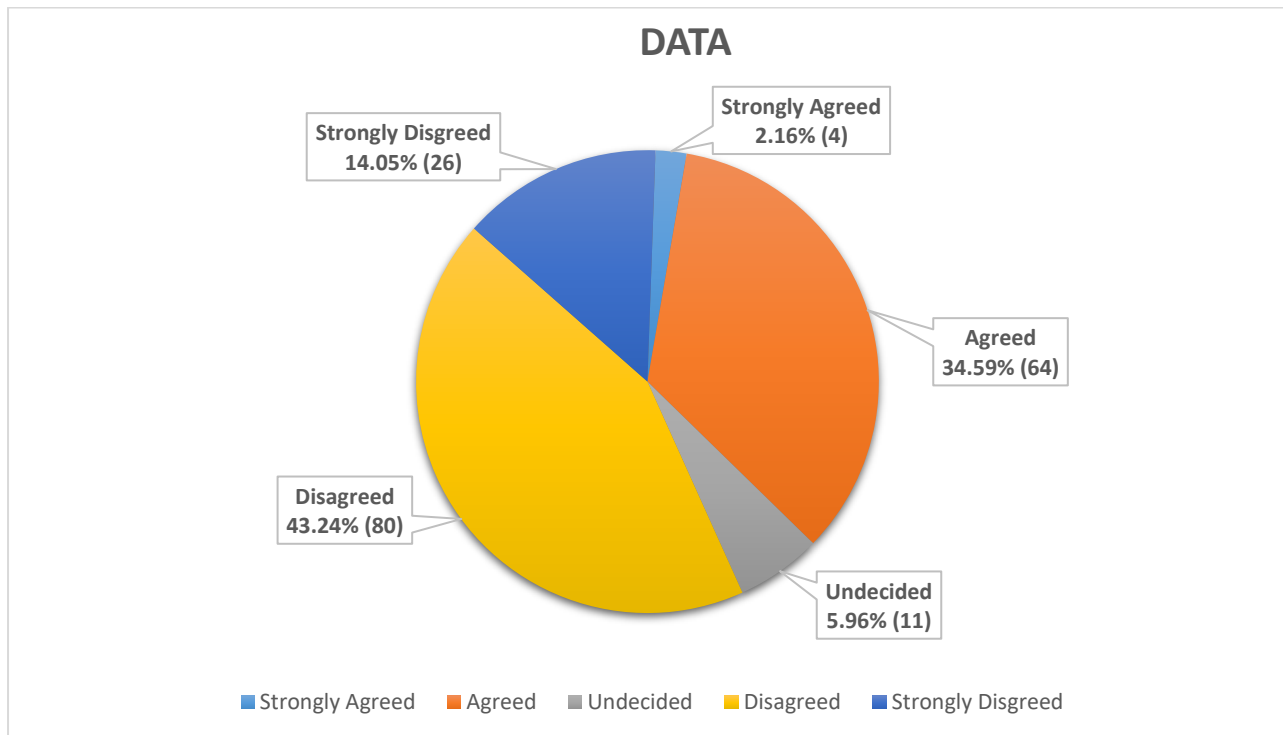
Majority of the participants 80 (43.24%) disagreed with the notion that the municipality consider opinions from community members in decision making. 26 (14.05%) participants strongly disagreed. On the contrary, 4 (2.16%) participants strongly agreed and 64 (34.59%) participants agreed. undecided participants were 11 (5.96%). The majority of the participants are of the view that community members' opinions are not considered in decision making processes. This implies that municipal decisions are taken without the inputs of community members. This suggests that community participation is used for compliance purposes with no real intension of considering views of the community members.

Figure 6.13: Community participation has an influence on accountability
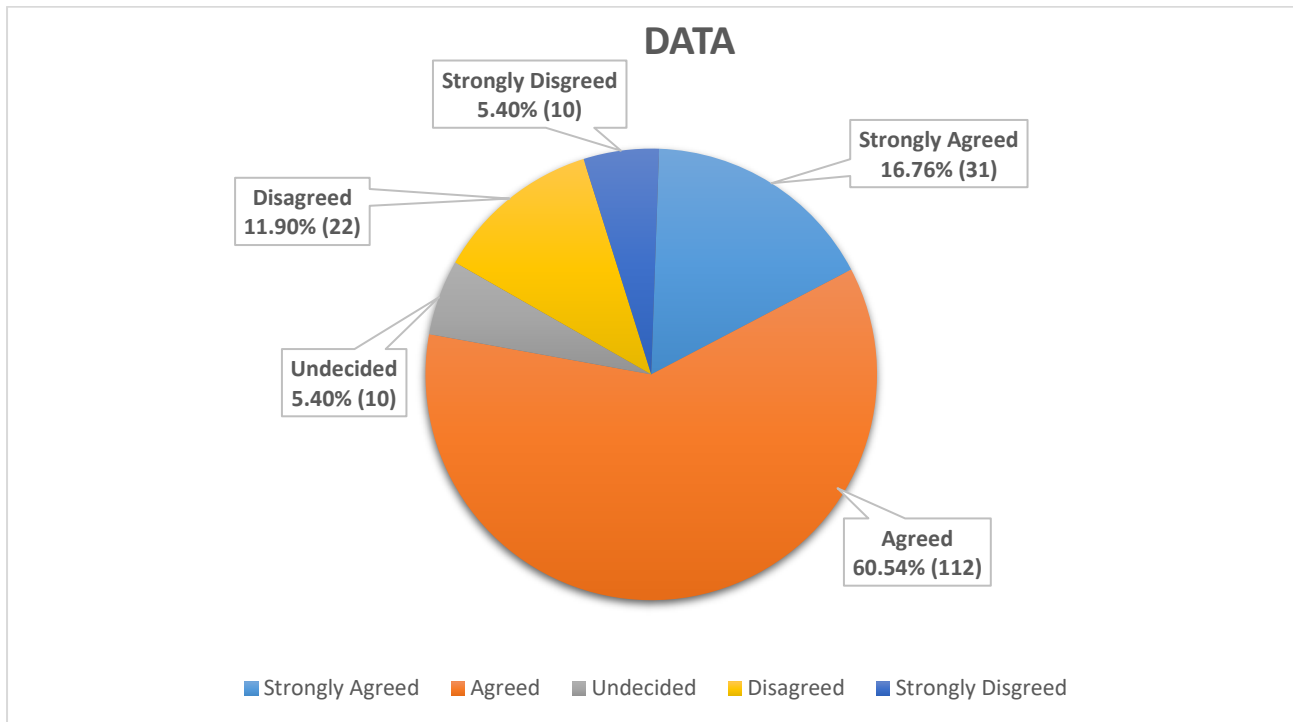
Accountability is a crucial element in determining the effectiveness of the municipality. Public officials should account for their actions, especially when using public funds. Most of the participants 112 (60.54%) agreed while, 31 (16.76%) participants strongly agreed that community participation has an influence on accountability. It is to be noted that the number of participants who strongly disagreed and those who were undecided were both represented by 10 (5.40%). 21 (11.35%) participants disagreed with the notion that community participation has an influence on accountability. It can be concluded that the majority of the participants 112 (60.54%) agreed that community participation has an influence on accountability. This implies that community participation has the power of enforcing accountability by public officials. It is therefore imperative for Makhado Local Municipality to ensure that the level of participation by community members is increased. Community members should also realise the power that participation has on accountability and strive to participate regardless of any challenges hindering them.

Figure 6.14: Process and procedures of the municipality are align to legislative frameworks
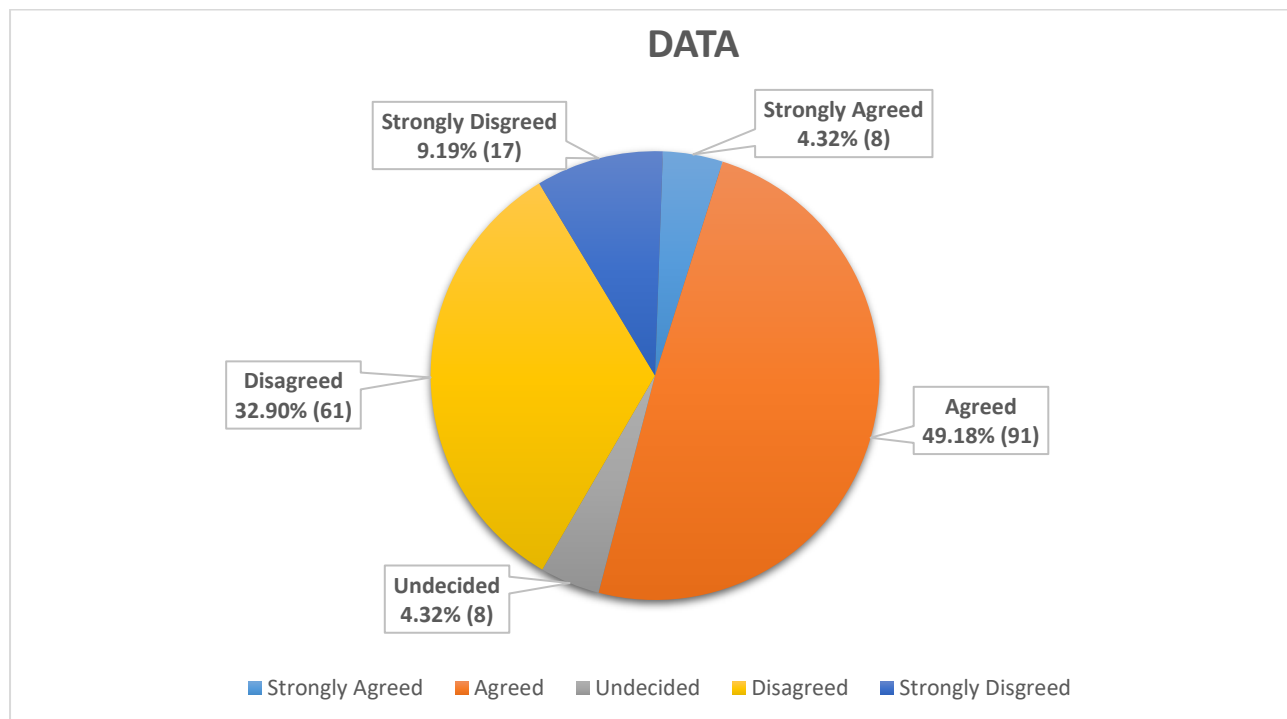
Legislative frameworks serve as a guideline for what is required under law. Most of the participants, 91 (49.18%) agreed, while 8 (4.32%) participants strongly agreed that municipal processes and procedures are aligned to legislative frameworks. On the other hand 8 (4.32%) participants were undecided, while 61 (32.90%) participants disagreed that municipal processes are aligned legislative frameworks. 17(9.19%) participants strongly disagreed. It is evident from the majority of the participant that municipal process and procedures are aligned to legislative framework. It is essential that the municipality adhere to the legislative framework as this may improve the level of participation, but also, those pieces of legislation should be made known to community members.

Figure 6.15: There is transparency in the decisions taken about the wellbeing of the community
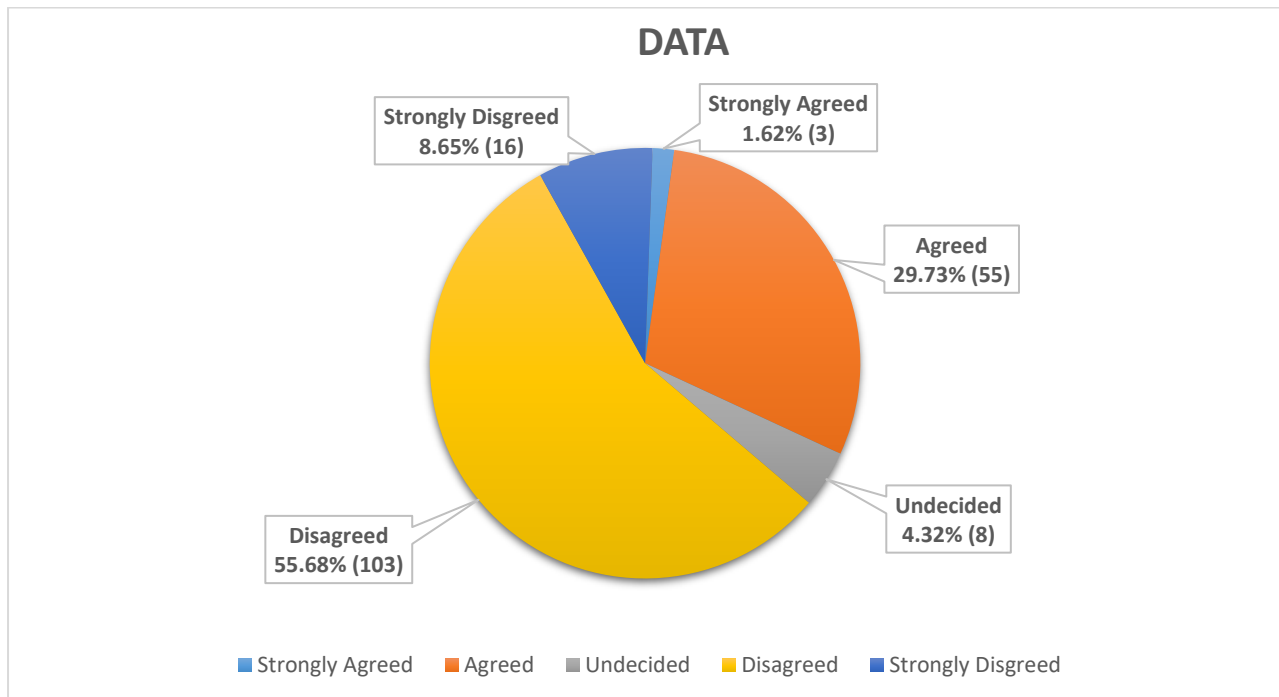
The majority of participants feel that there is no transparency in the decision making towards the well-being of community members. 103 (55.68%) participants disagreed, while 55 (29.73%) participants agreed. On the other hand 16 (8.65%) participants strongly agreed, while 3 (1.62%) participants agreed that there is transparency in the decisions taken by the municipality. However, 8 participants were undecided. Majority of the participants are of the view that there is no transparency in the decisions making process. This implies that community members are not aware of how and why certain decisions were taken. This may lead to the dissatisfaction of community members who may lost interest in participation as there is no transparency in the decision taken.

Figure 6.16: Community members have access to information
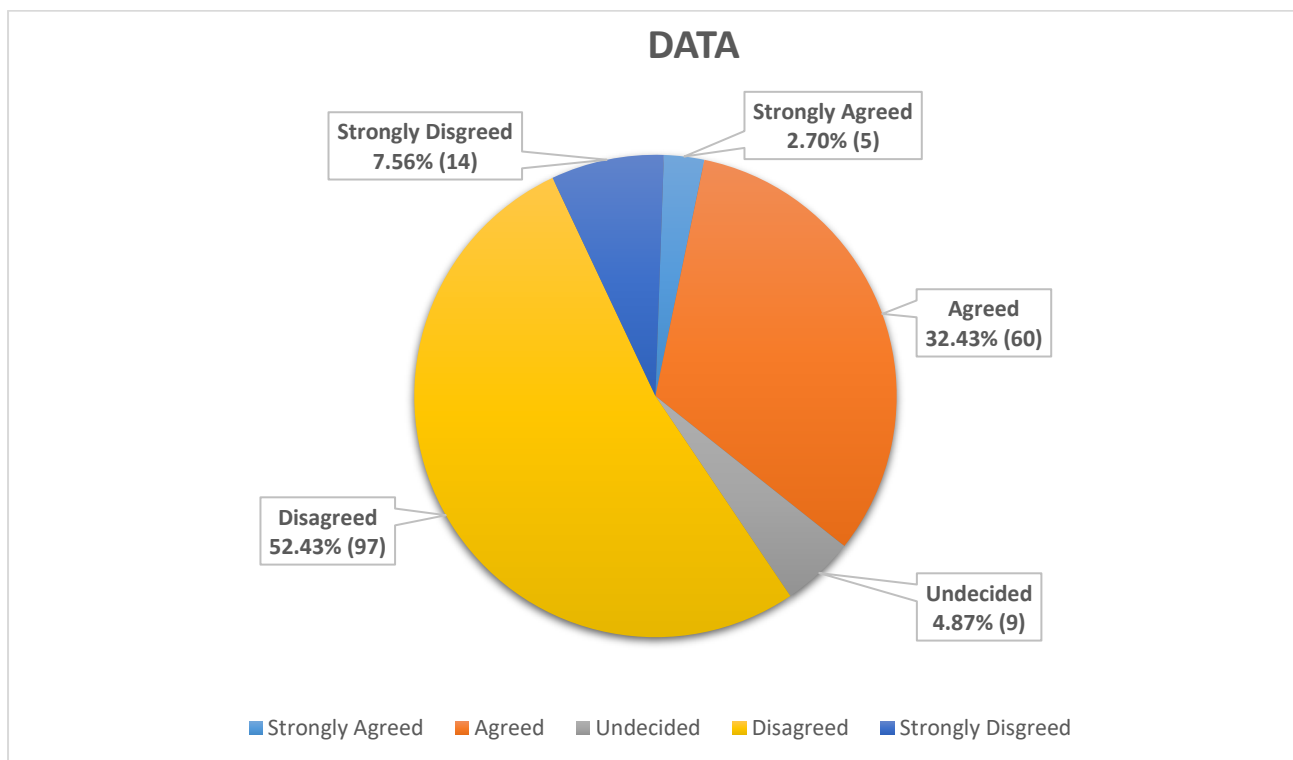
Majority of the 97 (52.43%) participants disagreed, while 60 (32.43%) participants agreed that community members have access to information. However 14 (7.56%) participants strongly disagreed with the above statement. 5 participants strongly agreed and 9 (4.87%) were undecided on whether community members have access to information. This data shows that community members have less access to information. The lack of information places community members in a position that makes it challenging for them to make informed decisions and choices. When community members have access to information they are able to hold public officials accountable. This implies that the municipality should create more mechanism where community members may access information.

Figure 6.17: Protest are seen as a mechanism for participation
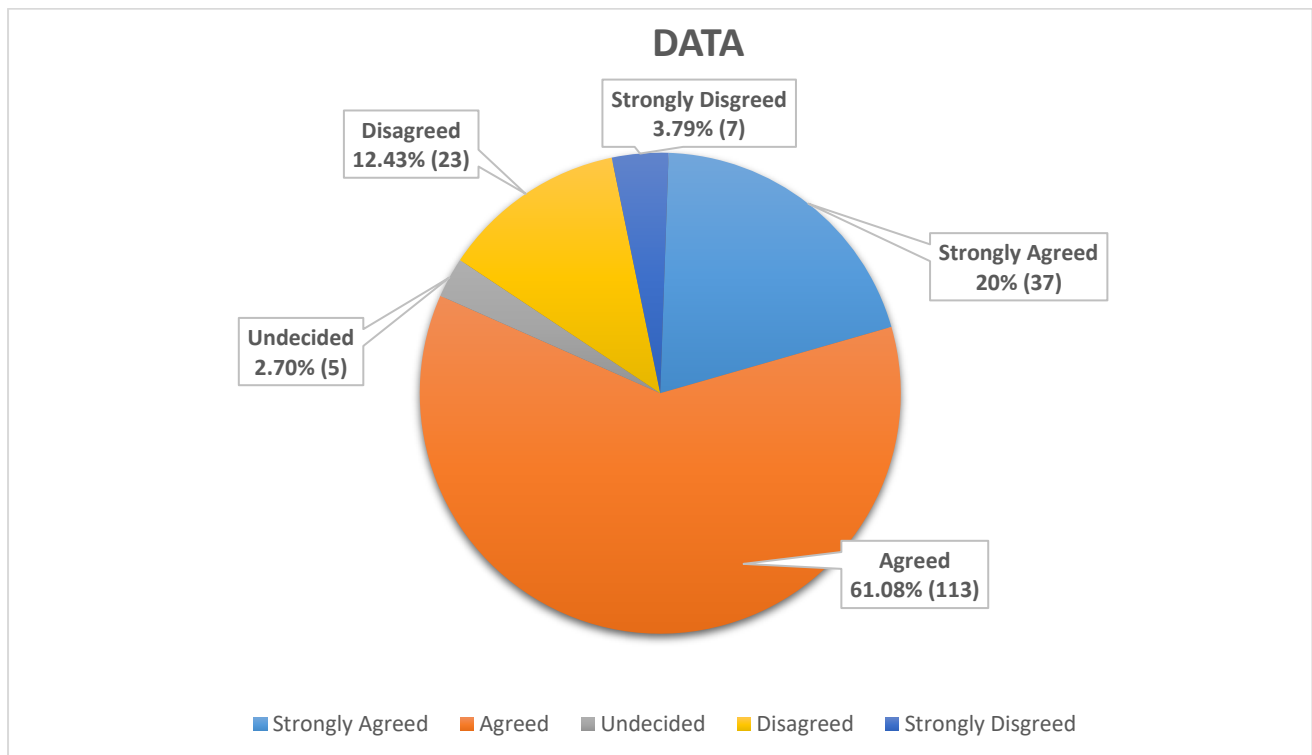
South Africa has seen an increase in public protests, as a result of dissatisfaction with local government service delivery by local government. 37 (20%) of the participants strongly agreed that protest are seen as mechanisms for participation, while 113 (61.08%) agreed. 5 (2.70%) participants were undecided. 23 (12.43%) participants disagreed, while 7 (3.79%) participants strongly disagreed. Such data indicate that community members have resorted to public protests to as a mechanism for participation. This should be a concern to the municipality, because most public protests are not peaceful and often government buildings are vandalised.

Figure 6.18: There were improvements made after public protests

DATA

- Strongly Disgreed 3.79% (7)
- Disagreed 12.43% (23)
- Undecided 3.24% (6)
- Strongly Agreed 10.82% (20)
- Agreed 69.72% (129)

Legend: ■ Strongly Agreed ■ Agreed ■ Undecided ■ Disagreed ■ Strongly Disgreed
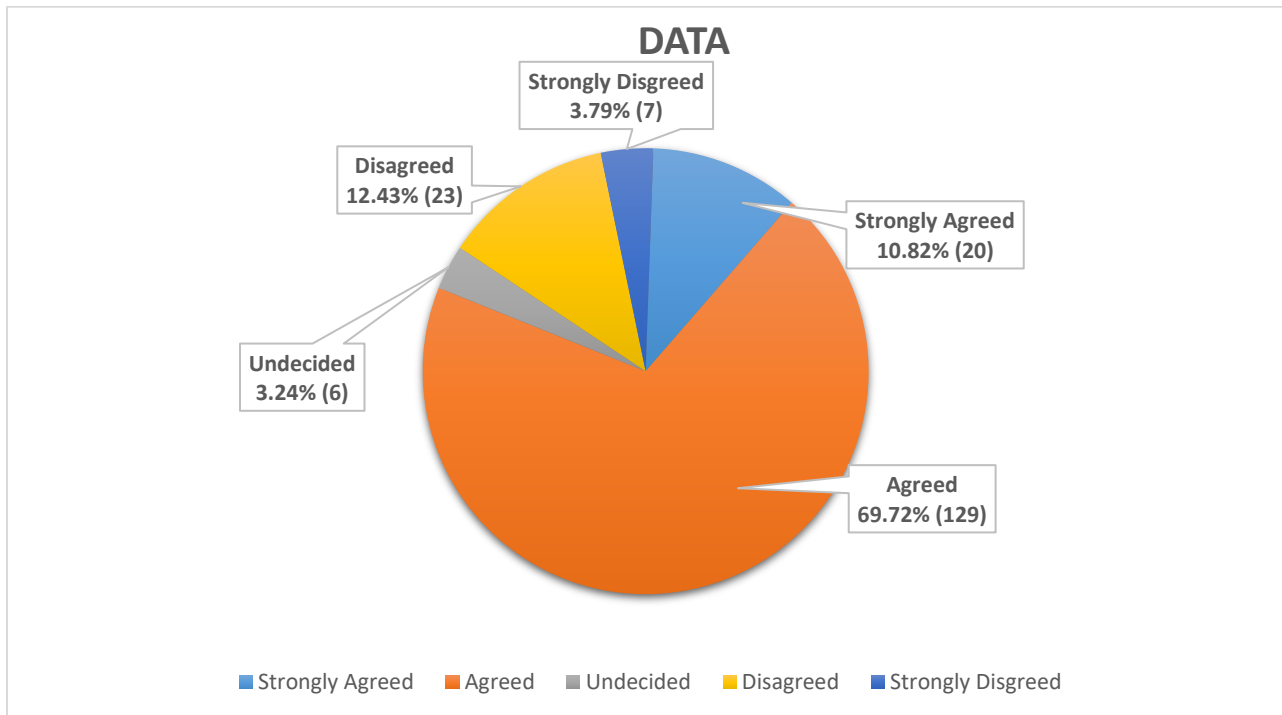
Majority of the participants agreed 129 (69.72%), while 20 (10.82%) participants strongly agreed that there were improvement after public protests. 7 (3.79%) participants strongly disagreed and 23 (12.43%) disagreed. Such statistics suggest that community members may continue using public protests as a mechanism for participation, because data indicate that there were improvements after such protests. This implies that the demands of community members were met after such protests resulting in community members viewing public protest as an effective mechanism for participation. The municipality should ensure that proper mechanisms for participations are utilised and also ensure that correct procedures are followed to eliminate the possibility of protests. When community members receive the results that they want through protest, there is a possibility for them to disregard other mechanism of community participation.

Figure 6.19: Public funds are utilised effectively and efficiently by public officials

DATA

- Strongly Agreed 2.16% (4)
- Agreed 13.52% (25)
- Undecided 5.40% (10)
- Disagreed 29.73% (55)
- Strongly Disgreed 49.19% (91)

Legend: ■ Strongly Agreed ■ Agreed ■ Undecided ■ Disagreed ■ Strongly Disgreed
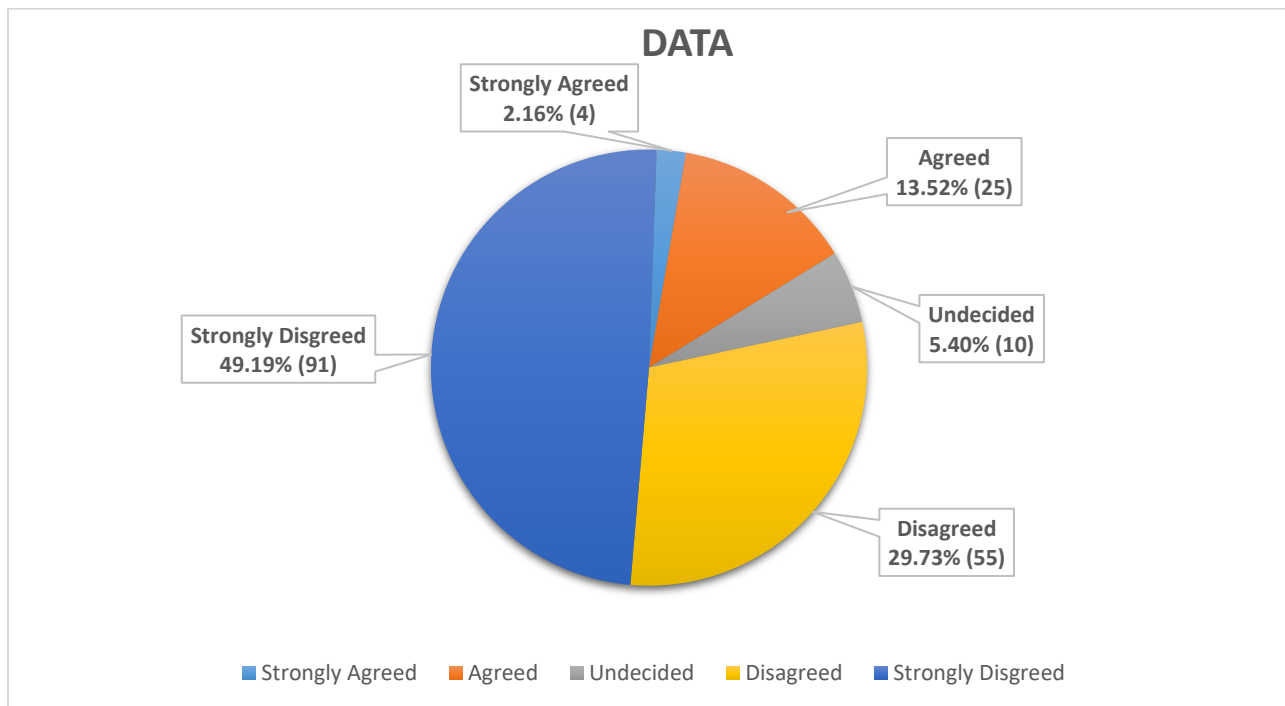
It is imperative for public officials to ensure an effective utilisation of public funds. There are relevant legislative frameworks which provide guidelines on how public funds should be used, such as PMFA. Most of the participants 91 (49.19%) strongly disagreed, supported by 55 (29.73%) participants who disagreed that public funds are effectively and efficiently utilised by public officials. Only 4 (2.16%) participants at strongly agreed. 25 (13.52%) participants agreed, while 10 (5.40%) participants were undecided. Such statistics indicate that majority of the participants are of the view that public funds are not effectively utilised. This has a negative impact not only in the running of the municipality but also the development and well-being of community members as services rendered to them requires funds.

Figure 6.20: Ward committees meetings are held regularly

DATA

- Strongly Disgreed 4.32% (8)
- Strongly Agreed 1.62% (3)
- Disagreed 30.28% (56)
- Agreed 49.73% (92)
- Undecided 14.05% (26)

Legend: Strongly Agreed · Agreed · Undecided · Disagreed · Strongly Disgreed
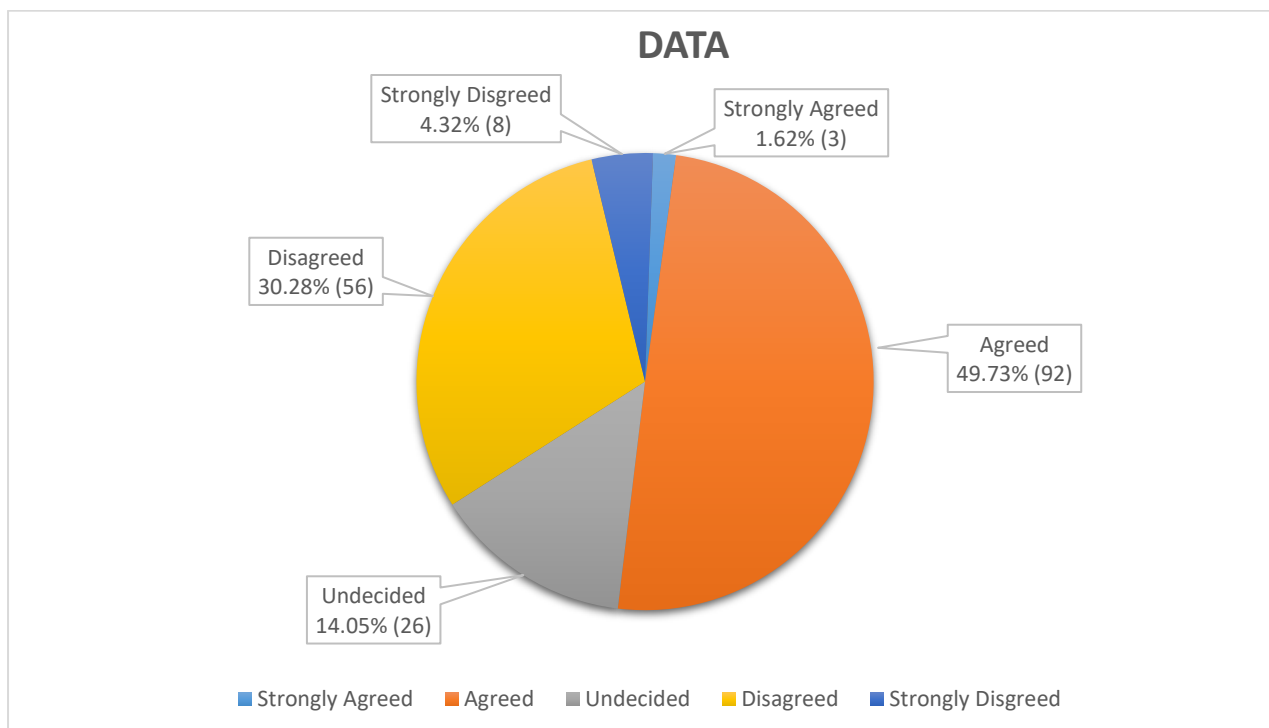
Majority of the participants 92 (49.73%) agreed that ward committee meetings are held regularly. 3 (1.62%) participants strongly agreed. On the contrary, 56 (30.28%) participants strongly disagreed, supported by 8 (4.32%) participants who disagreed. 11 (5.96%) participants were undecided. This suggests that ward committee meetings are held on a regular basis, however statistics provided from the questions above show that those meeting are not effective. This implies that measures need to be implemented in ensuring the effectiveness of those meetings. Community members will see the need to actively participate in such meetings when accurate and timely information is provided. The data collected from interviews suggests that ward committee meetings are the most popular means of participation. It important to ensure full utilisation of the mechanism by hosting regular meetings.

6.4   ANALYSIS OF DATA COLLECTED THROUGH RESEARCH INTERVIEWS

Interview participants were selected based on the fact that they had appropriate knowledge on the subject studied. It is imperative to note that COVID-19 regulations were adhered to and as a result, interviews were done with the available officials telephonically.

6.4.1 Questions 1: What do you understand about community participation?

Participant A

Participant A mentioned that community participation is when the municipality involves community members in their projects, such participation is facilitated through ward committees. Ward committee members include representation from the traditional structure, street committee and NGO's members. The municipality have ward representations depending on the number of wards within the area.

Based on the response of the participant, it can be deducted that the participant is well aware of the meaning of community participation and what it entails for it to be effective. It becomes easier for community members to participate in affairs of the municipality when and if there have an understanding of the concept.

Participant B

Participant B is of the understanding that community participation involves a group of structures who partake in municipal processes, such as IDP.

With regard to the understanding of the concept community participation, the participant is of the view that community participation only involves a group of structures and not necessary that of an individual. This implies that the participant may not see the need to participate as an individual.

Participant C

Community participation involves mobilising the community to enforce developmental activities. Participate C mentioned that community participation involves the use of force.

The participant is of the view that community participation gives community members the power to enforce activities within the municipality, however, community participation should not be viewed as a tool used to enforce but rather to engage, propose ideas and find solutions to problems.

Participant D

It is a process wherein community members engage with the municipality on issues related to their well-being. Participant D stated that community participation involves the process which allows community members to participate in municipality affairs.

From the above it may be deducted that, the participant is of the view that community members are only involved in affairs relating to their well-being, but contrary to that, community participation also entails the involvement in all affairs of the municipality where public funds is utilised.

Participant E

Community participation is a process where the municipality engage with community members and this process assist in bringing sense of belonging to community members.

Participant F

Community participation is the involvement of community members in any issue that affect them, with the intention of finding solutions for challenges faced. Participant F alluded to the fact that community participation is about community members and the municipality working together in identifying challenges and possible solutions.

With regard to the understanding of what community participation is, the participant is of the view that community members should participate in all affairs of the municipality. Furthermore, the participant believes that community members that should be solving challenges faced with in conjunction with the municipality.

Participant G

Community participation is the involvement of community members in decision making processes of the municipality on issues that concern them. Participant C mentioned that community members should be involved in decision making process of the municipality to as a means to promote community participation. This implies that decisions made will be influenced by information provided by community members, which may lead to effective implementation of those decisions.

With regard to what community participation is, it may be concluded that the municipality must involve community members in process that lead to decisions been taken and implemented. Such involvement will build a good relationship and improve the level of trust by community members.

6.4.2 Questions 2: How do you ensure the involvement of community members in developmental issues?

Participant A

The structure established by the municipality, such as ward committees act as a communication channel to ensure that community members are involved in municipal programmes. Wards are responsible for ensuring the flow of information from the municipality to community members.

The participant is of the view that ward committees are mechanisms used to bridge the gap between the municipality and community members, however, it is still to be determined on whether the information provided through these structures is timeous and accurate.

Participant B

After local elections, councillors are elected to be the face of the municipality within the community. Meetings are then conducted to present a five year plan to the community with the purpose of ensuring that issues of concern are given a priority.

Relating to the involvement of community members in affairs of the municipality, the participant believes that elections is one of the mechanism in which community members are involved in the affairs of the municipality. Those elected political office bearers then have the responsibility of ensuring that the interests of the community members are represented as best as possible.

Participant C

Through community meetings wherein leaders are identified to lead developmental activities.

Participant C mentioned that community participation is ensured through meetings held with community members and leaders within the community.

It can be deducted from the above that community leaders plays a vital role in facilitating community participation. It is for this reason that the municipality should build a relationship with community leaders.

Participant D

Through community engagement and providing information and feedback related to developmental projects.

Participants D is of the opinion that community participation takes place through meetings wherein the municipality involves with community members. It is through this meetings that information is provided to community members as per the response of participants.

Participant E

The involvement of community members is ensured by proving timeous information through all communication channels such as the municipality website.

Participant E indicated that the municipality utilises social media to community with community members. This implies that the municipality is adapting to the technological changes. Furthermore, this will ensure that the youth, who are technologically advanced are well informed, which may increase their interest in affairs of the municipality.

Participant F

This is done through the knowledge of community members to increase project accessibility, ensure distribution of benefits to promote local resource mobilisation and help to ensure project sustainability.

From the above response, it may be concluded that the participant believes that the knowledge of community members is important in developmental projects. The involvement of community members will increase the probability of project success.

Participant G

The involvement of community members is ensured by providing councillors, youth leaders, church leaders and traditional leaders with information to be relayed to community members.

Participant G mentioned that the involvement of community facilitated through engaging with leaders of various structures within the community. It may be deducted, based on the above response that the various structure within the municipality are considered to be mechanisms for community participation. Those structures are then utilised to convey information.

6.4.3 Questions 3: What are the mechanisms for participation within the municipality?

Participant A

Participate A mentioned that the municipality has a section that is responsible for ensuring that the information is cascaded to community member. Each region within the municipality has a community participation officer responsible for ensuring that participation takes place.

Participate A further indicated that another mechanism used to promote community participation is through municipal Imbizos.

Based on the explanation provided by participant, it is evident that measures have been taken by the municipality to ensure that participation takes place. To ensure that participation takes place, community participation officers were appointed to sorely deal with matters relating to participation. It can be concluded that recognisable measures have been put in place.

Participant B

Participant B alluded that mechanisms for community participation amongst other things includes structures such as mayoral Imbizos, khoro's meetings wherein community members raise issues that affect their day to day lives. Furthermore, the municipality have social media channels such as a website, wherein the community may participate.

It may be summarised based on the above response that mechanisms for participation within the municipality are established and those mechanisms cut across various generation. It is the responsibility of the municipality to ensure effective functioning of those mechanism, while community members ensures that they utilise those mechanisms.

Participant C

Participant C indicated that ward committee meeting and public meetings.

From the above response, it is evident that the participant is only aware of mechanisms that are available to facilitate for community participation. This implies that the participant is informed of mechanisms for participation.

Participant D

Community members may participate through ward committee meetings, Imbizos and general public meetings. Participant D is of the view that meetings are mechanisms used to promote community participation.

Participant E

Participant E mentioned that community members may participate through municipal ward committee meetings.

Based on the above, it may be deducted that ward committee meetings are considered to be the most popular mechanism for community participation. It appears that this mechanism is

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recognised mostly by public officials, community members should take the opportunity of utilising ward committee meetings.

Participant F

Participant C alluded that mechanisms used among others are ward committee meetings and community consultations. The above response suggest that ward committee meetings is one mechanisms that the municipality has vested much effort in.

Participant G

Public and ward committee meetings are one of the mechanisms used, where community members discuss their problem and try to find possible solutions as per participant G.

With regard to the mechanisms of community participation most participants considers ward committee meetings as a mechanism for participation. This implies that ward committee meetings are considered to be the main mechanism for participation.

It may be concluded that the municipality should ensure the effective implementation of ward committees to ensure that they functioning properly. The effective functioning of the ward committee may lead to promotion of effective participation and ultimately influence accountability.

6.4.4 Questions 4: What do u understand about accountability?

Participant A

As alluded by participant A, accountability is when the representative sent by the community members communicates the information back to community members. The elected representatives are supposed to schedule forums wherein information is shared.

It may be concluded that the participant is of the opinion that accountability relates to sharing of information by those elected to be in power. However sharing of information will not necessary influence accountability if no responsibility is taken. The quality of information provided will also determine the level of accountability.

Participant B

Participant B mentioned that accountability is the process wherein municipal officials gives account for their actions.

It may therefore, be concluded that the actions of public officials and political office bearers is open to scrutiny by community members and that they should give account for any action that may affect the running of the municipality.

Participant C

Participant C mentioned that accountability is being responsible for ones actions.

The participant is of the view that accountability has to do with responsibility for ones actions. This implies that public officials should be held responsible for their actions.

Participant D

According to participant D, accountability is a process in which public officials give account for their actions or inactions.

Participant E

Participant E mentioned that accountability is being responsible for all actions, be it good or bad.

Participant F

Participant F alluded that accountability is an assurance that public official's performance and behaviour will be evaluated regarding the environment of responsibility.

Participant G

Participant F Accountability is the ability to take responsibility after taking a certain decision.

It is evident from the response provided by most participants that accountability is holding public officials responsible for their actions and decision taken. This implies that public officials should be responsible for all decisions taken and implemented.

Based on the responses provided, it may be concluded that public officials have the understanding of what accountability is, therefore, it should be easy for public officials to be accountable for their actions or lack of actions.

6.4.5 Questions 5: How often do public officials account for their action or inaction?

Participant A

Elected political office bearers account to their respective organisations when and if there are processes that were not followed accordingly. Public officials within the municipality account

to the municipal internal management structures. The participant mentioned that accountability is practiced internally by public officials.

It can be deducted that the participant is of the view that political leaders and public officials account for their actions to internal structures, however, community members should also be considered as a structure to account to.

Participant B

Participant B indicated that public officials account when there is a community gathering on municipal affairs.

It can be deducted from the above response that if and when there are no community gatherings then accountability will not exist. Furthermore, public officials may manipulate the process by having less gathering as a means of avoiding been responsible for their actions.

Participant C

The participant mentioned that, public officials account when the community decides to take action against public officials through public strikes/ protesting or through the media to enforce accountability.

Based on the response provided, it may be concluded that the participant is of the view that accountability is enforced through public protest. However, public protest should not be viewed as a mechanism for enforcing accountability. The negative side of public protest is that community members may vandalise public property. If community members and public officials are of the view that public protest enforces accountability, then there will be a surge in those protests.

Participant D

They account during meetings held internally (within the municipality) as well as externally with stakeholders. The participant is of the view that public officials are responsible to answer to internal and external structures, the external structure will also include community members.

It may be deducted that from the above response that meetings should be held continually as to enhance the process of public officials accounting to those structures.

Participant E

Participant E mentioned that public officials are not accounting as often as they should.

It may be concluded that the lack of public officials accounting may negatively affect the operating of the municipality with little trust from the community.

Participant F

It depends on the situation, it may be after auditing processes or if there are suspicions of corruption on developmental projects. Participant F mentioned that public officials mostly account when and if there was an audit. It can be deducted that form the response that public officials are not accounting for issues that are outside audit universe.

Participant G

In most cases, public officials account for their actions when certain issues receive the attention of the public protector and other external stakeholders. The Participant is of the view that public officials only account if and when public protector and external role players pays attention to municipal issues. This implies that public officials will not account if the public protector or external role players do not visit the municipality for audit or for any other purpose.

It may be deducted that public officials will only account if and when there are suspicions of any wrong doings. The implication of this notion is that accountability will not be accomplished if there are no suspicions of corruption. It is to be noted that public officials and political office bearers should account for all decisions and actions taken regarding the well-being and development of community members and not only do so when and if there are wrong doings.

6.4.6 Questions 6: Would you say accountability is promoted through community participation?

Participant A

Yes, it is possible, however, the negative attitude of individuals may lead to the lack of accountability. Participant A alluded that accountability is indeed prompted through community participation. This implies that the municipality should ensure effective participation if it is to promote accountability.

From the above response, it may be deducted that the participant is of the view that accountability is only effected based on the attitudes of the individual to be held accountable. It is to be noted that the practice of accountability is a constitutional mandate therefore it should not be guided by emotions or attitudes of an individual, group or structure.

Participant B

Yes, public officials are held accountable through community participation. Participant B is of the view that community participation has an influence on accountability.

Participant C

Yes, because public officials are then able to engage with the public. Participant C mentioned accountability is prompted through municipality engaging with community members. It can, therefore, be deducted that community members must ensure that they also engage with the municipality to ensure that public officials account for their actions.

Participant D

Most definitely. The participant is of the view that there is no doubt that accountability is promoted through community participation. This implies that this platform should be one of the mechanisms used to ensure effective accountability.

Participant E

Yes, if the community members are familiar with their leaders then it makes it possible for community members to hold them accountable.

Participant F

Yes, when community members participate in municipal issues they became aware of municipal activities and the responsible public officials.

Participant G

Yes, accountability is promoted through community participation. When community members participate in municipal activities, opportunity is created that allows issues and solutions to be identified. This implies that community members will be in a position that allows them to identify responsible officials.

All 7 participants are of the view that accountability is promoted through community participation. This implies that community participation should be taken seriously to ensure that accountability is promoted. Community members should participate in affairs of the

municipality to create an environment that will restrict public officials from taking responsibility for their actions.

6.4.7 Questions 7: Are community members' involved in the planning of strategies and programmes of the municipality?

Participant A

Yes, they are involved through the IDP. The participant mentioned that community members are involved in the development of the municipal IDP, which is a plan that is drawn for each financial year.

It can deducted that the municipal IDP is regarded as an integral plan that is crucial to the promotion of community participation.

Participant B

Participant B mentioned that community members are involved in planning of strategies as this ensures that those strategies and plans address the issues faced by community members. It is of the view that the plans and strategies are influenced by community opinions.

It can be conclude that, as the plans are influence by community member's views, the probability of effective implementations of those plans should be high.

Participant C

No, they are only informed when programmes are put in place and not in the formulation process. Participant C is of the view that community members are not involved but rather informed of affairs of the municipality.

This suggest that community member's views are only considered during the implementation process. It is crucial to ensure that community members are involved from the development and formulation of polices and programme. The negative side of involving community members from the implementation phase is that it may be difficult for community members to understand and accept the programme.

Participant D

Participant D mentioned that community members are involved in municipal projects such as the development of the IDP.

Participant E

Yes. Participant E also shared the same sentiment as the above participant and believes that community members are involved in affairs of the municipality.

Participant F

Participant C mentioned that the level of involvement is at a satisfactory level. This implies that the number of community members involved is enough to drive the process of developing strategies and plans.

The response provided above suggest that community members within the municipality are participation in programme. This is in contradiction with the views of community members as per the questionnaires analysed.

Participant G

Not to the desired standards, most plans are discussed internally and community members are then informed of such plans. Participant C mentioned plans of the municipality are discussed internally with the community members been informed of such plans. This process negatively impact community participation as the involvement of community members is eliminated.

The negative impact of deliberating programmes internal is that those programmes may not be welcomed by community members, making it challenging to implement them.

6.4.8 Questions 8: Is the municipality transparent in the decision-making process?

Participant A

Yes they are, the municipality always report back all decisions taken regarding developmental programmes to the community members.

Participant A mentioned that transparency is promoted by providing feedback to community members. It may be deducted that for transparency to be effective the information provided needs to be accurate.

Participant B

Participant B mentioned that the municipality is very much transparent and this is done through council meetings.

The above responses suggest that the municipality is transparent in the process of decision-making process. The responses provides is in contradiction with the views of the responses of the questionnaires. It is therefore important for the municipality to implement measures that will bridge the gap of the two different views.

Participant C

In most cases they are not, especially when it comes to setting priorities and budget provisions. The participant indicated that the municipality is selective in affairs that they are transparent in

This suggests that community members are not aware of why and how certain decisions were implemented. This may negatively impact those implemented decisions as community members may disregard them.

Participant D

Participant D mentioned that transparent is promoted through the involvement of community members in affairs of the municipality.

The response above suggest that the municipality utilises community participation as a mechanism to promote transparency. This implies that community members will have the opportunity to voice out their views relating to municipal affairs.

Participant E

Participant E mentioned that the municipality is selective in the level of transparency regarding projects. This implies that the municipality decides on what needs to be in the open to the community and other stakeholders.

There are issues wherein the municipality is mandated to keep secret. However, the municipality should be transparent in developmental programmes intended for community members. The lack of transparency suggests that the municipality is purposefully creating an environment that allows manipulation of the process. The lack of transparency limits the level of accountability and responsibility.

Participant F

The municipality is transparent but more still needs to be done. The participant is of the view that the municipality still needs to increase the level of transparency.

Participant G

Participant G mentioned that the level of transparency is not at a satisfactory level and that more still needs to be done.

It can be concluded, based on the response that the municipality still need to create more mechanisms that promote transparency. As indicated in the literature review (Chapter two of the study), transparency promotes openness of the municipality in decision making process promotes. When the municipality is transparent, public officials will see the need to be responsible and they will be held accountable.

6.5 CONCLUSION

This chapter presented the data collected from the participants. The data was presented, analysed and presented in a pie chart format on community participation as a tool to promote accountability in Makhado Local Municipality. Based on the data collected through questionnaires, it is clear that the municipality still has more that needs to be done, especially related to accountability. The literature in chapter 2 demonstrated that accountability has the potential of eliminating corruption among other things. It is, therefore, imperative for the municipality to increase the level of community participation to ensure accountability and eliminate some of the challenges faced by the municipality. The next chapter presented the findings and possible recommendations to deal with community participation and accountability in Makhado Local Municipality. From the interviews conducted with public officials, it is evident that the views of the public officials and community members regarding participation and accountability differ. It is, therefore, imperative for the municipality to improve in terms of taking responsibility for their actions and ensure that community members are involved in affairs of the municipality. The data which was collected through interviews conducted with public officials and questionnaires handed out to community members and stakeholders was analysed and interpreted. The process permitted for findings and recommendations to be provided, which are detailed in the next chapter.

CHAPTER SEVEN
FINDINGS, RECOMMENDATIONS AND CONCLUSION

7.1   INTRODUCTION

This chapter provided findings which are aligned to the research objectives. The overview of the research problem and objectives were also highlighted to showcase the realisation thereof. The main purpose of the study was to investigate community participation as a tool for promoting accountability in Makhado Local Municipality. Based on the analysis of the research findings, recommendations were made to assist the municipality to improve community participation in order to facilitate effective accountability.

7.2   RESEARCH PROBLEM AND OBJECTIVES

The overall purpose of this research was to investigate community participation as a tool for promoting accountability, with specific reference to Makhado Local Municipality. The aim of this study was to investigate community participation as a tool to promote accountability in Makhado Local Municipality in order to propose strategies that can help rebuild trust between the community and the municipality, in order to enhance democracy. The specific research objectives were to:

- Provide a theoretical background of community participation in local government.
- Conceptualize accountability in local government
- Outline the legislative framework supporting community participation in local government.
- Assess the influence of community participation on accountability in Makhado Local Municipality
- Provide finding, recommendations and conclusion of the study.

The research objectives were properly considered and achieved through findings and recommendations made to use community participation as a tool to promote accountability.

7.3 SUMMARY OF KEY FINDINGS

The findings were derived from data collected through documentary, questionnaires, and interviews conducted. After analysing and interpreting the data collected the findings of this research were summarised as follows:

7.3.1 The study revealed that there is partial community participation within Makhado Local Municipality

Based on the majority of the participant (145) responses, community participation in Makhado Local Municipality is at a satisfactory level, however more still needs to be done to improve to ensure its effectiveness.

The data collected through interview reviled that community participation does exist within Makhado Local Municipality. The importance of community participation was articulated in chapter 2 of the study. It is, therefore, imperative to ensure maximum participation from community members to fully enjoy the benefits of participation.

7.3.2 The municipality is faced with poor utilisation of financial resources

The data collected through questionnaires has revealed that the municipality is faced with inadequate use of financial resources, as evidenced by the majority of participants. There are different legislative frameworks that are put in place to ensure that funds are utilised effectively, however it appears that those polices are not complied to.

Corruption within the municipality has been publically reported, which also contributed to community members' view that financial funds are not utilised effectively. The corruption case that was reported by Van Zyl (2015:02) regarding a tender process, exposed that, just like other government institutions, Makhado Local Municipality is also faced by corruption challenges that negatively impacted service delivery. Kuruvilla and Sathyamurthy (2015:17) stated that participation can ensure effective utilisation of available resources.

7.3.3 Community participation has an influence on accountability

One of the objectives of the study was to determine whether community participation can promote accountability. The objective was realised through the data collected. The majority of participants showed that community participation has an influence on accountability.

Community members are of the view that the more they are involved in municipal issues, the more accountability is influenced.

The data collected through interviews also suggests that accountability is promoted through community participation. For accountability to be effective, there is need for transparency in the running of the municipality.

7.3.4 Less involvement of community members in developmental programmes

Municipality programmes are intended to improve the lives of community members, it is, therefore, crucial to ensure their involvement thereof. The inadequate involvement of community members in those developmental programmes may result in less effective programmes. The 152 participants, which represent majority of the participants, agreed that community members are not involved in the developmental programmes of the municipality. Even though community participation is at a satisfactory level, community members are not consulted relating to developmental programmes.

The data collected through interviews is in contradiction with the finding, as majority of participants are of the view that community members are involved in programmes of the municipality. Thwala (2010: 977) stated that it is imperative for the planner to inform community members about development issues. This will assist in ensuring that the plans are addressing real issues faced by community members.

7.3.5 Lack of professionalism by public officials

Vivanco (2015:2) defined professionalism as a set of "set of skills and values that characterize the essence of humanism in professional work" and further stated that professionalism and ethics are closely linked. The Constitution of South Africa in chapter 10 states that a high standard of professional ethics must be promoted and maintained. It becomes challenging for unprofessional public officials to be trusted to deliver services in a manner that is gives effects to the constitution. Majority of the participants alluded that public officials within Makhado Local Municipality lack professionalism in their conducted.

It is evident from the report by Nengovhela (2019:01) which indicated that three employees from Makhado Local Municipality were arrested for committing fraud. Unprofessional officials may also lack accountability for their actions, which will result in an ungovernable institution. The municipality has a responsibility of ensuring that public officials adhere to the code and

any other policies that are aligned to professionalism. Lack of professionalism opens the door for possible corruption and fraud. Majority of the public officials interviewed believed that public officials are accountable for their actions and that they account as and when required.

7.3.6 Opinions of community members not considered in decision making

The data collected through interviews with public officials revealed that opinions of community members are considered in decision making process. The Constitution of the Republic of South Africa, in section 16(1) states that everyone has the right to freedom of expression. Community members should, therefore, exercise their right by ensuring that their opinions are taken into consideration.

Masango (2008:67) indicated that well informed community members could serve as a pioneer to effective public participation and accountability. This statement is a clear indication that community members have a role to play in ensuring accountability through community participation mechanisms. The data collected through questionnaires has revealed that majority of participants are of the view that community members opinions are not considered in decision making process.

7.3.7 Community members using public protests as a mechanism for participation

Based on the data presented in chapter 6, majority of the participants are of the view that public protests are the most effective mechanism for participation. This is evident that in the last few years Makhado Local Municipality has had a rise in public protest as reported by the media.

The downside of public protests as a mechanism for participation is that, most protest end in violence and vandalism of property. The data collected also revealed that there were improvement after the protest, which send the message that protest are an effective mechanism of realising change. It is, therefore, imperative for the municipality to create mechanisms that permits robust discussions with no violence.

7.3.8 Community members have less access to municipal information

It is crucial to ensure that government institutions are accessible to community members. Majority of the participant argued that the municipality is not accessible, which is a cause for

concern. Information is imperative to ensure meaningful participation. Majority of the participants (104) have disagreed to the notion that community members have access to the municipality.

Thwala (2010:977) noted that information allows community members to make informed choices and to enable a process of interdependence. When community members have information, they are able to identify and understand the problem as well as provide possible solutions to the problem.

7.3.9   Non-transparency in the decision-making process

Rondina (2018:111) stated that "decision making is the process of making a choice by identifying a decision, gathering information and assessing alternative resolutions". The process of gathering information requires community to be involved to reach well informed decisions, which will address community members' needs. Based on the majority of the participants, the municipality is not open enough for community members regarding decisions taken.

The data from the interviews suggested that there is transparency within the municipality. The contradictory findings suggest that the word transparency is understand differently. It is therefore imperative for the municipality to educate the community members into the understanding of certain concepts important to the running of the municipality.

7.3.9   Policy of the municipality are aligned to legislative framework

Majority of the participants agreed that policies of the municipality are aligned to legislative framework, which supported the objective of the study of providing legislative mandate supporting community participation and accountability.

This implies that the municipality is complying with the Constitutional mandate and other pieces of legislature as outline in chapter 4 of the study.

7.3.10 Municipal officials are not accountable for their actions

With regard to public officials been accountable for their action, majority of the participants agreed that public officials are not accountable for their actions. The lack of accountability by public official poses a risk to the functioning of the municipality.

Majority of the interviewees suggested that public officials are accountable for their actions and that accountability is practices through internal and external structures with Makhado Local Municipality.

7.4 RECOMMENDATIONS

The following recommendations are drawn from the findings of the study:

- The municipality should create systems that will promote the effective utilisation of funds through implementation of consequence management.

- The municipality should use community participation as an effective tool to promote accountability

- There is a need for more effective mechanisms to support those mechanism that are not functioning effectively as to eliminate the use of public protest as a participation mechanism.

- The municipality should create and implement systems that will enforce professionalism by public officials as to create positive image of the municipality.

- The level of participation should be improved to ensure that accountability is promoted.

- The municipality needs to promote transparency by involving community members in affairs that directly affect them.

- The municipality should create initiatives through continuous development programmes to enhance knowledge and skills of community members.

- The municipality should have structures that are responsible for investigating and enforcing high level of professionalism on public officials.

- The municipality should create and utilise channels that provide accurate and timely information to community members.

- The municipality should develop systems such door-to-door to ensure that community members are reached especially those in rural area.

- The municipality should effectively utilise social media to engage with community members and publish information

- The municipality should utilise the platforms that are used by traditional leaders to provide community members with information.

- The councillors should regularly hold meetings and develop other means of reaching community members as to adhere to the world pandemic.

- Municipalities should utilise the platforms that are used by traditional leaders to provide community members with information.

- The municipality should make use of school curriculum to engage with pupils as to encourage participation at a younger age.

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- The municipality should take into account the views of community members during decision making process.
- The municipality should take measures that will improve accessibility by community members to facilitate for easy access to information.
- The municipality should avoid giving into the demands of community members communicated through public protest.

7.5   CONCLUSION

From the above information, it is evident that community participation has positive impact on accountability, however, the positive impact can only occur if community members actively participate in affairs of the municipality. The municipality and community members should work together to ensure that participation is improved to enforce accountability from officials. It is imperative for community members to take the initiative and responsibility of involving themselves in affairs of the municipality. The municipality should ensure that community members' views and opinions are taken into consideration during decision making processes. This will give community members a sense of ownership on those decisions and strive to ensure the success thereof. Chapter two of the study demonstrated that effective participation requires regular feedback from the municipality to the community, which will also promote transparency and produce more accountable public officials. Accountable public officials will assist the municipality to use resources more effectively, efficiently and economically. The municipality still has a long way to go in terms of promoting accounting. Chapter 3 of the study made provision for accountability. It provided the mechanism to promote accountability, it is to the responsibility of the municipality to ensure the effective functioning of the internal mechanism to promote accountability. One of the principles of accountability is trust, ethics and transparency. The data collected suggested that transparency is an element that is lacking within the municipality. This implied that the municipality still has to ensure that principles of accountability are realised to ensure effective accountability. It is imperative to ensure compliance to legislative framework. Makhado Local Municipality is complying with legislative framework as suggested by the data collected. The municipality should continue to comply and ensure that plans and new polices are aligned to existing legislative framework.

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Annexure A: Research proposal approval

UNIVERSITY OF VENDA

OFFICE OF THE DEPUTY VICE-CHANCELLOR: ACADEMIC

TO   :   MR/MS N. MAWELA

          SCHOOL OF MANAGEMENT SCIENCES

FROM: PROF. J.E CRAFFORD

          DEPUTY VICE-CHANCELLOR: ACADEMIC

DATE :   21 JANUARY 2020
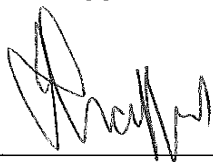
DECISIONS TAKEN BY UHDC OF 21st JANUARY 2020

<u>Application for approval of Masters Proposal Report in Management Sciences:</u>
<u>**N. Mawela (17023779)**</u>

Topic: "Community Participation as a tool for promoting accountability in Local Government with specific reference to Makhado Local Municipality, Limpopo Province."

Supervisor	UNIVEN	Prof. N. Nkuna
Co-supervisor	UNIVEN	Dr. E. Mahole

UHDC approved Masters proposal

PROF. J.E CRAFFORD
DEPUTY VICE-CHANCELLOR: ACADEMIC

Annexure B: Research ethics certificate

ETHICS APPROVAL CERTIFICATE

RESEARCH AND INNOVATION
OFFICE OF THE DIRECTOR

NAME OF RESEARCHER/INVESTIGATOR:
Ms N Mawela

STUDENT NO:
17023779

PROJECT TITLE: **Community participation as a tool for promoting accountability in local government with specific reference to Makhado Local municipality, Limpopo province.**

PROJECT NO: SMS/20/PDN,/17/1308

SUPERVISORS/ CO-RESEARCHERS/ CO- INVESTIGATORS

NAME	INSTITUTION & DEPARTMENT	ROLE
Prof N Nkuna	University of Venda	Supervisor
Dr E Mahole	University of Venda	Co - Supervisor
Ms N Mawela	University of Venda	Investigator – Student

Type: **Masters Research**
Risk: **Minimal risk to humans, animals or environment**
Approval Period: **August 2020 – August 2022**

The Research Ethics Social Sciences Committee (RESSC) hereby approves your project as indicated above.

General Conditions

While this ethics approval is subject to all declarations, undertakings and agreements incorporated and signed in the application form, please note the following:

- The project leader (principal investigator) must report in the prescribed format to the REC:
  - Annually (or as otherwise requested) on the progress of the project, and upon completion of the project.
  - Within 48hrs in case of any adverse event (or any matter that interrupts sound ethical principles) during the course of the project.
  - Annually a number of projects may be randomly selected for an external audit.
- The approval applies strictly to the protocol as stipulated in the application form. Would any changes to the protocol be deemed necessary during the course of the project, the project leader must apply for approval of these changes at the REC. Would there be deviated from the project protocol without the necessary approval of such changes, the ethics approval is immediately and automatically forfeited.
- The date of approval indicates the first date that the project may be started. Would the project have to continue after the expiry date; a new application must be made to the REC and new approval received before or on the expiry date.
- In the interest of ethical responsibility, the REC retains the right to:
  - Request access to any information or data at any time during the course or after completion of the project.
  - To ask further questions. Seek additional information, Require further modification or monitor the conduct of your research at the informed consent process.
  - withdraw or postpone approval if:
  - Any unethical principles or practices of the project are revealed or suspected.
  - It becomes apparent that any relevant information was withheld from the REC or that information has been false or misrepresented.
  - The required annual report and reporting of adverse events was not done timely and accurately.
  - New institutional rules, national legislation or international conventions deem it necessary

ISSUED BY:
UNIVERSITY OF VENDA, RESEARCH ETHICS COMMITTEE
Date Considered: July 2020

Name of the RESSC Chairperson of the Committee:

Signature: _____

Director Research and Innovation

Signature: _____

UNIVERSITY OF VENDA
OFFICE OF THE DIRECTOR
RESEARCH AND INNOVATION

2020 -08- 1 ₉

Private Bag X5050
Thohoyandou 0950

© University of Venda

Annexure C: **Permission from the Municipality**

MAKHADO MUNICIPALITY

Vision: A dynamic hub for socio-economic development by 2050
Mission: To ensure effective utilization of economic resources to address socio–economic imperatives through mining, agriculture and tourism

INTERNAL MEMORANDUM

Ref no.: 5/3/1 & 5/4/2
Enquiries: E Nangambi

TO: **THE ACTING MUNICIPAL MANAGER**
FROM: **HUMAN RESOURCES DIVISION**
DATE: **04 NOVEMBER 2020**

SUBJECT: REQUEST TO ALLOW MS MAWELA N A REGISTERED MASTERS IN ADMINISTRATION AT UNIVERSITY OF VENDA TO CONDUCT A RESEARCH UNDER THE TITLE: COMMUNITY PARTICIPATION AS A TOOL FOR PROMOTING ACCOUNTABILITY IN LOCAL GOVERNMENT WITH SPECIFIC REFERENCE TO MAKHADO LOCAL MUNICIPALITY

STRATEGIC OBJECTIVE
Good Governance and Administrative Excellence

PURPOSE
To seek approval by the Acting Municipal Manager in respect of Ms Mawela N to be granted a permission to conduct study research based on the subject mentioned above.

DETAILS
Ms Mawela N, a registered student in Masters of Administration at University of Venda is hereby requesting a permission to conduct a research on community participation as a tool for promoting accountability in local government with specific reference to Makhado Local Municipality. Attached herewith please find her request letter.

COMMENT
It therefore recommended for Ms Mawela N to be granted a permission to conduct the above mentioned research, subject to best practice and conventions for students that undertake research on council's records viz.
1. Research activities will not disturb the normal operation of the Municipality.
2. Prompt and timeous arrangements must be made with the Departmental Head concern when assistance is required.
3. Copy of the research findings / thesis must be submitted to the Municipality
4. The Municipality has no power over research conducted with community members and this part will be performed with the community at their own free will.
5. Research will be for a period of six months which can be extended for a further period determined by the Municipal Manager.
6. Confidential records / information must not be reflected in thesis documents.
7. The collection of data for research will be conducted based on prior arrangements to be made before the meeting with the Director Corporate Services.
8. The Municipality is indemnified against any claims for damages by the applicant which may result directly or indirectly from the research activity.
9. Research information may not be used for any form of publication media other than the applicant's studies expect with permission of the Municipality.

Tel: 015 519 3000 | Fax: 015 516 1195 | E-mail : municipal.manager@makhado.gov.za |
Address : Civic Centre, 83 Krogh Street, Private Bag X2596, Makhado, 0920|
| www.makhado.gov.za | Call Centre : 015 516 2990/ 2994/ 2996

10. The Authorization is granted in line with provisions of the Municipality Access to Information Manual read with the Promotion to Access to Information Act, and the National Archives Act and approved by the relevant Head of the Department (HOD) with regards to the classification of information.

FINANCIAL IMPLICATIONS
None

POLICY
It's part of Training and Development

LEGAL IMPLICATIONS
None

RISK IMPLICATIONS
None

ENVIRONMENTAL IMPLICATIONS
To promote good Governance.
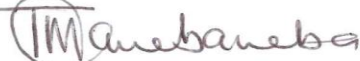
CHANGE MANAGEMENT IMPLICATIONS
It therefore recommended for Ms Mawela N to be granted a permission to conduct the above mentioned research.

CONSIDERATION (RECOMMENDATION)
That the Acting Municipal Manager grants permission to Ms Mawela N to conduct a research on community participation as a tool for promoting accountability in local government with specific reference to Makhado Local Municipality.
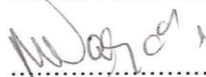
....
MR. T MANEBANEBA
SKILLS DEVELOPMENT FACILITATOR

03|11|2020
DATE

....
MR. N DAGADA
MANAGER HUMAN RESOURCES

2020|11|04
DATE

RECOMMENDED/ NOT RECOMMENDED

....

....
MR. S G MAGUGA
ACTING DIRECTOR CORPORATE SERVICES

09/11/2020
DATE

147

REQUEST TO ALLOW MS MAWELA N A REGISTERED MASTERS IN ADMINISTRATION AT UNIVERSITY OF VENDA TO CONDUCT A RESEARCH UNDER THE TITLE: COMMUNITY PARTICIPATION AS A TOOL FOR PROMOTING ACCOUNTABILITY IN LOCAL GOVERNMENT WITH SPECIFIC REFERENCE TO MAKHADO LOCAL MUNICIPALITY

APPROVED / ~~DECLINED~~

Approved

....

....

MR. M K NEMANAME
ACTING MUNICIPAL MANGER

DATE 11/11/2020

Annexure D: **Permission from the royal council**

Enq :072 7678 573

Sendedza Village
P.Box 808
Nzhelele
0993
09 April 2021

PERMISSION FROM THE ROYAL COUNCIL

TO WHOM IT MAY CONCERN

The **Royal Council** confirms that Ndivhaisafhi Mawela of ID number: 8707080619085 is a subject of Chief **N.P Mphephu.**

This letters serves to confirm that permission was granted to conduct research on condition that all principle of conducting research are observed. A request is tendered for a copy of the findings to be submitted for record keeping.

We the Royal people really know her and the confirmation is true

Regards,

Chief:

Mphephu N.P
....

```
HEADMAN N.P. MPHEPHU
       SENDEDZA

     2021-04-0 9

P.O.BOX 808, NZHELELE, 0993
     LIMPOPO PROVINCE
```

Annexure E: **Informed consent**

Consent to take part in research

My name is Ndivhaisafhi Mawela, a student at the University of Venda in the School of Management Sciences. The topic for my research project is *Community participation as a tool for promoting accountability in local government with specific reference to Makhado Local Municipality, Limpopo Province.*

You are invited to participate in the research study for the topic above. Your participation will remain anonymous and no personal information will be taken. Please also note that your participation is voluntary and you understand that:

- You may withdraw at any time or refuse to answer any question without any consequences of any kind.

- You understand that I will not benefit directly from participating in this research.

- You agree to my interview being audio-recorded.

- You understand that all information I provided for this study will be treated confidentially.

…………………………..   …………………………..

Signature of researcher   **Signature of participant**

Contact details: 076 9261 933

Date

Annexure F: Letter to participant

 Dear participant

My name is Ndivhaisafhi Mawela, a student at the University of Venda in the School of Management Sciences. The topic for my research project is *Community participation as a tool for promoting accountability in local government with specific reference to Makhado Local Municipality, Limpopo Province*. I would like to collect data for my research project, therefore, I am inviting you to participate by answering a few questions of the above topic. Your participation will not take much of your time and will be highly appreciated.

………………………..

Ms Ndivhaisafhi Mawela

Date

Annexure G: **Research instrument- questionnaires**

Gender	Mark applicable box
Male	
Female	

Age	Mark applicable box
18 -30 years	
31-40 years	
41-50 years	
51 years and above	

Position in the Municipality	Mark applicable box
Community member	
Civic member	
Traditional leader/representative	
Ward committee member	
Ward councillor	
Public official	
NGO member	

	Questions	1 Strongly Agree	2 Agree	3 Undecided	4 Strongly Disagree	5 Disagree
1	There is community participation in Makhado Local Municipality					
2	There are mechanisms for participation in Makhado Local Municipality					
3	Councillor always call public meetings					
4	Are Community members involved in the planning of programmes of the municipality					
5	Community members have knowledge regarding participation process					
6	Community participation influences accountability					
7	Community members are informed of developmental programmes of the municipality					
8	There is functional ward committees					
9	There is quality feedback provided by public officials regarding municipal affairs					
10	There is accountability by public officials for their actions					
11	There is professionalism portrayed by public officials					

12	Opinions of the community members are considered in decisions taken by the municipality					
13	Community participation has an influence accountability					
14	Process and procedures of the municipality are align to legislative frameworks					
15	There is transparency in the decisions taken about the wellbeing of the community					
16	Community members have access to information					
17	protest are seen as a mechanism for participation					
18	There were improvement made after public protest					
19	Public funds are utilised effectively and efficiently by public officials					
20	ward committees meetings are held regularly					

Annexure H: Research instrument-interview questions

What do you understand about community participation?

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How do you ensure the involvement of community members in developmental issues?

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What are the mechanisms for participation within the municipality?

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What do you understand about accountability?

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How often do public officials account for their actions or inaction?

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Would you say accountability is promoted through community participation?

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University of Venda

………
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Are community members involved in the planning of strategies and programmes of the municipality?

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Is the municipality transparent in decision-making process?

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………

Annexure I: Editorial report

08/03/2021

Editing and Proofreading Report for Ndivhaisafhi Mawela (17023779)

This letter serves to confirm that I, Dr. Nyete Liberty, Takudzwa, proofread and edited a Dissertation by **Ndivhaisafhi Mawela (17023779)** from the University of Venda titled: *Community Participation as a Tool for Promoting Accountability in Local Government with Specific Reference to Makhado Local Municipality, Limpopo Province*

I carefully read through the dissertation, focusing on proofreading and editorial issues.

The recommended suggestions were highlighted.

Yours Sincerely

Lnyete.

Liberty Takudzwa Nyete (PhD)

Boston Media House –Pretoria Acadia

Tel.: 0766815547

E-mail: lnyete@gmail.com

Annexure J: Turn-it-in report

turnitin

Digital Receipt

This receipt acknowledges that Turnitin received your paper. Below you will find the receipt information regarding your submission.

The first page of your submissions is displayed below.

Submission author:	Ndivhaisafhi Mawela
Assignment title:	Infusing Ubuntu as a principle towar…
Submission title:	Community participation as a tool fo…
File name:	17023779_Master_of_Administratio…
File size:	2.65M
Page count:	171
Word count:	43,090
Character count:	253,348
Submission date:	12-Apr-2021 06:22AM (UTC+0200)
Submission ID:	1556746240

COMMUNITY PARTICIPATION AS A TOOL FOR PROMOTING ACCOUNTABILITY IN LOCAL GOVERNMENT WITH SPECIFIC REFERENCE TO MAKHADO LOCAL MUNICIPALITY, LIMPOPO PROVINCE

By

NDIVHAISAFHI MAWELA
STUDENT NO: 17023779

Dissertation submitted for the degree of
MASTER OF ADMINISTRATION

In the
DEPARTMENT OF PUBLIC AND DEVELOPMENT ADMINISTRATION
SCHOOL OF MANAGEMENT SCIENCES
UNIVERSITY OF VENDA

Supervisor: Prof. N.W Nkuna
Co-Supervisor: Dr. E Mahole

2020