

**AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN ENHANCING
EFFICIENCY IN LOCAL GOVERNMENT: A CASE STUDY OF BA-PHALABORWA
MUNICIPALITY**

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DECLARATION

I, Nyiko Eunice Nkuna, hereby declare that the dissertation for the degree of Master of Public Management at the University of Venda, hereby submitted by me, has not been previously submitted for a degree at this University, or any other University, that it is my own work in the design and executive, and that all reference materials contained therein have been duly acknowledged.

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ABSTRACT

This study uses the Ba-Phalaborwa Local Municipality as a case study in assessing public participation as a tool for enhancing efficiency in local government. It moves from the premise that public participation in South Africa is a constitutional right that must be implemented by all government structures, including local government. Of the three spheres of government: national, provincial and local government, the study has chosen the local government sphere because it is the coalface of service delivery. With the challenges facing local government structures over the past years, public participation is seen as a tool that has a potential to enhance efficiency. Using qualitative method of research, the study sought to use structured questionnaires to gather data from the targeted municipality, community representatives and community development workers on the use of public participation to enhance efficiency in their municipality. The aim is to use the findings of this case study as a measure to understand the same concept in local government as a whole. Evidence provided in this study shows that there is still limited information accessible to the community members of Ba-Phalaborwa Local Municipality that would make them play a key role in demanding accountability and to have some degree of control within the municipality's governance affairs because the municipality was put in place to serve the needs of the community. From the findings of this study, it is clear that for citizen participation to have a positive effect on decentralized service delivery, there are key factors that should be considered and institutionalized. Among the proposed recommendations from this study include the need for municipality and community engagement for service delivery. Communities cannot be in a position to meaningfully engage with the Ba-Phalaborwa Local Municipality officials and public participation personnel without capacity building within the community first.

Keywords: Public participation, Local government, Efficiency.

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CHAPTER 1

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1. Introduction

Public participation, within the context of people-centred development, is an essential part of human growth, that is, the development of self-confidence, pride, initiative, responsibility and cooperation (Theron, 2009). Without such a development within the people themselves all efforts to alleviate their poverty will be difficult, if not impossible. This process, whereby people learn to take charge of their own lives and solve their own problems, is the essence of development (Theron, 2009). According to Arnstein (1969) cited in Taylor (1998: 89), there are degrees of participation, ranging from outright non-participation, through various degrees of tokenism, to finally embracing degrees of citizen power.

This study seeks to assess public participation as a tool in enhancing efficiency in local government. Section 152(1) (e) of the Constitution of the Republic of South Africa 1996 encourages the involvement of communities and community organisations in local government matters. According to Currie and De Waal (2001), the Constitution also advocates for inclusivity in that, it envisages the establishment of a South African society based on democratic values and social justice. This constitutional provision places an obligation on government to establish public participation structures and systems to promote good governance. It also makes public participation a constitutional right of citizens. Further, it makes it compulsory for government to involve citizens in matters of governance. From the constitutional point of view, therefore, public participation is not optional but compulsory.

This right has been included in various statutes and policy documents of the government, including those pertaining to local government. The White Paper on Local Government (1998) commits local government to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. It further suggests that needs of communities could only be accurately established when the public is consulted through public participation. The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) requires the municipality to develop a culture of municipal governance that complements formal representative government with a system of participatory

democracy. These policy documents have, to a large extent, given impetus to public participation in local government, as a right and not a privilege. They further incorporate public participation into local governance infrastructure.

Public participation forms an integral part of the notion of developmental Local Government in South Africa. The transformational agenda of Local Government has been initiated via the White Paper on Local Government published in 1998. One of the seemingly insurmountable challenges Local Government faces today is that of translating the essence of the White Paper from mere commitment to local development and delivery. Three important aspects form the cornerstones of community participation in Local Government, namely, integrated development planning, performance management and working together with local citizens in order to ensure that municipalities are developmentally focused. Public participation, hence, is a constitutional right for all citizens.

The Constitution of the Republic of South Africa Act, 1996 places an obligation on Local Government to establish community participation structures and systems as an attempt to promote good governance in Local Government. Through the Local Government: Municipal Systems Act, 32 of 2000, normative strategic planning, popularly known as “Integrated Development Planning” (IDP), has been conceived for local municipalities. This Act makes it necessary for Local Government to focus its activities on the local needs of citizens, visualised through the Integrated Development Plan (IDP).

In many developing countries, South Africa included, local councils have not established themselves as credible institutions for articulation of local interests (Daniel, Naidoo Pillay and Rodger, 2010). People often tend to consider them more as local agents for state power, than as institutions representing local interests. The lack of legitimacy often expresses itself in low political activity and low public participation at the local level (Theron, 2009). In some instances, national political leaders have used decentralization schemes to try to avoid the responsibility for the delivery of services by shifting the blame for poor performance onto local authorities. According to Daniel, Naidoo Pillay and Rodger (2010), public participation at local grassroots levels in South Africa is impinged by the following factors:

- In practice, the transfer of real power to local authorities is often more rhetorical

than real.

- The central government's officials have a tendency to be more concerned with long-term economic projects, while local representatives and the people are more interested in short-term social issues and programs.
- Elected representatives at the local level are frequently overruled by central government officials, who in practice have more power. Technical expertise means superior positions and prestige.
- Local horizontal co-ordination among the central government's line agencies is difficult. The officers tend to fight for resources for their departments instead of promoting co-operation.
- It is not clear which tasks and functions should be handled centrally and what should be dealt with at local level.

In view of the issues highlighted above, it becomes apparent that the concept of public participation brings with it new layers of tension, (competing demands) which in turn impact service delivery in municipalities (Theron and Caesar, 2008). This complexity is beginning to result in both order and disorder. Van Der Waladt 2007:19) states that public participation seeks not only to democratise Local Government by introducing the notion of elected representatives, including rural areas, but also to transform local governance, with a new focus on improving disadvantaged communities' quality of life. According to Van Der Waladt (2007:20), developmental Local Government seeks to promote sustainable economic and social development by providing community leadership, promoting social and economic wellbeing, coordinating and integrating all efforts to develop the area, as well as promoting and building local democracy.

1.2. Background of the study

Public participation essentially involves a two-way communication process, between the local people and their municipalities (Omolo, 2011). Bekker (1996) states that public participation can broadly be divided into two main categories, namely, the mere receiving of information by citizens from authorities about proposed actions and the sharing of power with citizens to shape final decisions. The latter entails actively involving citizens to make their voices heard by the authorities. Moreover, it is often argued that the mere provision of information cannot be regarded as participation, although the provision of information helps to empower and educate citizens, thereby

equipping them with participation tools. In the same context, Reddy (1999) sees public participation as the level of government created to engage the local population and to give citizen a sense of participating in decisions which will impact their livelihood. In essence, public participation should be seen as a process of involving citizens in the day-to-day affairs of their government.

Tangible benefits can be derived from effective citizen involvement programmes (Lubaale, Agevi and Ngari, 2007). Citizen involvement can be equated with public participation because the involvement of citizens in governance affairs is central to Local Governance as the leaders are answerable to the community members. Maphazi, Raga, Taylor and Mayekiso (2013) argue that for effective public participation to take place, the public must understand how government operates. Cogan and Sharpe (1986) suggest this involves a process that provides individuals with an opportunity to influence public decisions and has long been a component of the democratic decision-making process. This means that for public participation to be an effective tool, people must know and understand their role in government, therefore, contribute meaningfully through public participation processes.

Pypers and Bassuday (2016) describe public participation as a two-way street that should be comprised of effective communication and a collaborative problem-solving mechanism, with the goal of achieving better and more acceptable decisions from both government and the people. Molaba (2016) argues that when community participation is integral to the functioning of local governance, governance structures must engage citizens in a variety of administrative policy-making activities. This collaborative interaction can clearly enhance efficiency in local government.

The success of public participation depends on the level and detail of such participation by the citizens. Fox and Meyer (2010) state that the determination of level of service, budget priorities and the acceptability of physical construction projects, in order to position government programmes toward community needs build public support and encourage a sense of cohesiveness within society. Cloete and Mayer (2006) emphasise that, in this manner, community involvement is more likely to bring benefits to communities, therefore, once the governing structures have the support of the people they govern, there is bound to be efficiency in delivering the services. This

is because those providing the services and those receiving it will be having the same level of understanding on those services. In other words, such services and the standard thereof will meet the expectations of the recipients. As McGee (2002) puts it, the community will influence and share control over development initiatives, decisions and resources which affect them. Further, public participation has a potential of building local capacity and self-reliance. According to Davids and Maphunye (2005) public participation can also inculcate the mutual values and philosophies between the citizens and their governing structure, thus, making those structures improve efficiency in rendering their services. Community members are expected to control such development projects, to take collective action and decision-making.

Pretorius and Schurink (2007) suggest that post-apartheid South Africa faces a major challenge in ensuring that municipalities provide optimal and professional services to citizens. Access to effective public services is no longer seen as an advantage enjoyed by only a privileged few in the community, but as a legitimate right of all residents, particularly those who were previously disadvantaged. This stance emphasizes “service to the people” as parameter for efficient local government, thus, one of the most important indicators in assessing the efficiency of local government is the experiences and perceptions people have of service delivery in their day-to-day lives. Ncube (2014) argues that the efficiency with which resources are used in this sphere is critical for optimal service delivery. Pypers and Bassuday (2016) suggest that this interaction between local government structures and their citizens could enhance efficiency at this sphere of government. This calls for increased research on the concept of public participation as a tool for enhancing efficiency, at this sphere of government.

Public participation is one of the key tenets of a democratic system of governance and one of the core principles of good governance (Collaborative Governance Council Legislative Report, 2011). South Africa has embraced the right for citizens to participate in policy and decision-making to an extent that it is a right that can be demanded, defended and protected, hence, public participation is one of the foundation principles of the Constitution and is embedded in the country’s legislative framework. The idea of public participation is to enhance service efficiency in governing structures to deliver services to the people, hence, the need to constantly

assess the capability of this concept in enhancing efficiency in government. Local government has been selected strategically as the coalface of service delivery. Moreover, local government is the sphere tasked with the most responsibility for facilitating public participation, and the one closest to the people (Eglin 2016; Ngamlana, 2019).

The choice of Ba-Phalaborwa Local Municipality as a local government structure will provide the necessary platform to gather evidence in this regard. This Municipality is a predominantly rural medium-capacity local Municipality. It consists of 23 villages and urban centres, namely, Gravelotte, Namakgale, Lulekani, Phalaborwa, as well as several farms. The Ba-Phalaborwa Municipality represents an excellent model of population densification, with 94% of 168 937 population staying within 15km radius of the Phalaborwa urban complex (Madzivhandila and Maloka, 2019). The researcher chose Ba-Phalaborwa Municipality due to its diverse population with varying developmental needs that must be catered for by the municipality. The communities are also at different development levels, therefore, provide a complex environment for the implementation of a comprehensive programme of public participation. This will provide a good opportunity to measure the manner in which public participation enhances efficiency in different segments of the municipality.

1.3. Problem statement

Public participation is intended to involve all stakeholders in achieving a particular project by government for the benefit of both the community and administration (South African Local Government Association SALGA, 2006); however, there is general doubt that it has been used for the intended purpose at local government level as it is seen to have achieved very little of its intended purpose (Pypers and December, 2016). The Ba-Phalaborwa Local Municipality's public participation initiatives have not been producing the results expected of them. For example, the people have been out of touch with the municipal officials who should be responsible for initiating and implementing programs that empower the community through information sharing and equitable distribution of resources. Also, the public participation framework, as enacted by the government in 2007 seems not to have been implemented in Ba Phalaborwa due to the absence of public participation officials in the affairs of the Municipality. The understanding in this regard is that at local government level, public

participation should be a tool to advance efficiency. Other factors that have grossly affected public participation initiatives within the Ba Phalaborwa Local Municipality pertain to the issue of the outbreak of the coronavirus where several programs that were meant to address public participation aspects had to be cancelled in a bid to curb the spread of the virus. The need for social distancing has at the same time created problems in that service delivery issues that needed the participation of the public had to be cancelled and this has resulted in an erratic delivery of goods and services in Ba Phalaborwa Local Municipality. This has highlighted the need to make public participation effective in times of this global pandemic to ensure that public participation initiatives are a success.

1.4. Aim and objectives of the study

The aim of the study is to assess the effect of public participation as a tool in enhancing efficiency in local government. The objectives from this are:

1.4.1. Objectives

- o To explain the concept of public participation.
- o To assess the role that public participation can play in enhancing efficiency in local government and
- o To contribute to the body of knowledge on the effect of public participation in local government.

1.5 Research questions

A research question is defined as a specific concern that a researcher wants answers to through the investigation project (Rubin and Rubin 2005). Research, questions are aligned to the problems presented and objectives to be achieved in this study. The following are the research questions of the study:

- o What does public participation entail?
- o What is the role of public participation in effective local government?
- o What are the strategies that can be devised to enhance local government efficiency through public participation?

1.7. Significance of the study

Public participation in the South African context is as old as democracy and is

enshrined as an essential tenet of our democracy (Ngamlana, 2019), thus, there are arguments that if properly used, public participation has a potential to enhance efficiency in local government. Its outcomes, however, must be measured to establish if they have achieved what they were meant to achieve (Ngamlana, 2019). Using the Ba-Phalaborwa Municipality as a case study, the outcome of the study will help develop a module to be escalated to other municipalities elsewhere in the country.

1.8. Delimitation of the study

This study will focus on the impact of public participation in the efficiency of local government, focussing on the Ba-Phalaborwa Local Municipality in Limpopo, South Africa. Ba-Phalaborwa Municipality is situated in the North Eastern Part of the Limpopo Province and share its boundary with Kruger National Park to the East, Greater Giyani Municipality to the North, Maruleng Municipality to the South and Greater Tzaneen Municipality to the West (Ncube, 2014). Restricted access to sensitive information which might be regarded as private and only privileged to relevant members through an oath of secrecy might be one of the limitations although, the anonymity of participants might be a possible solution. The level of literacy in the community might also be a limitation since some of the community might not understand some of the questions of the researcher and concept being researched, although, face-to-face interviews might be a solution. The cost that could be incurred by the researcher in obtaining necessary research instruments could be another limitation.

1.9. Public participation as a tenet of Local Government

The preamble of the South African Constitution lays down the foundation for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law, or in other words, the “social contract”. Governance is divided into three spheres: national government, provincial government, and local government. Chapter 7 of the Constitution further states that it is the objective of local government to encourage the involvement of communities and community organisations in matters of local government. Section 152(1) (e) of the Constitution specifies that one of the objects of local government is to encourage the involvement of communities and community organisations in matters of local government. Section 195(e) states that people’s needs must be responded to and that the public must be encouraged to participate in policy-making, therefore, participatory

democracy is enshrined in the Constitution as a right and part of governance. In that situation, it should be seen to be benefitting efficient governance especially at local government level which is the sphere closest to the people.

These constitutional principles concerning public participation have been translated into various pieces of legislation and policies of government. According to the White Paper on Local Government (1998), the role of the local sphere of government is to build local democracy. It further states that local government allows citizens, as individuals or interest groups to have continuous input into local politics. The White Paper introduces the concept of “developmental local government”, allocating a central responsibility to municipalities to work together with local communities to find sustainable mechanisms to meet the needs of the community and improve the lives of community members. The Reconstruction and Development Programme (RDP) is another policy document that is a commitment to grassroots, bottom-up development owned and driven by communities and representative organisations (ANC, 1994: 4). Policies on public participation, therefore, amplify and give credence to the constitutional provisions on the matter. Since the policies contextualise this constitutional right, it is up to the people and their local government structures to make public participation play its role in efficiencies at local government. It is, therefore, possible that where participation is implemented properly, it yields positive outcomes.

Reviewed literature suggests that scholarly works are premised on these constitutional and policy directives. Maphazi *et al.*, (2013) state that the need for enhanced community consultation and participation is clearly articulated in the policies of government, and also in terms of a variety of developmental local government legislation. For this reason, community members are expected to play a more meaningful role in terms of their involvement in civic matters. Molaba (2016: iv) suggests that constitutional and policy imperatives on local government require municipalities to develop a culture of governance that complements formal representative government with a system of participatory democracy. Scholars suggest that public participation is one of the key tenets of a democratic system of governance and one of its core principles (Ngamlana, 2019). According to Jayal (2001) this calls for direct engagement of ordinary people in the affairs of planning, governance and overall development programmes, at local level. Molaba (2016)

reiterates that a municipality is required to continuously involve the people, business and community groups in a participatory manner. This means the Ba-Phalaborwa Local Municipality is also required to promote public participation in its management. This can be done by creating avenues and opportunities for the public to participate in local policy-making structures, therefore, this being an important feature of governance and local governance in particular, it is a concept that needs to be further researched.

1.9.2. Public participation as a tool

The White Paper on Local Government Ministry for Provincial and Constitutional Development, (1998) suggests that municipalities require mechanisms to ensure citizen participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation. Views among scholars suggest that the original conceptual framework for citizen participation in local government is limiting and robs local government of the opportunity to tap into the capacity, the energy and resources that rest within citizens to drive change (Swart, 2013; Donk, 2014; Umraw, 2017). They argue that there is a need to rethink the role of active citizens in local governance as co-drivers of change (Ngamlana, 2019).

South Africa has a public participation infrastructure that requires a great deal of time, money and political capital. This infrastructure is made up of the legal framework for participation, (which are the laws that support and regulate how participation must happen); the human resources, (who are the human resources and skilled civil servants whose jobs are to facilitate public participation); civil society, (which are organizations outside of government whose work and activities support public participation and ensure it happens); accountability of elected representatives, (which are mechanisms to hold public representatives to account); citizens' capacity to participate, (which are the programs that are in place to build the capacity of citizens to participate); legal mechanisms to defend participation, (which are the institutional mechanisms and put in place to defend the right of citizens to participate) (Ngamlana, 2019). Government also communicates through a public participation programme, known before as *Imbizo* (Qwabe and Mdaka, 2011; Ngamlana, 2019). These structures make public participation a viable tool in enhancing efficiency in local government. The questions that remain, though, is whether it is effectively used for the purpose and whether it yields the expected results.

1.93. The potential of public participation to enhance efficiency

According to Qwabe and Mdaka (2011) where public participation exists, there is ability to produce something with a minimum amount of effort, since conducive environment would be created to accommodate all stakeholders in the planning of what needs to be achieved. In the view of Cogan and Sharpe (1986) public participation which begins at planning level leads to public support for planning decisions, avoids protracted conflicts and costly delays and builds cooperation and trust between the agency and the public. Creighton (2005) adds that this could lead to improving the quality of decisions, minimizing costs and delays, consensus building, increasing ease of implementation and avoiding worst-case confrontations. All these could be ingredients for enhancing efficiency in local government; when these are achieved, public participation would have played a major part in such enhancement.

1.10. Definition of terms

Public participation: Public Participation refers to the collective efforts of the beneficiaries of development (ordinary people) to organize themselves and pool their social capital to attain set grassroots objectives through influencing, directing and eventually owning the development process (Rahman 1993: 150). Public participation holds that those who are affected or interested in a decision have a right to be involved in the decision-making process; it means that the public's contribution will affect the outcome of the decision. Public participation is crucial in maintaining a democratic government as it is regarded as a way of empowerment in a democratic governance. For the purpose of this study, public participation will refer to citizens and stakeholders influence and share control over priority setting, policy-making, resource allocations and access to public goods and services involvement in making management decisions and service delivery planning.

Local government: Local government is a generic term for the lowest tiers of public administration within a particular sovereign state (Pandeya, 2015). This particular usage of the word "government" refers specifically to a level of administration that is both geographically localised and has limited powers. The term "local self-government" has been traditionally used of local government in the United Kingdom and Germany, thus, the Basic Law (the Constitution of Germany) says, "Municipalities must be guaranteed the right to regulate all local affairs on their own responsibility, within the limits prescribed by the laws" (Qwabe and Mdaka, 2011). In this study, local government will refer to the Ba Phalaborwa Local Municipality authority. The local authority in this municipality therefore constitutes the local government as it is the one that is involved in the day-to-day running of the municipalities distribution of goods and services to the people or community members of Phalaborwa Local Municipality.

Public participation models: According to Hyden and Venter (2003) public participation models refers to framework for Parliament and Provincial Legislatures takes into account the minimal considerations in facilitating public involvement. These considerations are based on what is appropriate in light of the specific process, content, importance and urgency, as well as the response from the public. The above is dependent on the nature of the process, whether it potentially affects an identifiable section of the population, and/or whether the potentially affected section of the population is given a proper opportunity to have a say. This also alludes to the provision of meaningful opportunities for the public to participate whether written or oral. Submissions must then be considered and responded to What needs to be put in place in order to empower the citizenry to meaningfully participates and contributes their views and perspectives on matters that will have a direct impact on their lives. However, Mohanty, Thompson and Coelho (2010) defines public participation models as sets of guidelines for meaningful public involvement in decision-making processes by those affected by the decisions involved. They are constructed by public participation experts and institutions and they relate to the various theories and other spectra under which the realms of public participation can be understood. The Public Participation Model was developed to integrate public participation into the core functioning of Parliament. The Model therefore serves to inform all public participation programmes of Parliament as well as all supportive communication initiatives. In this study, public participation models will refer to the product of rigorous multi-party discussions, consultations, public input, as well as intensive research, nationally and internationally. The overall aim is to establish a best-fit public participation model suitable for Parliament. This model can be viewed as a vehicle through which oversight is strengthened and entrenched as it remains a critical enabler of the oversight model. Parliament's critical role is to remain responsive to the needs of the people and ensure their involvement in its legislative and other processes, thus entrenching and deepening a representative and participatory democracy.

1.11. Chapter Outline

Chapter 1: Introduction

The chapter focused on the introduction and background of the study which will include the problem statement, objectives, research questions, hypothesis, and significance of the study and explain the delimitation and limitations of the study.

Chapter 2: Literature Review

The chapter will review literature to assess what has already been published about the subject of the study and outline the theoretical perspective. The literature will be accessed through library and online resources and will include published articles, completed thesis and dissertations as well as books. Literature will form the basis of secondary data for this research.

Chapter 3: research methodology

The chapter will outline the methodology to be used and the justification for the choice of the research methodology.

Chapter 4: Findings

The findings of the research will be discussed in this chapter. This will include data gathered through questionnaires and the analysis done on such data. The data in this chapter will therefore constitute the core of the primary data gathered directly from informants.

Chapter 5: Conclusion and Recommendations

In the chapter will be discussed the conclusion from the findings and the model to be formulated out of the findings of the research. It also includes recommendations on what could be done to make public participation meaningful and effective in local government and what researchers could pursue in future projects.

1.12 Conclusion

In a nutshell chapter one presented the introduction of the study and the backgrounds and in these two sections this is where the main aspects that informs this study we have been laid out. In this chapter the aim of the study it's been carefully laid out together with the objectives and the research questions which the researchers sought to find answers to by probing the answers these questions in chapter 4. This chapter also presents the delimitation of the study and the significance of this study showing why digging out of this study is significant especially at this point in time where is

service delivery issues are in the media every day in South Africa. Lastly, this chapter presented the definition of the main concepts that are underpinning this study and lastly the layout of this study has as well being presented in this chapter. The following chapter 2 presents the theoretical framework and literature review gathering what other scholars have said in as far as public participation initiatives are concerned in relation to service delivery.

CHAPTER 2

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1. Introduction

This chapter is present the literature around the role of public participation in enhancing efficiency in local government. This is done by first conceptualising public participation and efficiency in local government with a focus on how the two concepts have been conceptualised by different scholars, different institutions and how the concepts should be understood in the South African context. This is followed by a contextualisation of public participation in local government which explains public participation within a specific sphere of government, which is closest to the people. The third part briefly discusses the categorisation and levels of public participation while the fourth part elaborates more on the policy and legislative aspects of public participation in South Africa. The fifth part presents the nexus between public participation and local government efficiency; more emphasis is on the link between effective public participation and efficiency in local government. The last part of this chapter is an explanation of the theoretical framework with focus on the theories on public participation, while the last part of the theoretical framework briefly delves into the models of efficiency in the public service within local government.

2.2. Conceptualisation of Public Participation and Efficiency in Local Government

Public participation in the context of local government could be explained in two ways - meaning of the concept itself as well as the particular form that the concept should take for optimisation of its impact (Khanya, 2002). As a concept, the National Policy Framework on Public Participation (2007) defines public participation as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making processes (Khanya, 2002). It goes further to describe it as a democratic process of engaging people in deciding, planning and playing an active part in the development and operation of services that affect their lives. Ababio (2004) suggests that public participation is a process by which potential interested and affected parties are given an opportunity to comment on, or raise issues relevant to, an application. Madlala (2005) cited in (Lesia, 2011), describes public participation as the creation of opportunities and avenues for

communities to express their views and opinions in matters of governance, either directly or indirectly.

In essence, the concept of public participation talks to a particular relationship between those in the administration and members of the community who are not involved in the administration (Qwabe and Mdaka, 2011); what bring them together are actions driven by the administration that seek to serve the members of the community. In terms of public participation, such actions have to be jointly delivered by those in the administration and those who are not, so that decisions become a product owned by those in administration and those who are not. It is for this reason that literature suggests that the concept of public participation should be viewed as a two-way process that involves those in power and those that they serve. Public participation entails active involvement of community members, as individuals and through their structures, in governance and service delivery (Holdt, 2011). Herberlain (1976) suggests that for public participation to be effective, it must involve all organised and unorganised groups of citizens or citizens' representatives on issues; the defining characteristic of the people to be involved is first and foremost being a citizen of that particular locality, irrespective of status.

The second factor that has been identified by scholars as early as the 1990s is the fact that public participation must be a conscious action (Khanya, 2002). Atkinson (1992) refers to public participation as a deliberate involvement of all citizens and communities. This entails that any activity of public participation must be planned and duly executed for it to have a desired outcome. That removes any temptation to use the concept for malicious compliance. Lastly, scholars have also identified the fact that public participation must be done for a particular outcome. Atkinson (1992) describes public participation as a 'goal-orientated activity'. It could be said here that such a goal or outcome must be the one that satisfies both the administrators and the citizens they serve. According to Guire (2007) these identified factors continue to guide understanding of public participation to this day and are likely to influence the development of public participation as a scholarly concept.

The importance of public participation is captured in the literature in two ways: First, it is within the structure of the local government sphere and its proximity to the people

at local level (South African Local Government Association, 2013). Secondly, it is on the quality of decisions and services that the local government sphere must deliver. Bekker (2011) states that as a decentralised sphere, local government is the most representative form of government; this makes public participation at this level even more critical. The importance of public participation is summed up by Reynolds (1969) arguing that participation is an important aspect to be taken into consideration by the government when planning or deciding on matters that affect the public. This means that the public is given a chance to air their views through proper mechanisms provided by the government and their decisions are put forward on the government agenda. This brings to the fore the quality of such public participation which certainly determines the efficiency of the institution.

Efficiency, as a concept, is essentially the relationship between inputs consumed and outputs produced by a production unit (Farrell, 1957; Dunn, 1994; Dunleavy and Carrera, 2013). When this original concept is applied to the public sector in general, there are two perspectives that come into play. The first sees public sector's efficiency in the same way as industry, meaning the capacity of the public sector to produce goods and services from the resources. This is very similar to the way the efficiency of non-governmental entities, such as Non-Governmental Organisations (NGOs), companies, or even departments of an organization, is analysed. The second perspective has no parallel with private sector efficiency because it has to do with the efficiency of government as a regulator of the local economy (Boyle 2006).

Efficiency in local government should be understood to refer to the output of service delivery by the local government structure to its people. According to the National Policy Framework on Public Participation (2007) service delivery is what local government undertakes to deliver to its citizens based on the needs of the citizens and communal priorities (South African Local Government Association, 2013). This would be enhanced if more and better output is reached, and the satisfaction levels of the people served are raised. The relationship between public participation and efficiency in local government, therefore, has become an interesting topic to explore.

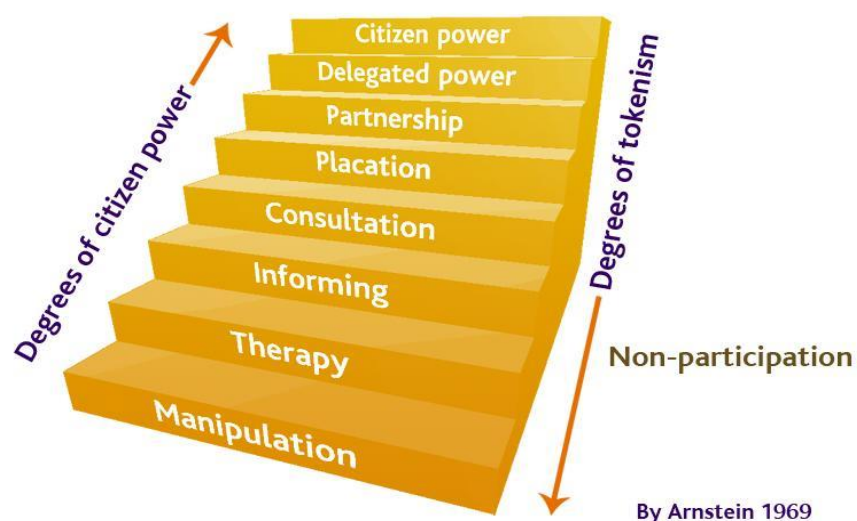
2.3. Contextualizing Public Participation in Local Governance

The context in which public participation becomes an integral part of local government should not be looked at from the meaning of the concept and the fact that it should continue to form part of local government activities for compliance purposes. It is clear from the reviewed literature that one should look beyond the legalities of public participation in this regard and look at what public participation can achieve within local government. Ababio (2004) postulates that on one hand public participation could describe the relationship between local government and the community; this is a social contract or legal relationship that is regulated by various statutes, including the Constitution (South African Local Government Association, 2013). On the other hand, participation could describe the extent to which the community influences decisions that affect their well-being. This presents the dilemmas encountered by community participation in local government, hence, amongst others, the role of the community, the importance of community participation, and the challenges presented by community participation need to be examined.

2.3.1 Levels of Public Participation

Levels of participation in the context of public participation denotes the various levels at which corroborations are made between leaders and those they lead. The levels of public participation, thus, stipulate the hierarchical nature in which public participation takes place.

Ladder of Public Participation at Municipal level



Citizen control: People participate by taking initiatives, independently of external institutions, for resources and technical advice they need but they retain control over how resources are used. An example of citizen control is self-government, where the community makes the decisions.

Delegated power: In this regard government ultimately runs the decision-making process and funds it, but communities are given some delegated powers to make decisions. People participate in joint analysis, development of action plans and formation or strengthening of local institutions. The process involves interdisciplinary methodologies that seek multiple perspectives and make use of systemic and structured learning processes. As groups take over local decisions and determine how available resources are used, so they have a stake in maintaining structures or practices.

Partnership: An example is joint projects in which a community has considerable influence on the decision-making process, but the government still takes responsibility for the final decision. Participation is seen by external agencies as a means to achieve project goals, especially, in reducing costs. People may participate by forming groups to meet predetermined objectives related to the project. Such involvement tends to arise only after external agents have already made major decisions. Participation may also be for material incentives where people participate by contributing resources, for example, labour in return for food, cash or other material incentives.

Placation: the community are asked for advice and token changes are made.

Consultation: community is given information about the project or issue and asked to comment, for example, through meetings or surveys but their view may not be reflected in the final decision, or feedback given as to why not. External agents define problems and the information-gathering processes, and so control analysis; such a consultative process does not concede any share in decision-making.

Informing: Community is told about the project, for example, through meetings or leaflets; community may be asked, but their opinion may not be taken into account.

Further, it is important to note that the South African democratic local government dispensation is founded within the developmental notion, where all service delivery sectors need to be coordinated (Manyaka and Madzivhandila, 2013). South African

municipalities have, therefore, become the 'development driver' through service delivery, poverty alleviation, infrastructure and economic development (Patterson, 2008).

In a democratic dispensation such as that of South Africa, the participation of communities and public participation in general, plays an integral role in ensuring that the developmental mandate of local government is fulfilled. Such participation could also ensure that the citizenry of municipalities develops trust and a sense of belonging to development initiatives of their own. According to Pasquini and Shearing (2014), local government is a sphere of government generally most directly responsible for planning and implementing adaption strategies suitable and benefiting the citizenry in the area in which they are located.

Municipalities, as government institutions in local government, refer to a political portion that was established in terms of section 155 of the Constitution of the Republic of South Africa of 1996 and has control of local matters, including the authority to raise taxes. They were also established in terms of Section 12 of the Local Government Municipal Structures Act, 117 of 1998.

The historical context of public participation within the entire historical context of the South African political system is also significant in this regard. Under the apartheid system, South Africans were classified by the law as whites, blacks, coloureds and Indians (Mabokela and Mawila, 2004). Local government was therefore also classified in terms of the racial segregation and division in terms of separate development policies of the time. Such a division meant that the provision of services was centred among the dominant race, which was at that time, white. This system marginalized non-white population groups from most aspects of national life and effectively sidelined them (Nnadozie, 2013). In the post-apartheid era, public participation in local government was introduced as a democratic principle to correct the imbalances and injustices inflicted by the apartheid government to ensure that all sectors of societies are integrated and receiving equitable services (Khanya, 2002). The end of apartheid and the first all-race elections of 1994 marked a turning point in the socio-economic and political landscape of South Africa (Lowndes and Wilson, 2001).

It must, however, be noted that the post-apartheid government has not fully made great inroads in terms of closing the gaps opened by the apartheid government particularly on matters of service delivery in local government. Some scholars even argue that problems that surfaced after the inception of democracy in South Africa could be an indication that the post-democratic era also created new problems apart from those it inherited. Service delivery protests, among other challenges, are indicative of the fact that South Africa has not yet fully recovered from the apartheid legacy; it could also be said that the levels of corruption are also an indication that the concept of local government itself has not fully developed (Mpehle, 2012). This means local government in South Africa has not reached the stage of efficiency envisaged in the Constitution.

Having recognised the service delivery challenges imposed by the apartheid government, the new democratic dispensation was expected to deal speedily with those injustices and imbalances by ensuring that the public fully and actively participate in local government affairs, in relation to service delivery and ensuring good governance and accountability (Lowndes and Wilson, 2001).

The structure of government in the Republic of South Africa, therefore, is important in understanding the context of public participation in local government. South Africa is a constitutional democracy with a three-tier system of government, has an independent judiciary and is operating in a parliamentary system. The national government prescribes regulations for provincial and local governments to implement. Local government in South Africa consists of municipalities, which are governed by municipal councils, elected every five years and is mandated by the provincial government to carry out the prescribed legislations (Constitution of the Republic of South Africa, 1996: Local Government Municipal Structures Act 117 of 1998).

After receiving instructions from provincial government, local government implements the respective regulations and laws pertaining to local governance, within the allocated time frames for effective governance of its citizens. Public participation is one of the mandatory requirements to be implemented (Naidoo, 2017), therefore, within government, public participation can take place at local, provincial and national levels. In this instance, the focus is on the local sphere of government.

Mathebula (2016) suggests that the South African democratic local government dispensation is founded on a developmental notion, where all service delivery sectors need to be coordinated. In this sense, as the sphere closest to the people, the local government sphere of government has become known as ‘the coalface’ of service delivery. In a democratic dispensation, such as that of South Africa, the participation of communities and the public, in general, plays an integral role in ensuring that the developmental mandate of local government is fulfilled. Such participation could also ensure that the citizenry of municipalities develops trust and a sense of belonging to development initiatives of their own.

Maphazi *et.al.*, (2013) state that the need for enhanced public consultation and participation in local government is clearly articulated in the policies of government, and also in terms of a variety of developmental local government legislation. For this reason, community members are expected to play a more meaningful role in terms of their involvement in civic matters. This also implies that public participation in local government is something that has been legislated and is a policy in this regard.

Molaba (2016) suggests that constitutional and policy imperatives on local government require municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory democracy. In this regard, scholars note public participation as one of the key tenets of a democratic system of governance and one of the core principles of good governance (Ngamlana, 2019). For Jayal (2001) this calls for direct engagement of ordinary people in the affairs of planning, governance and overall development programmes at local level.

A municipality is required to continuously involve the people, business and community groups in a participatory manner (Molaba, 2016). This means that the Ba-Phalaborwa Local Municipality is also required to promote public participation in the management of the Municipality. This is done by creating avenues and opportunities for the public to participate in local policy-making structures; therefore, this being an essential feature of governance and local governance in particular, it is a concept that needs to be researched.

Most of the literature on public participation in the context of South Africa deals with

this concept in isolation rather than linking it to efficiency in local government. There are a number of proposals that have been made on strategies of enhancing public participation, without linking the outcome to efficiencies in local government (Maphazi, Raga, Taylor and Mayekiso, 2013). The same applies to theories of public participation that have been proposed so far. Most of these focus on developing various key concepts associated with public participation without necessarily providing a comprehensive link (Quick and Bryson, 2016).

Literature further suggests that the level of understanding of the concept of public participation among key stakeholders in local government appears to be an issue as well. Berner, Amos and Morse (2011) suggest that there are contrasting views among key stakeholders in local government on what the concept should achieve. Mohammadi, Naraziran and Nikkal (2018) conclude that such conflicts in perceptions between citizens and members of local government mean that the concept of public participation may take time to develop links with others in this field. The linking of the concept to some key concepts in local government could be the incentive required for the citizens to participate in the public participation process is advocated (Huang and Feeney, 2015).

Views among the scholars also suggest that the original conceptual framework for public participation in local government is limiting and robs local government of the opportunity to tap into the capacity, the energy and resources that rest within citizens to drive change. They also argue that there is a need to rethink the role of active citizens in local governance as co-drivers of change (Ngamlana, 2019). Expansion of the concept could produce an effective public participation that could be the key to enhancing efficiency in local government.

South Africa has a public participation infrastructure that require a great deal of time, money and political capital (Lowndes and Wilson, 2001). This infrastructure is made up of the legal framework for participation. According to Ngamlana (2019) the principal questions addressed under this initiative are as follows:

- What are the laws that support and regulate how participation must happen?
- Who are the human resources and skilled civil servants whose jobs are to facilitate public participation in civil society?

- Which are organizations outside of government whose work and activities support public participation and ensure accountability of elected representatives?
- What are mechanisms to hold public representatives to account and to ensure citizens' capacity to participate?
- What programs are in place to build the capacity of citizens to participate and legal mechanisms to defend participation?
- What are the institutional mechanisms that have been put in place to defend the right of citizens to participate?

Government also communicates through public participation programme, originally known as *Imbizo* which has lately also become known by various names (Khanya, 2002). This makes public participation a viable tool in enhancing efficiency in local government. The questions that remain, though, is whether it is effectively used for the purpose and, if so, whether it yields the expected results.

Generally, literature suggests that models for efficient service delivery in local government exclude the role of public participation (Khalil and Salihu, 2012). The same applies to models aimed specifically in enhancing service delivery and other efficiencies (Pretorius and Schurink, 2007). The same deficiency has been extended to instruments that have been developed to measure efficiencies in local government (Dollery 2009; Ndebele and Lavhelani, 2017). This exclusion of public participation in instruments measuring efficiency in local government means these instruments lack the necessary level of efficiency too (Van der Westhuizen and Dollery, 2009).

Literature, therefore, suggests lack of integration of public participation in efficiency measurement instruments, as well as lack of its recognition as a tool that can be used to enhance efficiency in local government. Literature, thus, reveals an opportunity to explore this concept within the context of local government efficiency.

2.4. Categorisation and levels of Public Participation

In literature is the use of the words 'categories', 'levels' and 'types' when trying to classify various forms of public participation (Manyadzi, 2016; Naidoo, 2017). A simple

dictionary definition of 'category' refers to it as a class or division of things regarded as having particular shared characteristics. 'Type' is defined as a category of things having common characteristics. 'Level', on the other hand, is defined as a point on a scale, or a scale of amount, or quality (Naidoo, 2017). There appears to be a reason for the interchangeable use of these terms to classify public participation (Osborne and Strokosch, 2013). This could be the fact that the various classes of public participation are mainly differentiated through the level at which public participation takes place (Osborne and Strokosch, 2013). For the purpose of this research, 'categorisation' is used to refer to classification. Each classification of public participation, therefore, has its levels. In terms of public participation and in relation to local government this term refers to the manner in which such participation can be classified and the levels it proposes (Osborne and Strokosch, 2013).

From the available literature, public participation can be categorised in four ways: the two-tier categorisation (which has only two levels), the three-tier categorisation (with three levels), multiple-step categorisation (with three to four levels), and the hybrid categorisation (that combines all the categorisations already mentioned and breaks down others as well as add new ones) (Matebesi and Botes, 2017). The hybrid categorisation, therefore, has more than four levels.

The two-tier categorisation has, as its first level, the election of public representatives over pre-determined frequencies and allowing them to take decisions on the public's behalf. Its second level has to do with engaging the administration, daily, after the elections have been conducted. Munyadzi (2016) refers to the first level of the two-tier categorisation as political participation which includes the casting of a vote during election or getting involved in political proceedings. This could also include the removal of political bearers as well as determination of political structures. According to Munyadzi (2016), in the second level of this categorisation, the engagement of administration categorisation pertains to administrative participation and involves a close watch on administrative participation. This categorisation also entails that public participation begins with political participation to ensure that the right public representatives are elected to power and held accountable (Matebesi and Botes, 2017). These would be parties and individuals with the vision, developmental goals and philosophy that are compatible to the needs of the local citizens and they would

also be parties to service delivery that involves local citizens (Matebesi and Botes, 2017).

In terms of this first categorisation, public participation can begin and end with political participation or can proceed to the level of engagement of the administration on a daily basis (Munzhedzi, 2016; Matebesi and Botes, 2017). Whichever way, this categorisation can only be described in two levels: political participation and engagement of administration on a daily basis. The understanding is that this categorisation is unlikely to involve the second level without the first level having taken place first, but it can involve the first part without proceeding to the second part (Munzhedzi, 2016).

The three-tier categorisation has three levels. According to Lesia (2011) the first level of this categorisation entails being present, using one's skills and efforts. The second level is mental participation, whereby individuals participate in conceptualization of activities, decision-making, organization and management (Lesia, 2011). The third is emotional participation which implies that people are assuming responsibility, power and authority. Each of these levels can exist exclusively of others. The categorisation, therefore, simply explains the level of involvement more than the combined steps of involvement (Lesia, 2011).

The multiple-step categorisation could either have three levels or four, depending on the proponent involved. Naidoo (2017) refers to types of public participation, some of which are listed as levels in the Public Participation Framework (2013), therefore, for the purpose of this research, what is referred to as 'type' is taken as 'level'. For Naidoo (2017) the first level in this categorisation process is passive participation involving only the dissemination of information to stakeholders. Here, the public only receives information without necessarily being given an opportunity to give feedback.

The Public Participation Framework (2013) refers to this as the information level in which the public is only provided with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions. The object of this level in this categorisation of participation is, therefore, to keep the public informed. Their input is not required. Naidoo (2017) identifies the second level as the

consultative level in which stakeholders are consulted before a municipality makes a decision. In terms of the Public Participation Framework (2013) this is the level at which the public is invited to provide feedback, input or comment on analyses, alternatives and/or decisions.

There is, however, no guarantee that the input gathered in this level will be considered in the final decision-making (Lesia, 2011). The difference between the first and the second levels is, therefore, the fact that in the first level the public is expected to be informed of what is happening whereas in the second level, having been informed, the public is expected to make inputs. Such input will be integrated to the projects or programmes according to the manner in which those in power finds it fit.

Naidoo (2017) identifies the third level as interactive participation, which occurs when stakeholders are involved in collaborative analysis and decision-making. The Public Participation Framework (2013) refers to this as the collaboration level, in which the public is provided with the opportunity to partner or work jointly with decision-makers and for the identification of the preferred solution. This means that both Naidoo (2017) and the Public Participation Framework (2013) agree that this is the last of the levels of public participation, but the Public Participation Framework (2013) identifies another level between the consultation and collaborative levels, as the third level, which it calls 'involvement level'. The Framework describes it as the level in which the public is provided with opportunity for dialogue and interaction. This is also described as a direct public participation throughout the process to ensure that issues and concerns are consistently understood and considered. The levels in this categorisation could be exclusive from one another, hence, they are often referred to as 'types, however, they are bound together by the fact that public participation can be implemented following these levels, although, they do not necessarily have to follow each other.

Mosotho (2013) proposes a hybrid model of categorisation of public participation which seems to combine all the levels that are discussed above. This categorisation involves up to seven levels that could be exclusive from one another. In some literature, therefore, these are listed as 'types of public participation'. The first level in this model is token participation in which people sit on official committees but have no real power to make decisions. In the South African context, this level would include structures,

such as the ward committees and local economic development committees. The next level is passive participation where people are told what has been decided or happened. Their opinions and responses are not asked for, thus, this level is concerned with getting the people informed only.

The third level of this categorisation is consultative participation where people are consulted or get answer to questions from external agents who define the problems and gather and analyse the information based on their definition. Agents are not obliged to include the views of citizens. The fourth level is participation for material gain where people only participate for financial gain. They have no real interest or commitment to the process or the outcome of the process, as long as they receive payment for their participation.

The fifth level is functional participation where citizens participate at the request of external agencies to meet objectives that have already been set. The sixth level is interactive participation where people participate in joint analysis and the development of action plans through shared decision-making and agreeing on priorities. The seventh and last level is self-mobilisation, where people initiate actions on their own and develop contacts with external agencies to help them realise these initiatives through providing resources.

2.5. Policy and Legislative aspect of Public Participation in South Africa

Scholars usually use the Constitution of the Republic of South Africa, 1996 as a point of departure in most discussions around public participation in the democratic South Africa. There are, however, some policy documents developed before the adoption of the new Constitution that are relevant in this regard and must be referenced to. One of these is the Reconstruction and Development Programme (RDP) which is one of the first of the policy documents that allude to the role of citizens in governance structures and service delivery in the democratic South Africa. The RDP explicitly refers to a commitment to grassroots, bottom-up development, owned and driven by communities and representative organisations (ANC, 1994). The document's focus was on the introduction of a people-driven development in South Africa, since then, public participation has been entrenched into the South African governance structures in various forms, including the Constitution, pieces of legislation and other policies.

The preamble of the Constitution lays down the foundation for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law, or in other words, the “social contract”. The Constitution divides governance into three spheres: national government, provincial government, and local government. Chapter 7 of the Constitution further states that it is the objective of local government to encourage the involvement of communities and community organisations in matters of local government. Section 152(1) (e) specifies that one of the objects of local government is to encourage the involvement of communities and community organisations in matters of local government. Section 195(e) states that people’s needs must be responded to and that the public must be encouraged to participate in policy-making.

Participatory democracy is enshrined in the Constitution as a right and part of governance. In that situation, it should be seen to be promoting efficient governance, especially, at local government level, which is the sphere closest to the people. In addition, it must be viewed as a right and not a privilege.

These constitutional principles concerning public participation have been translated into various pieces of legislation and policies of government. The White Paper on Local Government (1998) lays the foundation for a number of pieces of legislation relating to local government administration. These pieces of legislation explicitly incorporate the concept of public participation as a vital feature in local government.

The White Paper states that the role of the local sphere of government is to build local democracy. It further states that local government should allow citizens, as individuals or interest groups to have continuous input into local politics and administration. It also introduces the concept of “developmental local government”, allocating a central responsibility of municipalities to work together with local communities to find sustainable mechanisms to meet the needs of the community and improve the life of community members. The White Paper further describes developmental local government as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives”. In this policy document, the objects of

community participation are embedded in the following four principles:

- To ensure political leaders remain accountable and work within their mandate.
- To allow citizens (as individuals or interest groups) to have continuous input into local politics.
- To allow service consumers to have input on the way services are delivered.
- To afford organized civil society the opportunity to enter into partnerships and contracts with local government in order to mobilize additional resources.

The White paper, in essence, puts public participation at the forefront among the elements of governance at local government level. The four principles open up opportunities for citizens to play a role not only in governance but also in service delivery as partners and through their inputs.

The Local Government Municipal Systems Act, 2000 (Act 32 of 2000) states that a Municipal Council must develop a culture of participatory government and must, for this purpose encourage and create conditions for residents, communities and other stakeholders in the municipality to participate in local affairs. The fact that the Act goes further to instruct the local government structures to create conducive conditions for public participation is an indication that propagating public participation without the necessary conditions, would be a futile exercise. The only disadvantage is that the Act puts pressure on local government structures to create conducive conditions without doing the same to citizens. Forcing local government structures alone to create favourable conditions, is unbalanced, citizens should be drawn in as partners in creating such conditions.

The Local Government Municipal Structures Act (Act No. 117 of 1998) gives metropolitan and local municipalities the option to establish ward committees as one of the specialised structures to enhance participatory democracy in local government. Municipalities must give effect to the provisions of the Act when establishing these ward committees. The municipalities are required to annually report on the involvement of communities and community organizations in the affairs of the municipality. The Act stipulates that a municipality's executive mayor or executive

committee has to give an annual report on the extent to which the public had participated in municipal affairs. In most municipalities this part is merely done for compliance, as opposed to achieving a certain outcome.

The Ba-Phalaborwa Municipality Community Participation Policy (2006) entails that all stakeholders, citizens and communities should be involved in decision-making (Sekgala, 2016). These stakeholders within the municipality are to comply voluntarily and commit themselves to the agreement, instead of the local government forcing their compliance. The Municipality also promise the public to be part of formulating solutions, especially, for those matters that affect them directly (Sekgala, 2016). The policy also does not give much power to the citizens to initiate participation nor get invited from the municipality to do so.

These policies do provide pragmatic directives through which new insights into local government could be envisioned, including public participation in decision-making in their different municipalities (Sekgala, 2016). This also implies the facilitation of developmental issues or processes which include the exercising of municipal powers and functions in a manner that maximizes their impact on social development and economic growth. There has to be the playing of integration and coordination roles to ensure alignment between public and private investment within the municipal area; democratizing of development, empowerment of the poor and redistribution of income favour the poor and build social conditions for favourable development.

Parnell, *et al.*, (2002) emphasise that through these policies and pieces of legislation, municipalities are empowered to employ integrated development planning, performance management and local economic development as strategic approaches to democratize development, while at the same time, creating an environment conducive for people and communities to address their needs.

Policies and legislation on local government amplify and give credence to the constitutional provisions on the concept of public participation, in this sphere of government. Since the policies and pieces of legislation contextualise this constitutional right, it is up to the people and their local government structures to make public participation play its role to ensure efficiency at local government. It is, therefore,

possible that where public participation is implemented properly, it can yield positive outcomes and one of those outcomes could be the enhancement of efficiency in local government (Pandeya, 2015).

2.6. The Nexus between Public Participation and Efficiency in Local Government

Naidoo (2017) views public participation as a process by which potential interested and affected parties are given an opportunity to comment on, or raise points relevant to, an issue. Ababio (2004) postulates that, on one hand, public participation could describe the relationship between local government and the community, while on the other, it could describe the extent to which the community influences decisions that affect their well-being. This presents the dilemmas encountered during community participation in local government. These include the role of the community, the necessity of community participation, and the challenges presented by community participation. For community participation to be effective there are a range of options and opportunities to actively involve the community in municipal matters.

The basic understanding should be the fact that responsible local government offers services to its residents. Du Toit (2002) defines service delivery as a means of expanding the thinking about customer service. Du Toit (2002) further views services as economic activities whose output is not a physical product, and which are consumed at a particular time when they are produced. For this reason, services involve deeds, processes and performance and before a service can be delivered, various activities or processes have to be fulfilled. Local governments must plan and budget for the services and have an action plan, in addition to supplying a product or service where and when it is required.

If an organisation is going to consistently meet customers' expectations, it must recognise that improving efficiency involves making a commitment to learning the needs of those intended to benefit from the services, thereafter, developing action plans that implement "customer-centric" or friendly processes. The objective of service delivery should, therefore, include, amongst other things, equity and efficiency (Fitzsimmons and Fitzsimmons, 2001), given that efficient, effective, economical and equitable public service are the trait of a sustainable public service (Van Niekerk, Van der Walt and Jonker, 2002).

Naidoo (2017) suggests that to strengthen its plans to create a better life for all citizens, local governments need to involve their residents to ensure that its programmes are acceptable to them and that they will participate in their implementation. Where public participation exists, there is ability to produce something with a minimum amount of effort, since a conducive environment would be created to accommodate all stakeholders in the planning of what needs to be achieved.

Public participation which begins at the planning level leads to public support for planning decisions, avoids protracted conflicts and costly delays and builds cooperation and trust between the agency and the public, according to Cogan and Sharpe (1986). This means that an effective public participation would be the one that involves citizens from the start, that is, from the conceptualisation phase. Creighton (2005) adds that this could lead to improving the quality of decisions, minimizing costs and delays, consensus building, increased ease of implementation and avoiding worst-case confrontations. All these could be ingredients for enhancing efficiency in local government, thus, when these have been achieved, public participation would have played a part in such enhancement.

It is clear, from the available literature that strategies for enhancing efficiency in local government have to be as inclusive as possible, therefore, these strategies must include public participation. The potential of public participation in playing a role in enhancing efficiency in local government is huge; this is particular so, should strategies on local government efficiency be broadened to include, among others, effective citizen participation in decision-making in local government, as an integral part of service delivery.

Tshoose (2015) suggests that there are several possibilities for reengineering the present system of public participation in local government for it to contribute effectively to enhancing efficiency in local government. Such possibilities would include recognising existing community structures and spaces that could feed into the invited spaces provided by government, for example, community policing forums, ratepayers associations, traditional institutions, citizen assemblies and religious bodies. It also includes educating citizens in order for them to participate actively in promoting their

own developmental needs. In addition, government should develop partnerships with non-governmental organisations that have been working in local communities on similar issues (Brower, Coffey and Peryman, 2010).

Councillors in the local sphere should be assessed by community representatives in terms of identified key deliverables, and political parties should be held accountable if they fail to deliver. This could be concretised through a mandatory annual review process in which the councillor and the council are called upon to account to the communities whom they purport to represent.

2.7. THEORETICAL FRAMEWORK

Reviewed literature reveals that there is currently no consensus among scholars about the theories of public participation (Sherry, 1969; Azfar, Kahkonen, Lanyi, Meagher and Rutherford, 2004). Various theories have been formulated to enhance, guide and inform studies on public participation, although, it seems more work still needs to be done to improve this part of public participation studies (Ismail and Yunan, 2016). Available theories, however, do prove to be relevant to public participation and certainly foster a better understanding of public participation (Akinboade, Mokwena and Kinck, 2013; Chen, Dean, Frant and Kumar, 2014; Lodge and Mottiar, 2016). Among these theories of public participation are: The DWAF framework of the International Association for Public Participation, stakeholder engagement theory, public participation budgetary theory, project integration theory, inter-organisational ICT-supported reforms of service delivery theory and systems theory. Each of these theories is discussed in detail below.

2.7.1. The DWAF framework of the International Association for Public Participation

The DWAF Framework of the International Association for Public Participation has its focus on the manner in which public participation should take place or should be conducted. According to this theory, public participation should follow a particular process that includes various stages that together constitute a public participation process (Naidoo and Rampal, 2018). The theory is derived from the categorisation approach of the DWAF Framework of the International Association for Public

Participation. The stages include the information stage, which entails that the community should be provided with balanced and objective information to enable people to understand the problem, the alternatives, and the possible solutions.

The next stage is consultation which should involve obtaining feedback on analysis, alternatives, and decisions. This stage must be followed by the involvement stage which means working directly with the community throughout the process to ensure that community issues and concerns are understood and considered at an early stage. This stage is followed by collaboration which is to involve the community as equal partners in each aspect of decision-making, including the development of alternatives and the identification of the preferred solutions. The last stage is empowerment which aims to place the final decision in the hands of the community to ensure that it easily accepts the decisions taken by the Municipal Council (Naidoo and Rampal, 2018). The theory propagates for total involvement of the citizens in decision-making from the beginning to the end. This entails that should any of these stages be lacking, public participation will not be said to have been completed; It is not, however, concerned with the quality of the public participation content in each of these stages.

2.7.2. Stakeholder Engagement Theory

The stakeholder engagement theory was developed in the early 1980s as a proposal for the strategic management of organisations in the late 20th century. Over time this theory has gained in importance, with key works by Clarkson (1994, 1995), Donaldson and Preston (1995), Mitchell, Agle and Wood (1997), Rowley (1997) and Frooman (1999) enabling both greater theoretical depth and development. From an initially strategic perspective, the theory evolved and was adopted as a means of management by many market-based organisations; currently, the theory has been extended to public participation. This theory inclines more towards how stakeholders should be engaged, therefore, whereas it is concerned with the process of public participation, it also concerns itself with the meaning of such processes and their content. Scholars differentiate between public participation and stakeholder engagement, although, the two concepts are related; a single theory could apply to both. Norris (2001) describes this theory as a configuration of technology designed to render services and organisational networks which lead to the delivery of the services that fulfil the needs and queries of the customers. All technological process is as

crucial to the customer as it is to the service provider.

In local government this would mean the processes are significant to both the local government structure and the public. The theory also places emphasis on service delivery in which it claims three things necessary, namely, the people, products and processes. The customers are the people who have to be satisfied with products like a house, electricity, infrastructure and land that they will get from the service provider. The aspects of the technological system should be best prepared for maximum effectiveness and have to enhance the customer satisfaction opportunities. A customer's satisfaction lies in the organisation's soft processes (that is, ensuring that the town is cleaned properly and regularly, as well as monitoring the performance of contractors); for example, electricians or hard processes (that is, ensuring that the town is safe, and all other systems are operating efficiently, reliably, safely and legally). In essence, if you want to increase your business level, you have to increase the productivity and the satisfaction of the customers; this would maintain customer loyalty to explore the systems.

With conceptualisation of public service, Bovaird and Downe (2008) note that the municipal service delivery framework requires accountability and effective communication between the local government, intermediary bodies (the independent boards), and the citizens (as consumers of the services). It can further be reasoned that power struggles and conflicting ideas can derail both municipal and public (citizens) efforts in achieving effective service delivery. Much of the discussions concerning public participation are based on obtaining improved collaborative efforts; for collectively the administrators and the people they serve can be more insightful than they can be, individually (Sengé, 1990: 239).

Kerlinger (2002) argues that stakeholder engagement is a process in which an organization or an institution involves the citizens or those who are affected by the decisions which it makes. Six principles are there for effective stakeholder engagement, which organisations can use. They come from various sectors, both private and public and they stipulate what they have in mind while planning or managing large-scale programmes. These principles show that early stakeholder identification and their involvement methods, contribute to a program's success. The main idea is to develop assertive understanding of the stakeholders of an organisation,

what the stakeholders care about, and in what way they relate to the goal you are aiming to reach.

The organisation should get to know about their stakeholders, about their complexity and scope. The enterprise-wide programmes in an organisation need a comprehensive scan in order to identify stakeholders, their needs and interests. The next step is engaging them as early as possible as nobody likes a sudden change in their entities and plans (Hemson, 2007).

The enterprise-wide management supplies programmes that are planned and developed among themselves and the final plan is delivered to the stakeholders. The second principle is to get stakeholders involved in the programme and to encourage them to participate continuously throughout the lifecycle of the programme. Millan (2001) suggests that the organisation has to use the right mechanisms in order to keep the stakeholders happy. The third principle is to listen with both ears open. If you are in a discussion with your stakeholders, they say what they are really thinking, and they may be full of mistrust and be sceptic towards the programme. Stakeholders will not participate if you do not give them proper guidance and ways to improve the participatory process, therefore, the theory proposes that it is important to be open-minded so that the stakeholders will continue participating. The fourth principle is to communicate often with stakeholders and for the organisation to have a good relationship with these stakeholders.

2.7.3. Public Participation Budgetary Theory

One of the founders of this theory, Cleveland Frederick (1956), advocated for effective municipal budgets during the 1900s. According to Stones (2001), a good public participation budgetary practice enables governments to be more responsive and accountable, and the practice can develop people's perception of the performance of the government and the services they receive; through the planning and budgeting entity, the government undertakes to provide services for the public. Public participation is nothing but the process of voting, being involved in political meetings, running for office, attending public hearings, and reading newspapers and watching the news on the television to get up to date information. The governments have also used innovative forms of the people's involvement, such as surveys, neighbourhood councils and so on.

Dauids, Maphunye and Theron (2005) explain that the government has to know about the purposes for the involvement of the people, approaches in eliciting people participation, and the points in planning the budgeting performance cycle. Officials can approach them effectively, to get information for the decision-making process, and to communicate to the people regarding the news collected by them and how it was used. Efforts should be made before a decision is taken, to test the various ideas and approaches of the public. In addition to that, the government has to get the public involved in all the meetings to keep them up to date.

2.7.4. Project Integration Theory

Young (2004) describes project integration as a collection of tasks needed to ensure that the elements of projects are coordinated properly. This may involve competing objectives that will exceed stakeholder requirements and expectations. Project management, on the other hand, is the process of directing and coordinating the material and human resources of a project by using innovative and modern management techniques to achieve the set goals and the objectives of the scope, its quality, participant satisfaction, and so on (Young, 2004). The project's task has to be clearly defined so that the efforts of the manager of the project can be directed and guided towards an effective and efficient use of the resources by the public. For perfect project integration, these things must contribute towards the success of the tasks of the project: the organisational structure, leadership or motivation, and communication. According to this theory, these are the things to be dealt with in project integration to ensure success in the process of targeting the goals of an organisation.

2.7.5. Inter-Organisational ICT-Supported Reforms of Service Delivery Theory

This theory focuses on intra-organisational information and communication technology (ICT) that supports reforms. The theory propagates that a citizen is confronted with many offices, which perform separately different tasks in relation to a specific service (Bekkers, 2005). This fragmentation of public service delivery leads to an increased administrative burden for local government and citizens (Bekkers, 2001) and a decrease of public agencies' efficiency in a general sense (Yang and Maxwell 2011). Governments are, therefore, setting up reform trajectories and such reforms have both

an intra-and inter-organisational dimension that must all be attended to.

From an inter-organisational perspective, an important issue in the delivery of public services is the need for integration and coordination of organisational providers into integrated service delivery networks (Provan and Milward, 2001). The other trend is the contracting out-of-services activities to semi-autonomous agencies and private parties (Milward and Provan 2003; Scholl, 2006). Information can be considered as the main resource triggering the cooperation among different government agencies at different levels, towards public service delivery networks. Service provision in networks is likely to fail if the information systems of the public agencies are not properly integrated (Janssen and Verbraeck, 2005). A typical characteristic of this type of networking is the use of joined-up services created by ICTs: inter-organisational information systems then become necessary in order to increase information-sharing between different public and private agencies or to enable cross-organisational business processes.

The focus of this theory is on complex change trajectories within single public organisations in which the implementation of new ICTs and other organisational innovations play a key role to integrate individual services towards public agencies' customers. From an intra-organisational perspective, such reforms are characterised by a strive for 'back-office integration'; this refers to connecting the quasi-autonomous information chains to consult single organisation entities in order to transform, optimise and integrate front office interactions between citizens and companies (Bekkers, 2005; Rhodes 1997).

Huijboom (2010) labels these reforms as 'fundamental change' process towards client-oriented public organisations in which ICT-changes form, only one element. The fundamental characteristic of this change is reflected by what Hoogwout (2010) conceptualises as client-orientated government; this is a new paradigm composed of a set of values, practices, and beliefs shared by the representatives of the paradigm. In the South African context, the theory could be too sophisticated for the people considering the developmental needs of many communities in this country.

2.7.5. Systems Theory

Naidoo (2017) describes the Systems Theory as a conceptual framework that allows one to view an organisation, such as the local government entity, as a social system composed of sub-systems, which interact with one another in a holistic way. A simplistic model is to view the system in terms of inputs, throughputs and outcomes. Consequently, the inputs could result from answering the question: *Where are we now?* It would require knowledge of the basic resources and needs of the community, which the local authority is providing, namely, services such as water, electricity, sanitation, infrastructure, land, and housing.

In addition, it requires the input of various community groups working through elected officials and so, it is political in nature. The throughputs involve the various processes involved in answering the question: *How do we get to our vision of effective service delivery?* This means the influence of the various constructs involved in service delivery need to be transformed into a whole, during this process. Finally, the outputs involve the answer to future questions on efficiency in local government. The input phase is where outputs such as performance in service delivery need to be determined. From these outputs, one can again obtain feedback to the inputs to improve the functioning of the system as a whole.

2.8. Models for efficient and effective service

This study is concerned with the role of public participation in enhancing efficiency in local government, therefore, when discussing theories of public participation, it is important to also delve into the models for efficiency in local government. There are a number of models for efficient and effective service delivery that scholars have developed over the years. Some of these specifically refer to the public sector and include - Quantitative Service Delivery Survey (QSDS), Public Expenditure Tracking Survey (PETS), Expenditure Service Delivery Survey (ESDS), Contracting-Out Model, Direct Labour Model, "Own-Right" Service Provision Model, Contestability Model (CM), Competitive Tendering Model (CTM), and Collaborative Venture Model (CVM) (Khalil and Adelabu 2012).

Most of these models emphasise the issue of finance mainly and do not look widely at other variables that may hinder efficient and effective service delivery in the public

sector, in general. Khalil and Adelabu (2012) have developed, what they call a 'modified model' for efficient and effective service delivery in the public service called the "Modified Quantitative Service Delivery Model". This model is designed using three major variables: funding, managerial accountability and leadership in order to ensure efficient and effective service delivery in the public sector. It brings about innovative administrative techniques that ensure maximum efficiency in the production and delivery of public goods and services in the public service.

Local government being part of the public service, the model is relevant to this study of public participation in enhancing service delivery in Ba-Phalaborwa Municipality. Its combination of the concepts of funding, managerial accountability and leadership makes it relevant for the interactive public participation theory that has been chosen for this study.

From the above discussions, it is clear that there are numerous gaps in the framework used to guide public participation, as well as to measure efficiency in local government. The perception is that the local authorities, in an effort to deliver on their mandate of effective service delivery, tend to ignore a vital component of the system, namely, the throughput or transformation process. This 'shortcut' eliminates public participation as it assumes that the plan that local authorities bring to the table is a done deal and requires only a rubber stamp.

The theories discussed above, however, do act as a lens through which one can focus efforts to improve collaboration or integration of the various aspects involved in public participation and efficiency in local government, but they do not indicate the influence which the various processes have on one another. A systems approach can assist to optimise how the various parts influence the whole, namely, that service delivery consists of a number of components that work together for the overall objective of the whole. The best theory to guide this research is the DWAF Framework of the International Association for Public Participation because of its clear-cut stages.

2.9 Conclusion

This chapter presented the literature reviewed. The review of literature in this study was carried out mainly through consultation of secondary data from journals, books

and internet resources. This chapter also provided answers from different literature in line with the six major research questions and information from government legislation is also included as well as the role of public participation as a tool in enhancing efficiency in local government. The next chapter presents the research design and methodology that the researcher used uh conducting this study, that is, the blueprint that shows how the researcher obtained the findings and analyzed the collected data taking into consideration the ethical principles applicable in academic research.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3.1. Introduction

This chapter elaborates on the research design and methodology that were used in this research. The chapter explains the sampling method adopted to get the respondents as well as the data collection techniques and the manner in which data was analysed. Due to the nature of this research and the focus it puts on the Ba-Phalaborwa Local Municipality, the chapter also incorporates information of the study area or location and the population information of the area in which the study is located. Further, the chapter includes the validity, reliability and dependability methods employed and also discusses limitations, feasibility and positionality aspects as well as ethical issues pertaining to this research.

3.2. Methodology

De Vos (2002) describes research methodology as a way to systematically solve a research problem, in other words, the science concerned with the way research is conducted; Mudzanani (2016) defines it as the processes and steps of a research process. Collis and Hussey (2013) suggest this includes research design, data collection, data collection methods, sampling communication and how the data is to be analysed and reported. This means that the research methodology guides the process of conducting a research. In short, it is the 'how' of collecting data and their processing (Brynard and Hanekom, 1997).

This research employed qualitative method of research, which Leedy (2005) describes as the one in which the researcher directly observes and records people in their natural setting for an extended period of time. According to Neuman (2011) qualitative research puts an emphasis on the human factor and intimate knowledge of a research setting which gives information about the social processes, in a specific setting. The method does not limit the respondents' input to a set of predetermined responses. This, therefore, makes it relevant for this study as it will enable the researcher to gain more insight from the collected relevant data.

3.3. Research Design

Leedy and Omrod (2019) describe a research method as a scientific, systematic and purposeful method of investigation and it is dependent on the way in which the research problem is approached. Babbie (2008) puts it simply as a plan for an intended study, while Kruger and Welman (2019) elaborates the point by defining it as a plan according to which researchers obtain research participants and collect information. The latter definition corresponds with that of Babbie and Mouton (2012) who consider research design to be a plan or blueprint of how the investigator intends conducting his or her research. Terre Blanche, Durrheim and Painter (2012) suggest that such a plan should include the determination of what is going to be observed and analysed, based on the 'why' and 'how' questions formulated.

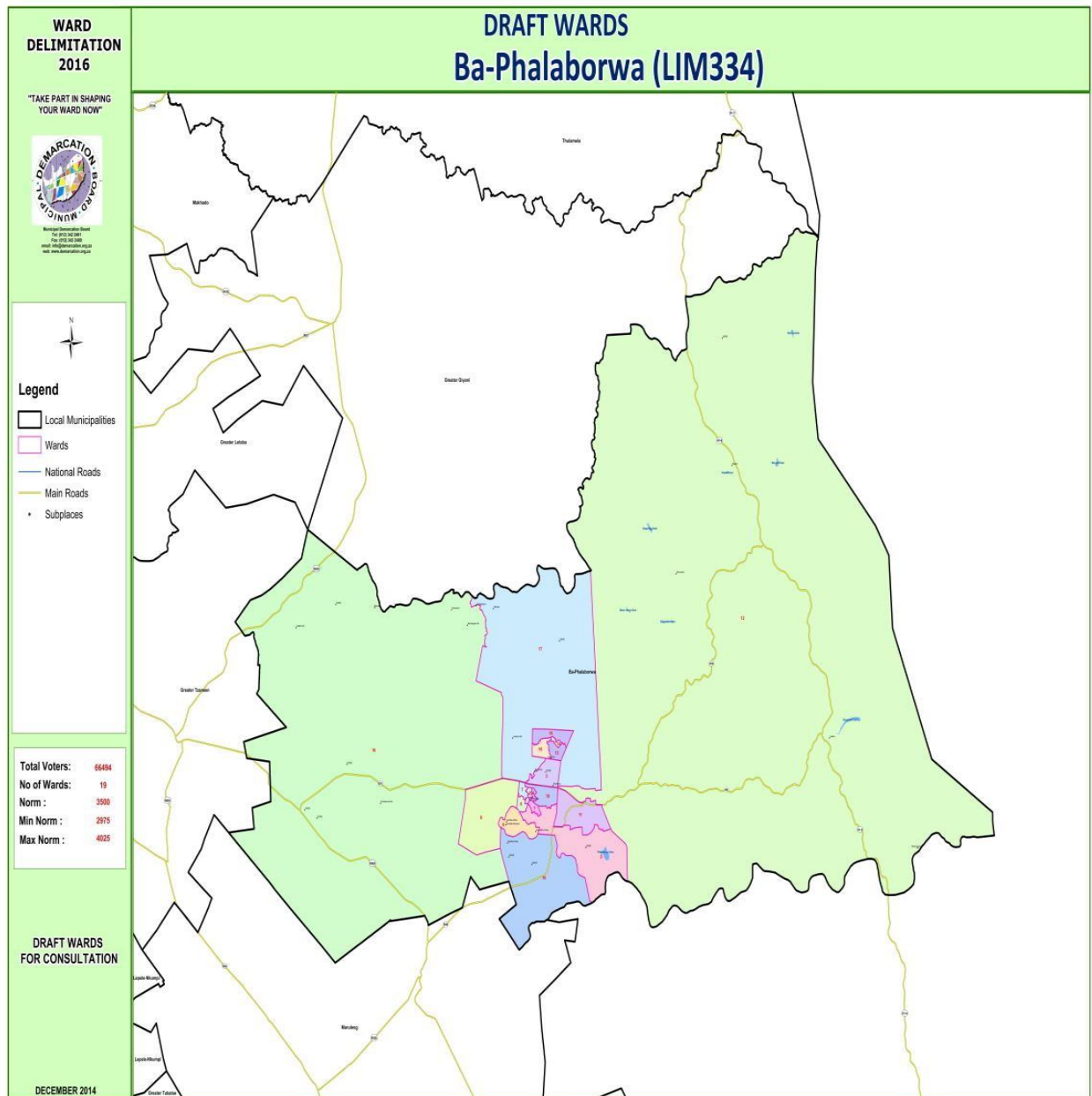
Research design is therefore a set of methods and procedures one can use in collecting data and analysing measures of variables, specified or identified in the research problem. A research design, therefore, shows the location and the tools or people that are used in the research. It, thus, dictates the strategies that the researcher employs to obtain and develop information that must be relevant and be interpreted.

The qualitative design using semi-structured questionnaires was utilized for data collection in this research. The participants were the Ba-Phalaborwa community members; they were the stakeholders and participants within the scope of the Ba-Phalaborwa Municipality. The data from the questionnaires, therefore, provided primary data for this study.

3.4. Study Area/Location

Ba-Phalaborwa Local Municipality is a Category B municipality found in the Mopani District in the Limpopo Province. It is one of the five local municipalities within the Mopani District Municipality. It is situated in the north-eastern part of Mopani, bordering the Kruger National Park. It includes the towns of Phalaborwa, Namakgale, Lulekani and Gravelotte, and it incorporates the five Traditional Authorities of Makhushane, Majeje, Mashishimale, Maseke and Selwane as well as various farming communities. About 95% of the population resides within a 15 km radius of the Phalaborwa Town, which is the main of the four towns. The Phalaborwa town is 220 km from Limpopo's provincial capital, Polokwane, and Mpumalanga's provincial capital, Nelspruit.

The study focussed on the Ba-Phalaborwa Community as whole, including both urban and rural areas of the municipality. Participants were sought from all these areas, without necessarily seeking equal geographical representatives.



Map of Mopani District Municipality showing the location of Ba-Phalaborwa Local Municipality

3.5. Population

The term population is commonly used to refer to people, although, the term can also refer to objects sometimes organisations or artefacts (Du Plooy 2009, Walliman 2011).

Ba-Phalaborwa Municipality represents an excellent model of population densification, with 94% of the municipal population staying in or around the 15km radius of the Phalaborwa urban complex. Phalaborwa town accounts for 20% and the remainder (31%) is made up of rural population. The remaining 6% of the population comprises of the populations of the Gravelotte, Grietjie and Selwane areas. According to the South African Statistics Census 2011, the Ba-Phalaborwa Municipality has increased its population from 131 089 to 150 637. It must also be noted that the Community Survey 2016 concluded that the population stands at 168 937 with 49 100 households.

Table3.1: Comparison between the Census Statistics South Africa Stats SA 2001, Census 2011 and community survey 2016

Census 2001		Census 2011		Community Survey 2016	
Population	Households	Population	Households	Population	Households
131 098	33 529	150 637	41 115	168 937	49 100

Source: Statistics South Africa 2016 and Community Survey 2016

Table 3.2 Age and Gender Distribution

Age group	Male	Female	Total
0-4	9 721	9 712	19 433
5 -9	7 536	7 848	15 384
10-14	7 529	7 219	14 748
15-19	7 118	7 555	14 674
20-24	8 132	7 995	16 127
25-29	6 824	7 371	14 195
30-34	5 392	6 016	11 407
35-39	4 649	5 390	10 039
40-44	3 886	4 395	8 282
45-49	3 103	3 787	6 890
50-54	2 691	2 852	5 542

55-59	2 414	2 252	4 667
60-64	1 660	1 620	3 280
65-69	837	1 206	2 163
70-74	657	957	1 608
75-79	297	632	972
80-84	244	444	647
85 +	139	321	439
Total	72 923	77 572	150 495

The population of this study include community leaders from all the relevant sectors in the community, including representatives of NGOs, religious groups, business, traditional leadership and municipal officials from the Ba-Phalaborwa Municipality.

3.6. Sampling

Sampling means taking any portion of a population or universe as representative of the population or universe (Kerlinger, 1986). It is, thus, a process of selecting units from a population of interest; a process used in analysis in which a pre-determined number of observations are taken from a larger group (Leedy, 2019). It is a method of deducing information about a whole population from a limited number of units (Khan, 2014). The selected sample must provide representative data for the whole population.

For the purposes of this study, purposive sampling was used to ensure that only people who are accessible and have the necessary information for this study were targeted. This is a deliberate choice of informants due to the qualities they possesses (Bernard, 2002). The strategy involves selecting a small number of respondents to yield the most information and have the greatest impact on the development of knowledge about the topic (Guetterman, 2015).

The sampling technique in this research corresponds to purposive sampling, as the population elements were selected based on the purpose of the interviews (Peljhan and Marc, 2018:926). This allowed the selection of specific data-sources from which information was collected to respond to the research question (Yin, 2011).

This type of sampling was selected to ensure that the selected informants are knowledgeable about public participation in local government since that is the subject being studied, be willing to participate and be representative of a range of points of view (Engel and Schutt, 2010); the selected informants had to have participated in the process before. Through purposive sampling, a list of 30 (thirty) pre-selected individual contacts was compiled to ensure only knowledgeable informants were selected; these people were drawn from the various sectors in the Municipality and had the characteristics and knowledge needed by the researcher (Babbie and Mouton, 2012; De Vos *et al.*, 2002; Sarantakos, 1998; Struwig and Stead, 2001). The participants were able to provide the researcher with the information that was needed regarding public participation and local government efficiency. Each interview took about an hour to an hour and half as recommended by various experts in this kind of research (Seidman, 2016).

This study did not attempt to draw a sample that was representative of the population for purposes of generalizations, however, no more than two interviewees were selected per ward or administrative unit to avoid bias towards certain wards or units.

3.7. Data collection

Polit and Beck (2008), define data collection as a systematic process in which a researcher collects relevant data from respondents by asking questions or opening a conversation about a phenomenon as well as reading about a phenomenon under study. Different instruments can be used to collect data.

For the purpose of this study, semi-structured questionnaires were used. One advantage for questionnaires is that they contain similar questions to be answered by all participants and allows for a researcher to compare similarities and common patterns in their responses. The questionnaire consisted of both open-ended and close-ended questions; open-ended questions had no fixed answers from which the respondents had to choose. Respondents in open-ended questions were asked to either qualify their responses or to provide their own perspective.

The activity to complete the exercise was self-completion of questionnaires where respondents responded to the questions by completing the form. The respondents

were required to complete the questionnaire independently or with the help of the researcher. Participants were also interviewed, with a maximum of five participants being interviewed each day.

3.8. Data analysis

The purpose of data analysis, irrespective of data type or underlying research tradition, is to organize, provide structure, and generate meaning from the data (Polit and Beck, 2010). Generally, data analysis means a search for patterns, recurring behaviour, objects or body of knowledge.

For this study, a thematic analysis approach was used. This is a method for “identifying, analysing and reporting patterns (themes) within data. This method minimally organizes and describes data set in detail. Further, it helps interpret various aspects of the research topic” (Braun and Clarke, 2008: 79).

The responses were then grouped together, for example, all responses under question one was put together and to focus the analysis, these responses were further filtered into themes. This approach to data analysis assisted the researcher to organize data, divide it into manageable units, synthesize it, and search for patterns, thus, discovering what is vital, what is to be learned and deciding what would be shared with others (Bogdan and Biklen, 2007).

2.9. Validity, reliability and dependability

To ensure validity, reliability and dependability, this study utilized participants from different sectors of the community of Ba-Phalaborwa, such as councilors, business leaders and representatives from NGOs. Data gathered was triangulated with contents of the reviewed literature. Data triangulation, therefore, assisted to obtain different viewpoints to validate the study’s findings, conclusions, and recommendations. The semi-structured questionnaire allowed free flow of information, thus, producing enough information to the point of data saturation. To further ensure credibility, the triangulated spreadsheets were shared with respective respondents to correct or confirm if the main themes in their responses truthfully and completely articulated their intentions, knowledge and understanding.

3.10. Limitations, feasibility and positionality

The study used primary data obtained from participants from various sectors of the community but could not include participants from all sectors; neither could it be representative of all wards of the municipality in equal proportions, nevertheless, the selected sample covered most sectors of the community.

3.11. Ethical issues

According to Newman (2000), ethical considerations require balancing the value of advancing knowledge against the value of non-interference in the lives of others. Barbour (2015) asserts that consent must be managed as a process rather than an agreement when dealing with ethical considerations. Reaves (2018: 351) defines 'ethics' as a system of moral beliefs about what is right and wrong. It is a system of moral beliefs about what a researcher can and cannot do to research participants, both human and animals. Ethics are guidelines or standards for moral conduct in research; ethical codes prescribe principles for upholding the values of science and for resolving conflicts between scientific ideals and societal values Singleton (2018: 515).

The researcher clearly indicated to the participants that the study was an academic exercise, thus, the results would not be published without their informed consent being provided. Another ethical concern related to the fact that the researcher was conducting interviews with some of the people familiar to her, and on an issue, she is accustomed to, from an organisational level. The researcher is an employee of the Government Communication and Information System (GCIS) which constantly liaises with various sectors of community. This had a potential to limit openness on the part of the respondents; equally, the respondents could be too willing to provide information, thus, exaggerating on issues. A strategy such as triangulation, hence, was utilized to validate the information.

3.11.1 Privacy

As a measure of ensuring privacy, confidentiality and no harm to the study's participants, the names of participants were not disclosed except with their (participants') written consent. Apart from a physical form, harm can also be of a mental, emotional and psychological nature and these can arise from the type of

questions that are asked or the manner in which they are asked. According to Grinnell (1993: 484), the right to privacy is the individual's right to decide when, where, to whom and to what extent his or her attitudes or beliefs and behavior will be revealed. The researcher ensured that participants' privacy was respected when interviewing them; this was done by allowing them to use false names. As a researcher, one has an obligation to respect the rights, needs, values and desires of the respondents. The researcher assured the respondents that their names will not be revealed and the information that they had given will not be publicized. The information given shall be kept confidential, hence, they were allowed to give false names.

3.11.2 Anonymity

Anonymity refers to the protection of research participants by separating specific identities from the information given (Nachmias and Nachmias, 2012: 86). The researcher give assurance that respondents shall remain anonymous, and that their names and their particulars shall not be given to any person without their consent. Confidentiality and anonymity are interconnected yet different concepts. Confidentiality can be ensured through anonymity, while the latter is a way to intensify privacy; this prevents the identification of the person who performs a certain action (Crow and Wiles, 2008; Dobrick *et al*, 2017). Measures were taken to protect confidentiality of the respondents, thus, the names of the respondents or their positions were not included in the report to ensure anonymity. Anonymity of respondents could not be achieved in this study, however, all information that can easily identify the respondents was kept confidential.

3.11.3 Informed Consent

Babbie (2007: 64) defines 'informed consent' as a norm by which subjects based their voluntary participation in research projects on the full understanding of the possible risks involved. The respondents were informed that they can withdraw from the study if they want to and if they no longer feel comfortable.

3.11.4 No Harm to Participants

Academic research should never injure the people being studied, regardless of whether they volunteer for the study or not; subjects can be harmed psychologically in the course of the study, therefore, the researcher must look for dangers and guard

against them (Babbie and Mouton, 2001: 522). In this study, the principle of no harm to the respondents was observed; in the process of collecting data, the researcher did not ask participants or respondents sensitive questions so as to avoid harm to respondents.

3.12 Quality Criteria

This study falls within the qualitative approach, therefore, the following aspects were addressed thoroughly:

3.12.1 Credibility

Credibility in qualitative research relates to the term “internal validity”. This is more often associated with quantitative research where causal relationships between variables are sought; it also refers to the truth of the study (Krefting, 1991). In qualitative research, where the beliefs and multiple realities exist, the truth of a study relates to how accurately the phenomena being studied is represented. This is reflected in the researcher’s willingness to include contradictory statements rather than to present a one-sided argument from the data (Silverman, 2000). Credibility is the term used in qualitative methodology to answer questions about the truth value.

As one of the basic assumptions in qualitative methodology is that realities can be multiple, credibility refers to the researcher’s ability to capture these realities. Questions that can be raised in this regard include: *Has he or she really understood and described the informants well enough? Would it be possible for other people to recognize themselves, or the context that is being described?* Several techniques have been developed in order to increase credibility in a qualitative study, of which the most frequently used are prolonged engagement, triangulation, peer de-briefing and member checking. Prolonged engagement refers to researchers’ efforts to really understand and become acquainted with the social context under study and the people in this context.

3.12.2 Transferability

Transferability means the ability to generalise from the findings of the study. Lack of generalizability is one of the criticisms of qualitative enquiry; due to the uniqueness of each qualitative research situation, it is impossible to replicate results (Holloway and Wheeler, 1996). Shepard *et.al.* (1993) suggest that within phenomenological research,

generalising is not the job of the researcher, instead, the reader is required to judge how well the study applies to other situations familiar to them. The job of the researcher is to attempt to describe a particular phenomenon in such a depth that it enables the reader to generalise.

3.12.3 Dependability

The Dependability refers to the epistemological notion that researcher and study subjects are interrelated and interacting with each other, thus also influencing each other. Perceived realities are constantly changing, thus, questions of replicability are not in focus. Dependability instead relates to the ability of the researcher to be flexible and change perspective in accordance with the emerging process. Dependability focuses on whether the same findings would be achievable if the study was repeated; this mirrors the term 'reliability' used in quantitative research.

It has already been discussed, that inherent in qualitative research is the assumption that multiple realities exist in the complex, ever-changing context of an individual's life. If this is the case, it is not relevant for the qualitative research to produce the same results time after time. Lincoln and Guba (1985) recognise that instead, the qualitative research process should be logical, traceable and clearly documented. The technique proposed by Lincoln and Guba is an 'audit trail' which refers to a strategy whereby the research process is documented and described in detail and preserved for eventual audits. It should, thus, be possible for outsiders to follow all steps and decisions in the process of conducting the research.

3.12.4 Confirmability

Confirmability is concerned with establishing that the researcher's interpretations and findings are clearly derived from the data, requiring the researcher to demonstrate how conclusions and interpretations have been reached (Tobin and Begley, 2004). According to Guba and Lincoln (1989), confirmability is established when credibility, transferability, and dependability are all achieved. Koch (1994) recommends that researchers include markers, such as the reasons for theoretical, methodological, and analytical choices throughout the entire study, so that others can understand how and why certain decisions were made.

3.13. Conclusion

Chapter three was about the research design and methodology. The main aim of the chapter was to reveal the methods that were used when conducting the research. In the chapters was also discussed the nature of the study population and location, purpose of the study, sampling, data collection method, data collection instrument and data management and analysis as well as the ethical considerations adhered to during the process. The next chapter presents the findings that were made in this study and these findings are mainly data gathered through one on one interviews where the researcher sends or distributed the printed interview questions and respondents provided their answers faster this chapter will also of the analysis of the findings made thereof.

CHAPTER 4

PRESENTATION, INTERPRETATION AND DISCUSSION OF FINDINGS

4.1. Introduction

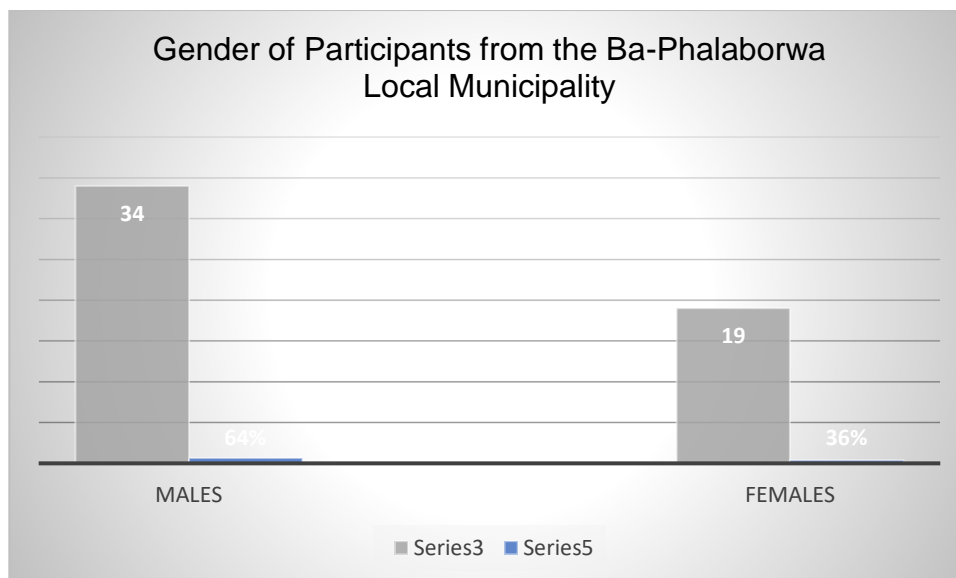
This chapter's focus was on the presentation, interpretation, and discussion of the data collected through semi-structured interviews. This chapter presents some the verbatim responses as they were collected from Ba-Phalaborwa Municipal Officials, Community Development Workers CDWs, Non-Governmental Organizations NGOs, Traditional Leaders and Religious Groups on the assessment of the effectiveness of public participation as a tool in enhancing efficiency in local government.

4.2. Biographical details of participants

The participants in this study comprised of Ba-Phalaborwa Municipal Officials, Community Development Workers CDWs, Non-Governmental Organizations NGOs, Traditional Leaders and Religious Groups.

4.2.1. Gender of participants

Figure 4.1: Gender of participants



The above Figure 4.1 on the gender of participants shows that majority of participants were males who numbered 34 and made up 64% of the total population for this study, while females numbered 19 which translated to 36% of the total sample of this study.

Table 4.2: Age of participants

Age	Number of Participants	Percentage Total
20-25	5	9%
25-30	7	13%
30-35	6	11%
35-40	4	8%
40-45	4	8%
45-50	11	21%
50-55	10	19%
55-60	4	8%
60>	2	4%
Total	53	100

Table 4.2 above shows the ages of the participants in this study and the figures show that majority of participants were within the age range of 45-50 who made up 21% of the total sample. Those participants aged between 50-55 occupied second position and they accounted for 19% of the total population. Participants aged between 25-30 years made up 13% followed by those aged 30-35 who contributed 11% to the study population, and those aged 35-40 and those aged 40-45 both accounted for 8%, followed by those aged 20-25 who made up 9%; those aged 60 years and above and made up 4% of the total study sample.

4.3. Themes

In this study, the themes that were generated by the researcher from the respondents were collected under each objective as laid out in chapter 1 of this study. The categories and sub-categories of themes generated were discussed in order to develop synergy or a link between the main themes. The interview responses were first coded then compared with other groups' responses which aided in the construction of the final themes. The following is an interpretation of the data collected from interviews conducted with Municipal Officials, Traditional Leaders and representatives, Community Development Workers, Non-Governmental Organizations and Religious groups within Ba-Phalaborwa Local Municipality.

4.4. Public Participation in Ba-Phalaborwa Local Municipality

The public participation function in the Municipality is located in the Office of the Speaker. The Municipality appoints a Public Participation Manager who is responsible for the coordination of all public participation activities. The Municipality has established a complaints management system in order to address service delivery-related complaints (Republic of South Africa, 2007). There is a *Batho Pele* committee which sits every month to address issues raised through Ward Committee reports, Community Development Workers reports, Premier hotline complaints and *Imbizo* reports (South African Local Government Association, 2013).

4.4.1. Public Participation Policies in Ba-Phalaborwa Municipality

The municipality amended its public participation policy which was approved by council. The municipality also has a complaints management system which is referred to as *Batho Pele* (Republic of South Africa, 2007).

4.5. Public Participation Mechanisms

The municipality has, since the inception of ward committees, established them in all the municipal wards. Currently, there are 19 ward committees in the Municipality which corresponds with the number of wards as per the 2016 local government elections demarcation. The ward committees are fully functional; they submit their monthly reports to the Public Participation Manager in the office of the Speaker. The reports are processed through the Economic Development Portfolio Committee and attached to EXCO and Council agendas. The current ward committees have been trained in order for them to effectively do their responsibilities. The training was funded by Limpopo Department of Cooperative Governance, Human Settlement and Traditional Affairs. In terms of support, the municipality has set aside a budget to cater for the administration of ward committees (Ba-Phalaborwa Municipality Integrated Plan IDP, 2020-2021). Ward committee members are currently receiving a stipend of R1500.00 per month, the stipend increased by R500.00 as from July 2020 and the money goes towards transport costs and other logistical things.

4.5.2. Community Development Workers (CDW)

According to the Ba-Phalaborwa Municipality Integrated Plan IDP (2020-2021), the municipality has 12 fully employed community development workers who are involved

with the Municipal's wards. The CDWs are part of the municipal integrated development planning processes and their reports are incorporated and processed together with the reports of the ward committees; their reports form part of the EXCO and Council agenda. The challenge with the community is that for the past three years, no CDWs have been employed. This has led to a number of wards without the services of CDWs. The Municipality has 19 wards and only 12 CDWs; wards 3,5,11,12,13,14 and 17 are without the services of CDWs.

4.5.3. Mayoral *Imbizos*

The Municipality has a programme of mayoral outreach programme (*Imbizos*) which it has incorporated into the IDP, Budget and PMS Process Plan. According to the Plan, there are four (4) *imbizos* per year, with one held each quarter. The *imbizos* are coordinated by the Public Participation Manager in the Office of the Speaker through a dedicated task team. *Imbizos* afford the mayor an opportunity to interact with the community of Ba-Phalaborwa and to give feedback on service delivery issues, without substituting for the monthly report back meetings by the ward committees and ward councillors. To date, the Municipality has convened four (4) *imbizos* to date. The first *imbizo* was held in August 2019 and the second *imbizo* was held in November 2019 and the third one was held in February 2020 and the fourth one was held in April 2021. The municipality has also launched a programme providing a free WIFI to the community during the Mayoral *Imbizo* (Ba-Phalaborwa Municipality: IDP Report 2016/17-2017/18).

4.5.4. IDP, Budget and PMS Public Participation

The Municipality has been able to involve its communities in the IDP, Budget and PMS processes. Starting from the planning process (IDP), the financial process (budgeting setting of municipal tariffs) and the evaluation and monitoring of performance objectives and results (PMS) (Ba-Phalaborwa Municipality: IDP Report 2016/17-2017/18). Road shows are planned in such a way that they cover all the municipal wards. Members and community organisations are also afforded an opportunity to make written and oral submissions to the process, before finalisation (Ba-Phalaborwa Municipality: IDP Report 2016/17-2017/18).

4.5.5. Electronic Media

As a way of public participation, the Municipality has an active website that is being updated regularly. The website is used as a tool to afford communities an opportunity to participate in the Municipal's affairs. Municipal notices, reports and tenders are placed on the website. Currently, on a monthly basis, the Municipality publishes a municipal internal newsletter which affords the employees an opportunity to know what is happening in the Municipality.

4.6. Municipal Public Accounts Committee (MPAC)

The Municipality has established a Municipal Accounts Committee in terms of section 33 and 79 of the Municipal Structures Act 2000. The Committee is functional, plays an oversight role of the council and consists of councillors who are non-executive councillors.

4.6.1. Anti-corruption, Audit and Risk Management

4.6.2. Anti-Corruption

The main purpose of an anti-corruption section is to create an environment which is anti-fraud and corruption-free. To promote good governance and ensure continuous commitment to the fight against fraud and corruption, the Risk Management Unit has developed the governance documents below:

- Anti-Fraud and Corruption Strategy
- Fraud Prevention Plan
- Investigation Policy
- Donation policy
- Whistle-blowing policy
- Access Control Policy

4.6.3. Prioritisation of community needs

The Municipality held ward-based planning meetings in all the wards to identify community needs and their priorities for inclusion in the 2020/21 IDP document. Ward challenges identified through the above processes were confirmed during public participation processes in the wards. Public participation processes included, ward

mass meetings, ward report back sessions on service delivery and ward reports submitted monthly to the Municipality.

4.7. Themes obtained on assessing Public participation as a tool in enhancing efficiency in Ba-Phalaborwa Local Municipality

Findings in this study have shown that public participation is an effective tool in enhancing efficiency in Local Government and in particular, Ba-Phalaborwa Local Municipality; this is evidenced by the following aspects as cited by participants:

- (i) Improved service delivery
- (ii) Greater accountability
- (iii) Increased level of information in communities
- (iv) Community empowerment
- (v) Greater tolerance of diversity
- (vi) Better wealth distribution
- (vii) Greater community solidarity
- (viii) Better needs-identification for communities

4.7.1. Improved service delivery

A large number of participants held similar sentiments that the act of public administration is a key ingredient in the creation of an efficient service delivery at Ba-Phalaborwa Local Municipality. When citizens are actively involved in the operations of their municipality, it in turn will be made aware of the most immediate needs of community members. On “improved service delivery”, the researcher posed a question on how public participation is necessary in enabling efficiency and delivery of services in Ba-Phalaborwa Local Municipality and participants had this to say:

Yes, it is important because in the sense that it promotes accountability in administration and executive, that is, the municipality must be transparent, (PMS Officer: Ba-Phalaborwa Local Municipality).

Yes, some meetings are robust, and it also allow written submissions, (Municipal Manager: Ba-Phalaborwa Local Municipality).

4.7.2. Greater accountability

Public participation creates room for accountability and findings in this study show that where there is accountability there is a sense of responsibility or obligation by the Ba-Phalaborwa Local Municipality towards community members that it serves. Lower levels of government are expected to be more accountable to the citizens by virtue of their proximity. Such proximity is also seen as a way of ensuring that citizens can demand for accountability and access information necessary to reduce corruption.

4.7.3. Increased level of information in communities

One of the most common ways public participation improves governance is by increasing levels of information about local government in communities.

4.7.4. Community empowerment

Public participation is a way of improving governance, by increasing levels of information about local government in communities. The other benefit of public participation is improved needs-identification for communities. The Constitution of South Africa's Section 153(a) of the Constitution lists as a key duty of a municipality that it structures and manages its administration, budgeting and planning processes to give priority to the basic needs of the community.

4.7.5. Greater tolerance of diversity

South Africa is a very diverse country along racial, economic and social lines.

4.7.6. Greater community solidarity

Public participation creates greater community solidarity because the community will be united towards one agenda and in context of this study, this agenda is service delivery. Community solidarity is essential in service-delivery issues and it facilitates efficiency towards the delivering of services in Ba-Phalaborwa Local Municipality. For example, there may be a situation where community members would not agree on what should be constructed first a road or a clinic. Some community members might want the clinic to be constructed first whilst others may want the road to be attended to first. In a scenario like this, achieving efficiency will become difficult for the

Municipality if it does not have the capacity and resources to run both projects concurrently. In a situation where there is community solidarity, performing service delivery will be made efficient, both for the Municipality and the community members of the Ba-Phalaborwa Local Municipality when they receive these services.

4.8. Community consultations

Majority of participants reiterated that the municipality makes decisions on several occasions without consulting the people of Ba-Phalaborwa Local Municipality who stands to be affected by these decisions. When communities are not consulted, it becomes very difficult for the Municipality to align itself and respond relevantly to the challenges faced by the community. The point to reiterate here is that Ba-Phalaborwa Municipality exists to serve the people who fall under its geographical space, therefore, when decisions are made without involving the people who are directly and indirectly affected by these decisions, this will actually create more problems than solutions.

4.8.1. Awareness

The first thing that has to stand out when it comes to public participation is that community members need to be made aware that there are better for them to participate in issues that will impact their lives. Many community members within Ba-Phalaborwa Local Municipality seem not aware of statutory matters and institutions that seek to promote public participation in local governance in South Africa. Findings in this study show that the actual levels of community participation at Ba-Phalaborwa Local Municipality are very low, especially, in the management of the Municipal's services, monitoring of services, budgeting and planning as well as implementation.

One other significant observation on this issue, was that the levels of awareness of public participation initiatives was very low especially among community members who seem not to be aware of their roles in public participation at local government level. From a gender perspective, the study found that males were relatively more aware of community activities than females. Majority of male participants showed an awareness on guidelines and greater knowledge of citizen involvement in service delivery issues. On means of communication regarding the Ba-Phalaborwa's Community Agenda, the study found that most people got information through interpersonal contacts, A large number of respondents indicated that they get information from the radio, newspapers or television.

4.8.2. Checks and balances

Public participation presents opportunities for Ba-Phalaborwa residents to be actively involved in how the municipality is run on a daily basis. When the public effectively takes part in affairs concerned with the delivery of services, there will be less room for corrupt Municipal Officials and Traditional Leaders who may seek to individually benefit, at the expense of the entire community. The people or the community by itself can ensure that those who are tasked with the day-to-day running of their Municipality are held accountable. Accountability is a very crucial aspect of public participation and service delivery, therefore, the mere fact that Ba-Phalaborwa community members feel the need to be involved in matters related to their governance is a sign of accountability.

4.8.3. Traditional leaders

Traditional leaders are the cornerstone of local government in South Africa, and this is evidenced by the creation of the Cooperative Governance and Traditional Affairs Ministry, currently, led by Minister Nkosazana Dlamini Zuma. Findings in this study have revealed that there is no cooperation between religious leaders and traditional leaders within the Ba-Phalaborwa Local Municipality.

4.9. Forms of participation

The study's findings revealed that public participation within the Ba-Phalaborwa Local Municipality falls into categories as outlined below:

4.9.1. Obligatory participation

Under obligatory participation within Ba-Phalaborwa Local Municipality, it is imperative that all municipal workers, community development workers and community are obliged to participate in matters that involve the passing or enacting of rules that may affect other community members under the Municipality.

4.9.2. Citizen participation

Citizen participation presents opportunities for the ordinary people within communities to be involved in shaping their destiny. For example, the passing or introduction of a certain policy might need the authorities to first consult with the people who will be directly affected by such policies. Citizen participation gives voice to the somewhat muted or voiceless sections of the population; when citizens come together and put

their heads together for achieving a common goal, it becomes difficult for the authorities to deny the people what they will be demanding due to the fact of numbers; for example, personal contacts between individuals, councillors and/or public officials can contribute towards citizen participation in service delivery, therefore ultimately improving the efficiency of service delivery within the Ba-Phalaborwa Local Municipality.

There are five traditional authorities within the Ba-Phalaborwa Municipality and their names are:

- (i) Mashishimale Traditional Authority
- (ii) Maseke Traditional Authority
- (iii) Majeje Traditional Authority
- (iv) Makhushane Traditional Authority and
- (v) Selwane Traditional Authority

According to the Ba-Phalaborwa Municipality Integrated Plan IDP (2020-2021), the municipality has a good working relationship with all the five local authorities, although there are areas where there are some differences, that is, in the management of land-use and the demarcation of new sites. The following stakeholders form part of the Municipality's governance system, the mining houses, sector departments and government institutions, the local tourism product owners, local business formations, nongovernmental organizations, rate payers, civic organizations and other groupings; these are important stakeholders in local development. A lot has been achieved through stakeholder initiatives, although there is an acknowledgement that a lot still has to be done to improve relations between the Municipality and its stakeholders.

4.9.3. Encouraging Teamwork

A number of participants emphasised the necessity of "teamwork", a word can be used synonymously with "public participation" as a tool in enhancing service delivery in Ba-Phalaborwa Local Municipality service delivery. When community members come together despite their cultural differences and economic backgrounds, they put themselves in a better place to create an environment or public platform where their grievances are put into consideration with the amicable solutions from the Ba-Phalaborwa Municipal Officials.

4.9.4. Employing personnel with right qualifications

When asked about possible recommendations that the Ba-Phalaborwa Local Municipality may adopt to improve public participation as a tool in enhancing efficiency in local government, participants cited the need for the Municipality to employ suitable people with the right qualifications to deliver on the tasks at hand. Public participation will be rendered ineffective if the municipality appoints personnel who do not have the proper qualifications for the job. For example, if Ba-Phalaborwa Local Municipality hires incompetent Public Participation personnel, it will become difficult for such personnel to design or come up with programs that give voice to the community.

4.9.5. Interested groups in public participation

Ba-Phalaborwa Local Municipality also has non-governmental organisations that work together with community members and municipal officials in ensuring that the people are given the services and goods that the local government is obliged to provide; for example, the outbreak of SARS Covid-19 has led to a number of adjustments into how Ba-Phalaborwa Local Municipality conducts its operations. Interested groups can play pivotal roles into the formulation of policies related to service delivery issues within the Ba-Phalaborwa Local Municipality. When interested groups take part in service delivery-related aspects, they will create a chance for community's voice being heard by those in positions of authority. When interested groups represent people through public participation, there will be more room created for bringing efficiency in the way that services will be delivered to the Ba-Phalaborwa Local Municipality.

4.9.6. Interested groups as service delivery enablers

Interested groups within Ba-Phalaborwa Local Municipality are at the centre of service delivery; for example, at times, public officials may use their own discretion when planning for road construction within the municipality. Public officials just like any other human beings, do have their own inherent biases to the way that they regard issues in life and may also be affected by conflict of interest; in situations like these, interested groups will be able to intervene for the community if they perceive some of the decisions passed by municipal authorities to be unjust.

4.10. LEGAL RIGHTS AND RESPONSIBILITIES

4.10.1. Constitutional provisions for public participation in Local Government Sphere

Chapter 7 of the Constitution of the Republic of South Africa (Act 108 of 1996) contains provisions for public participation in policy-making and implementation in the local government sphere. Section 152 (1) (e) of this Chapter stipulates that one of the objectives of local government is “to encourage the involvement of communities and community organisations in matters of local government”. In relation to these Constitutional provisions, participants in this study pointed out the significance of public participation in creating room for efficient delivery of services in Ba-Phalaborwa Local Municipality. It is natural that if a community seems not interested in being involved in passing decisions on matters that affect them, some irresponsible leaders will then take advantage of the community’s disinterest and naivety and will want to profit from the people.

According to Statistics South Africa (2016) Community Survey, about 44 277 households in the Municipal area have access to water which is 91.3% and 4 222 (8.7%) households do not have access. The distances that people have to travel to access water varies from 200m to greater than a kilometre. The areas that are mostly affected by water challenges are Bern-farm, Matikoxikaya, Mashishimale, Maseke, Lulekani and Selwane (Ba-Phalaborwa Municipality Integrated Development Plan Preview IDPP, 2020-2021).

4.10.2. National Policy Framework for Public Participation

As part of the findings in this study, the researcher analysed the South African National Policy Framework for Public Participation in relation to the findings through the interviews. The National Policy Framework for Public Participation is more of a manual for South African municipalities in which all are expected to adhere or use as a guidance in how municipalities should involve citizens in enabling efficient delivery of services. In this study the researcher compared findings gathered through the National Policy Framework for Public Participation’s dictates on how municipalities in South Africa should handle or approach public participation and service delivery.

A widely accepted fact that it is a challenge for governments to design and implement effective forms of public participation as doing this requires participatory institutions

and practices. These aim to empower citizens in meaningful ways whilst at the same time taking consideration of the practical or real-world conditions, including experiences from other countries in as far as local governance in South Africa, together with the broader legislative and policy context which frames institutional design.

The Municipal Systems Act outlines certain rights and responsibilities of citizens and the municipality as regards public participation in local governance. These must be accommodated in any municipal public participation policy, with citizens having the right to contribute to decision-making process through mechanisms created by the Ba-Phalaborwa Local Municipality. Under the Municipal Systems Act, citizens have a right to be informed of:

- (i) Council decisions, through mechanisms created by the municipality (Municipal Systems Act, (Section 5(1) (c)).
- (ii) Municipal affairs, including finance through mechanisms created by the municipality (Municipal Systems Act, Section 5(1) (d)).
- (iii) Their rights and duties, through mechanisms created by the municipality (Municipal Systems Act, Section 18(1) (c)).
- (iv) The available mechanisms, processes and procedures in place to encourage and facilitate community participation (Municipal Systems Act Municipal Systems Act, Section 18(1) (a)).
- (v) Matters with regard to community participation is encouraged Municipal (Systems Act, Section 18(1) (b)).
- (vi) Municipal governance, management and development, taking into account the language preferences and usage in the municipality and the special needs of people who cannot read or write (Municipal Systems Act, Section 18(1) (d)).
- (vii) The time, date and venue of every meeting of the Council (Municipal Systems Act, Section 19).

In view of the above dictates of the South African Local Government Municipal Systems Act, the researcher notes with a huge concern that the interview findings in this study seem to be in contrast to what is stipulated under law. The researcher's argument is based on the fact that community members in Ba-Phalaborwa Municipality

seem to lack the above mentioned information that is enshrined in the Constitution of South Africa.

The Ba-Phalaborwa Local Municipality leaders have failed the community that they purport to be leading because they have failed to equip the residents with the information that they need in so far as public participation is concerned. Asked whether public participation provides sufficient information at all time to the people of Ba-Phalaborwa by the Municipality, respondents had this to say:

I think if provision of sufficient information was provided, we will not encounter public unrest or protest in terms of service delivery, (Community Development Worker).

Insufficient financial assistance from the local municipality (Manager: Non-Governmental Organisation).

4.11. Public Participation as a Basic Principle of Service Delivery

Chapter 10 of the Constitution of the Republic of South Africa (~~Act 108~~ of 1996) focuses on the basic values and principles governing public administration. The idea that “Public Participation” is a basic principle in service delivery translates to the fact that the participation of the public in service delivery matters is very fundamental. The fundamentality of the concept of “public participation” in this context stems from the fact that services and goods that are meant to be distributed to the community can be best decide upon by the communities for whom these services and goods are meant. To that end, one can realise the importance of public participation in the delivery of services.

4.11.1. Communication strategy

The findings in this study show that the communication strategy used by Ba-Phalaborwa Local Municipality in reaching out to the community is very effective in ensuring efficient service delivery to the community. Asked whether the communication strategies used to link Ba-Phalaborwa Local Municipality and the community are effective enough to allow the community to be effectively involved in the Municipality programs, participants said:

Yes, we have so many platforms whereby we communicate matters of the municipality from, for example, Ba-Phalaborwa Local Municipal Facebook page, websites,

WhatsApp, SMS local radio station, newspaper and also through their Ward Councillors and Ward Committees during community feedback meetings, (Ba-Phalaborwa Municipality Spokesperson).

Yes, the formal consultation for the public are always done as per schedule and consent. Groups are allowed to bring their issues as and when they arise (Ba-Phalaborwa, Municipality Manager).

Yes, Loud hailing, radio announcement, Facebook pages, Municipal Stakeholder and WhatsApp groups, (Ba-Phalaborwa Municipality Clerk).

Yes, all communities of Ba-Phalaborwa must benefit equally, some are left out because of culture, (Ba-Phalaborwa Municipality: Administration Official).

Yes, because relevant stakeholders are consulted and ensure they participate whenever they are called to, (Community Development Worker).

The responses from participants above are evidence that communication is a crucial aspect of public participation because it is the vehicle that drives participation of the public, thus, rendering it an effective tool in service delivery. According to the National Policy Framework for Public Participation in South Africa, in respect of public participation aspects of communication strategy, there is an already existing requirement for municipalities to implement a Community Management System (National Policy Framework on Public Participation, 2007).

With respect to ward committees, it is also necessary for municipalities to empower and support them, as well as requiring them to operate in a participatory and democratic fashion. As stipulated under the National Policy Framework on Public Participation (2007), apart from empowerment, ward committees must be involved in key municipal processes of development planning, the budget, the performance management system, performance assessment and service delivery agreements as required by the Systems Act.

In addition, municipalities must incorporate representatives from ward committees on audit committees; it is recommended that a ward committee member, nominated by the Mayor, sit on the personal performance evaluation panel. Last but not least, it is recommended that municipalities must facilitate discretionary ward budgeting where

ward committees have their own funds which they disburse using community-based planning methods.

In their bid to provide the much-needed support, ward committees' operations must adopt by-laws and policies that clearly outline the manner in which elections will be conducted. Included under this aspect are the requirements that ward committee members must be democratically elected and their term of office be the same for Ward Councillors.

In respect of the Ba-Phalaborwa Local Municipality's Integrated Development Plan IDP, it is necessary for municipalities to empower and support the IDP forum, as well as requiring it to operate in a participatory and democratic fashion. It is required that the IDP Forum be involved in key municipal processes of development planning, budgeting, performance management system, performance assessment and service delivery agreements as required by the Systems Act. When asked whether the Municipality's approved Integrated Development Plan IDP and programs represent the voice of majority of community members, participants said:

Yes, all wards are involved during ward-based planning programs of the municipality. They identify their needs, prioritize them and such needs are the ones included in the IDP of the Municipality, (Ba-Phalaborwa Local Municipality: Public Participation Officer).

Yes, because public participation draws different stakeholders together to open up to each other or to share their views, (Ba-Phalaborwa Local Municipality: Pastor).

From these findings presented above, the Ba-Phalaborwa Local Municipality has managed to implement mechanisms that allow stakeholders, interested groups, non-governmental organisations and local residents to contribute meaningfully to the objective of service delivery partnerships, placation, consultation and informing.

Partnership: examples are joint projects that a community has considerable influence on the decision-making process, but the government still takes final responsibility for the decision. Participation is seen by external agencies as a means to achieve project goals, especially, reduced costs. People may participate by forming groups to meet predetermined objectives related to the project. Such involvement tends to arise only after external agents have already made major decisions. Participation may also be

for material incentives where people participate by contributing resources, for example, labour in return for food, cash or other material incentives.

Placation: the community are asked for advice and token changes are made.

Consultation: the community is given information about the project or related issues and asked to comment, for example, through meetings or surveys, but their view may not be reflected in the final decision, or feedback given as to why not. External agents define problems and information-gathering processes, and so control analysis; such a consultative process does not concede any share in decision-making.

Informing: Community is told about the project, for example, through meetings or leaflets; community may be asked, but their opinion may not be taken into account. When asked about interactions with of non-governmental organisations, community members and the Ba-Phalaborwa Local Municipality personnel for improving service delivery, some of the participants said:

Not bad at all, sometimes we are being undermined by the municipality due to nepotism and corruption to empower local non-profit organisations, (Manager: Non-Governmental Organisation).

No, because the municipality does not consult us, we fund are available and they often undermine us as uneducated, (Representative: Non-Governmental Organisation).

Therapy: People participate by being told what has been decided or has already happened. It involves unilateral announcements by an administration or project management without any listening to people's responses.

Manipulation: Participation is simply a pretence, for example, with "people's" representatives on official boards but who are not elected and have no power, or where the community is selectively told about a project according to an existing agenda. The community's input is only used to further this existing agenda.

4.13. Principles of Community Participation

- (i) Inclusivity: embracing all views and opinions in the process of community participation.
- (ii) Diversity: in a community participation process, it is important to understand the differences associated with race, gender, religion, ethnicity, language,

age, economic status and sexual orientation. These differences should be allowed to emerge and where appropriate, ways sought to develop a consensus. Planning processes must build on this diversity.

- (iii) Building community participation: capacity-building is the active empowerment of role players so that they clearly and fully understand the objective of community participation and may in turn, take actions or conduct themselves in ways that are calculated to achieve or lead to the delivery of the objectives.
- (iv) Transparency: promoting openness, sincerity and honesty among all the role players in a participation process.
- (v) Flexibility: the ability to make room for change for the benefit of the participatory process. Flexibility is often required in respect of timing and methodology. If built into the participatory processes upfront, this principle allows for adequate public involvement, realistic management of costs and better ability to manage the quality of the output.
- (vi) Accessibility: at both mental and physical levels are collectively aimed at ensuring that participants in a community-participation process, fully and clearly understand the aim, objectives, issues and the methodologies of the process, and are empowered to participate effectively. Accessibility ensures not only that the role players can relate to the process and the issues at hand, but also that they are, at the practical level, are able to make their input into the process.
- (vii) Accountability: the assumption by all the participants in a participatory process of full responsibility for their individual actions and conduct as well as a willingness and commitment to implement, abide by and communicate, as necessary, all measures and decisions in the course of the process.
- (viii) Trust, Commitment and Respect: above all, trust is required in a public participatory process. Invariably, however, trust is used to refer to faith and confidence in the integrity, sincerity, honesty and ability of the process and those facilitating the process. Going about participation in a rush without adequate resource allocations will undoubtedly be seen as a public relations exercise, likely to diminish the trust and respect of the community in whoever is conducting the process in the long term; this is detrimental to any community-participation processes.

- (ix) Integration: that community participation processes are integrated into mainstream policies and services, such as the IDP process and service planning.

Examples of the practical application of the above-mentioned principles are laid out in the following Table 4.1

Principle	Examples of application of these principles in Ba-Phalaborwa Local Municipality
Inclusivity	Identifying and recognising existing social networks, structures, organisations, social clubs and institutions and using them as vehicles for communication.
Diversity	Ensuring that different interest groups including women, the disabled and youth groups are part of governance structures.
Building community capacity	Soliciting funding from external sources to train ward committees and IDP forums on their role in development and service delivery. Embarking on citizen education on all aspects of local governance.
Transparency	Engendering trust in the community by opening council meetings and processes to the public and encouraging attendance.
Flexibility	Being flexible in terms of time, language and approaches to public meetings and processes.
Accessibility	Conducting public meetings and processes in the local languages.
Accountability	Ensuring reporting back to the community forums or ward committees, at least on a quarterly basis.
Trust, Commitment and Respect	Ensuring that the purpose of the process is explained adequately, as well as how it will develop.
Integration	Integrating ward planning with the IDP, budget and performance management processes. Including user committees into mainstream services, for example, School Governing Bodies.

4.14. Municipal issues requiring participation of the public

According to legislation, there are municipal issues that require public participation, and these issues include but are not only limited to annual processes or *ad hoc* meetings.

4.14.1. Key Annual Statutory Processes

Under Key Annual Statutory Processes, issues that are taken consideration of, by the Municipality, include the requirements for the budget (including the annual rates review), IDP (including services), Performance Management System and the Annual Report.

A brief overview of the Key Performance Areas (KPAs) and goals that apply within Ba-Phalaborwa Local Municipality to ensure achievement of strategies follows in the table below:

Table 4.2: Key Performance Areas (KPAs) and Goals Geared at Public Participation Initiatives

KEY PERFORMANCE AREA		STRATEGIC OBJECTIVE	DEPARTMENT
KPA 1	Spatial Rationale	Sustain the environment	Planning and Development
KPA 2	Service Delivery and Infrastructure	Provision of sustainable integrated infrastructure and services	Technical Services Community and Social Services
KPA 3	Financial Viability	Improve financial viability	Budget and Treasury Office
KPA 4	Local Economic Development	Promotion of Local economy	Planning and Development
KPA 5	Transformation and Organisational Development	Attract, develop and retain best human capital	Corporate Services
KPA 6	Good Governance and Public Participation	Good corporate governance and public participation	Office of the Municipal Manager

Table 4.2 shows that all of these aspects require participation of the public for the Ba-Phalaborwa Municipality to achieve success in its key performance areas and goals.

4.14.2. KPA 6: Good Corporate Governance and Public Participation

The ultimate outcomes to be achieved through this goal are clean audit, informed communities and structured development or reduced legal fees. This means to be an organisation that practices responsible, accountable, effective and efficient corporate governance through political buy-in and oversight, there must ensure be sound administrative systems, processes and procedures which are implemented within the municipality. Traditional leaders, communities and stakeholders are continuously engaged through all planning, monitoring and reporting processes within the municipality and the identified programmes that relate to this goal are:

- i. Internal Audit
- ii. Audit Committee
- iii. Municipal Public Accounts Committee
- iv. Risk Management
- v. Performance Management
- vi. Integrated Development Planning (IDP)
- vii. Governance and Administration
- viii. Records and Archiving
- ix. Labour Relations
- x. Legal
- xi. Information Communication Technology (ICT)
- xii. Communication
- xiii. Public Participation and
- xiv. Ward Committees

The identified outcome to be achieved with Public Participation within Ba-Phalaborwa Municipality is: “informed and involved communities”. This means to promote participatory decision-making and to ensure that stakeholders and communities are involved in these processes.

4.15. DISCUSSION OF FINDINGS

The evidence provided in this study shows that there is not enough information accessible to the community members of the Ba-Phalaborwa Local Municipality to

enable them to play a key role in demanding accountability and to have some degree of control within the Municipality's governance affairs since it was put in place to serve the needs of the community.

From the findings of this study, it is clear that for citizen participation to have a positive effect on decentralized service delivery, there are key factors that should be considered and institutionalized, thus, an effective framework of citizen participation should be one that:

- i. Is not directly controlled by politicians.
- ii. Is founded on a legal framework and where citizens have a legal recourse opportunity.
- iii. Obliges local government officials to implement what citizens propose, as long as they meet the set criteria as well as account for their actions in the management of public resources.
- iv. Is guided by a long-term strategic direction, thus, consistent and focused, and,
- v. Is meant to influence service delivery and resource allocation of the entire local government and not just some parts of it.

In the context of the South African Local Government, the fact that the Municipal Manager is appointed by the Municipal Council of a municipality means that the Ba-Phalaborwa Local Municipality in its entirety is obligated to account to the community members (Andre, Cote and Savard, 2012). Further, the Local Government Municipal Systems Act of 2000 gives decision-making power to the full Municipal Council and this has been used to justify instances when community members' preferences as expressed in consultative and consensus meetings, are overruled (Aklilu, Belete and Moyo, 2014).

This study has unearthed credible evidence to show how public participation impacts on the ability of the Municipality to deliver services. The secrecy in the operations of the Municipal Councils in South Africa, especially, in the use of resources can only be interpreted as an intention to mismanage public resources. In fact, Oyugi and Kibua (2008) notes that "inadequate participation of stakeholders in Local Government has created the suspicion that both the councillors and the council staff are in cahoots to

mismanage and misappropriate the funds meant for local development within municipalities”.

The dominance of the councillors in the participation process has been such that they not only decide what projects will be done and how much will be spent on them, but also decide which contractor is given the work (Reitzes, 2009), yet it is the same council that is expected to receive evaluation and audit reports. This lack of separation of powers further points to the potential for increased corruption. As established by Lubaale, *et al.*, (2007) cases of ‘completed’ projects that could neither be physically verified nor were known to the community members despite evidence that resources allocated to them had been expended, show that inefficiency at Local Government level in South African municipalities was rife. It is, thus, no surprise that community members in a survey done on a number of municipalities in South Africa have continuously rated Local Government authorities as being among the most corrupt public servants.

The state of affairs cited above on the level and influence of public participation on service delivery at Ba-Phalaborwa Local Municipality leaves a lot to be desired. The local governments in South Africa have for a long time been the subject of debate, especially, around issues of transparency, corruption and service delivery. A recent report published by News 24 Media, on 22 June 2021, showed that South Africa’s municipalities racked up R26 billion in irregular expenditure; it is incidences such as these that prompt the need for public participation in local government.

This study has further deduced a number of explanations, with the first one being that the main motivation for Ba-Phalaborwa Local Municipality Officials to involve community members seems to be in order to meet the minimum requirements by the National Government without practically implementing them. This helps to explain the low levels of public participation recorded in aspects that need urgent attention within the Ba-Phalaborwa Local Municipality, for example, rural electrification initiatives. In such an environment the preferences of community members are rarely taken seriously, and their voices are not incorporated in the critical stages of service delivery; this is reinforced by the fact that the Municipal Systems Act’s guidelines provide a lot of discretion for local government officials (especially the elected officials) on who to involve in the Integrated Development Plan IDP processes. In most cases officials only

involve their close allies and lock out groups of community members whom they consider to be “difficult” (Devas and Grant, 2003; Oyugi and Kibua, 2006; Wachira, 2010).

Lubaaale, *et al.*, (2007) established that proposals from the consultative and consensus meetings were sometimes overruled by the full council and as a result there was waning interest among citizens due to unmet needs. That the voices of community members can be easily ignored is aligned to Robinson (2004) who observes that “the current framework of local governance does not give community members the real power to influence the decision-making processes at Local Government Level”.

The usual short notice (one week) given for Ba-Phalaborwa Local Municipality’s consultative meetings means that not many people get to be reached, especially, in the remote areas (Omolo, 2011). Of those who get the notice, there is hardly enough time to consult among community members on what priorities they should propose. There is an elaborate timetable for the Municipality’s public participation activities, it is, however, publicised in an ineffective manner and community members are usually not aware of where and when they come in. Also, since most meetings are called during working hours, most people will always fail to make it to these *indabas*.

In the Ba-Phalaborwa Local Municipality, the central government focuses more on its financial audits, through the Auditor General. These provide information on compliance with accounting and management standards established, and not whether the intended services were delivered or not. This means that the municipalities in South Africa may have clean books of accounts while performing poorly in service delivery; this leads to perpetuation of corruption and mismanagement of resources. Non-State Actors have been undertaking service-effectiveness audits through instruments, such as social auditing and citizen report cards, however, they have no power to take action on errant officials. In the end, it is the community members and especially the poor and marginalized who suffer most, as a result of this.

4.15.1. Lack of expertise

There is a notable limitation of technical and managerial skills in local governments in South Africa and this may explain their inability to respond effectively to citizen preferences (Syagga and Associates, 2007; Oyugi and Kibua, 2008). The earlier observed general weak local government’s saw dozens of municipals being placed

under administration in South Africa. This means that a vacuum in expertise exists and the need for renewed focus on local governments' efficiency in service delivery.

4.15.2. Accountability vacuum

Local Government is, in theory, expected to account downwards to the community members, however, there are no firm mechanisms that mandate them to do so within the present framework in South Africa. In practice, the local government authorities are only concerned with accounting upwards to the central government, from where their funding comes from. On a similar note, the personnel act largely on directives from the central government as their executive officers are its employees. The competition between the central government-appointed officials who wield the executive power and the councillors who are popularly elected as to who should have a greater say in management of Local Government affairs, has made their working relations very complex and has hindered optimal performance. It is notable that where such relations have been smooth, performance has been better (Lubaale, *et al.*, 2007).

4.16 Conclusion

Chapter 4 presented the findings that the researcher made from the interviews conducted with the municipal officials, non-governmental organisations, traditional leaders, community development workers and community members from the Ba Phalaborwa area. The researcher also made use of secondary data from the South Africa national government documents on national and local levels. The findings reveal that public participation as a tool for enhancing service delivery in municipalities is not being fully utilised at Ba Phalaborwa. The inability of the citizens to contribute meaningfully to the community has to a large extent been attributed to the inability of public participation personnel within the Ba Phalaborwa Local municipality, in taking up their duties diligently. This inefficiency of the public in participating in decision-making is what creates friction in Ba Phalaborwa Local Municipality as residents are incapacitated to make contributions; this is a result of the inefficiency on the part of the municipal officials. The need to take public participation initiatives seriously is fundamental to local development because through this participation, Ba Phalaborwa residents will be able to create social capital initiatives that are an essential ingredient in service delivery and in driving innovation in rural areas. The next chapter presents the conclusion and recommendations that the researcher has noted in this study.

CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1. Introduction

This chapter presents the research conclusion and recommendations on the assessment of public participation as a tool for enhancing service delivery in the Ba-Phalaborwa Local Municipality. In this chapter the researcher reflects on the objectives that were set out in Chapter 1 of this study and the summarizing of the findings made on each of the objectives. This process enabled the researcher to measure the successes achieved under the aim and objectives of the study.

5.2. Conclusion

The findings point to the fact that there is inconsistency in the application of public participation at Ba-Phalaborwa Local Municipality and a number of practices are manifestations that Ba-Phalaborwa Local Municipality has been falling short at implementing the statutes of the 2007 National Policy Framework for Public Participation.

The objectives of this study were:

- To explain the concept of public participation;
- To assess the role that public participation can play in enhancing efficiency in local government and,
- To contribute the body of knowledge on the effect of public participation in local government.

Overall, this study achieved the above-mentioned objectives as set out in chapter one and the following discussion will illustrate how the researcher managed to successfully achieve these objectives.

The main objectives of this study were to assess the role that public participation can play in enhancing efficiency in local government within the Ba-Phalaborwa Local Municipality; to contribute to the body of knowledge on the effect of public participation in local government through commitments and the establishment of mechanisms for scaling up successful approaches to public participation, in the Ba-Phalaborwa Local Municipality development and governance processes. The notion of building

community capacity seeks to create a means to identify, test and incorporate successful approaches for public participation into the development and governance processes. By being transparent the Ba-Phalaborwa Local municipality will be able to build trust in the community that they had sworn to diligently serve by opening council meetings and processes to the public and encouraging attendance.

This study found that the concept of “public participation” within the Ba-Phalaborwa Local Municipality has had minimal influence on enhancing service delivery. Decisions have been limited to a few resources, hence, the overall influence even where fully exerted can only make a little difference. Participation emerges as only rhetoric as there is little effort to institutionalize and act on the preferences of citizens. On the community members’ side, it can be concluded that lack of awareness and inadequate capacity to participate have hampered input in the process. The situation is worsened by the fact that provision on participation has been without review of the power, for decision-making is given to the full council and officials of the Ba-Phalaborwa Local Municipality.

5.2.1. The role of public participation in enhancing efficiency in local government

In this study, the objective of assessing the role that public participation can play in enhancing efficiency in local government is relevant to the value of civic participation as it aims to enhance the effectiveness of public participation processes in local governance and ensure that the public participation exercise results in meaningful input.

The low levels of public participation in local government among the Ba-Phalaborwa community members illustrate that these levels of public participation have detrimental effects on service delivery within the Ba-Phalaborwa Local Municipality. The available data collected from the participants in this study shows that some aspects of service delivery have been affected positively by the participation of community while others have, however, remained the same/inefficient.

The data presented as well as experiences of the researcher as a resident of the Ba-Phalaborwa Local Municipality indicate that the participation of community members in service delivery matters has been minimal, to say the least. It has been limited in space and influence. The only direct participation seems to be communities being

consulted on what activities should be done and even decisions taken are not always binding. The study shows an increased awareness of the existence of a National Policy Framework for Public Participation, although, this knowledge seems not to translate into active participation. Participation is seen to decrease as the process progresses from needs-identification to implementation and monitoring; there is basically no concrete public participation at Ba-Phalaborwa Local Municipality.

This means that there is no evidence of whether the services implemented have been accomplished as planned and have met the needs of the citizens. Limited, and at times no information on what is being done by the Ba-Phalaborwa Local Municipality implies that the community members have no idea of how, when and where they should participate in matters that affect their lives. The annual consultation meeting in each ward can barely be termed as participation as it is attended by dozens of persons and as earlier noted, what the councillors want is what gets done at the end. Anecdotal evidence shows that local elites prefer to engage directly in informal settings with the Ba-Phalaborwa Local Municipality officials, some of whom are their peers, as opposed to attending the consultative meetings.

5.2.2. Contributing to the body of knowledge on the significance of public participation in local government

The objective of contributing to the body of knowledge in public participation in local government, in the context of Ba-Phalaborwa Local Municipality, was aimed at developing public participation guidelines through implementing technical working groups; these guidelines should first be piloted through sub-ward engagement in public participation consultations, for the annual development plan. Doing this will enable the Ba-Phalaborwa Local Municipality to review the communities' identified priorities list; this will enable the reviewing of the piloted public participation activities with the aim of revising the guidelines and developing recommendations for the Ba-Phalaborwa Local Municipality.

5.3. Conclusion

Responses obtained in this study show that the National Policy Framework for Public Participation has not been utilised at Ba-Phalaborwa Local Municipality to attract the attention and participation of a significant number of community members, due to a number of reasons. Public participation personnel within the Ba-Phalaborwa Local

Municipality are sitting on their jobs and their complacency hinders the integration of technical guidance for citizens to engage in public deliberations. Situations like these have led to inconsistencies in how public participation is conducted, sub-optimal outcomes in the quality of deliberations and consequent decision-making based on the deliberations. The process has not laid down mechanisms for ensuring all-inclusiveness of the participants, as such, there is an information gap from special-interest groups such as women, youth, and people living with disabilities, the geographically dispersed citizens and the white sections of the population.

5.3.1. Challenges faced in Public participation in Ba-Phalaborwa Local Municipality

The challenges faced in public participation within Ba-Phalaborwa Local Municipality include: a lack of safeguards to prevent consultative forums being dominated by any one political group, organized interest, timely communication regarding the public forums, feedback mechanisms and the general understanding or level of education of community members because of the technical nature of documents provided; these are among other issues that complicate the flow of information between the authorities and the communities they govern.

5.4. Recommendations

Based on the findings that were made from the Ba-Phalaborwa Local Municipality on the effectiveness of public participation as a tool in enhancing efficiency in local government, the literature reviewed, and taking cognizance of South Africa's ongoing overhaul of the current local government system, this study seeks to contribute to the design of an effective framework for public participation within the Local Government framework and it advances the following recommendations:

5.4.1. Building community capacity to engage with municipalities

The need for the municipality and community engagement is paramount in service delivery. Communities cannot be in a position to meaningfully engage with the Ba-Phalaborwa Local Municipality officials and public participation personnel in the absence of capacity building within the community first.

The White Paper on Local Government, the Inter-governmental Relations Act, the Public Participation Framework, the South African Constitution and other policy

frameworks, the South African government fosters the process of collaborative governance. More, however, can be done by getting more people involved, not just politicians, businessmen, the ordinary citizens, but university students and high school students as well.

The capacity of stakeholders to participate effectively should not be assumed, thus, in addition to resource allocation for service delivery, there should be allocation of resources for awareness-raising and capacity-building of both the local government officials and citizens on their joint role in the participatory process. Empowerment of the citizens should be seen as an equally important aspect of improving service delivery as it shows the value the local government places on its citizens. The government officials should see their role as facilitators and not just implementers of service delivery. It is this attitude of partnership that would be most beneficial in promoting cooperation in service delivery.

5.4.2. Institutionalisation of public participation

Departments at both national and provincial levels of governance should institutionalise public participation as a mechanism for service delivery and good governance. To this end, departments should ensure that public participation units are established and are provided with the necessary financial and human resources to facilitate effective citizen engagement.

It is imperative that there should be a separation of functions between the executive and legislative functions by officials in the local government. The elected representatives should, particularly, not be in charge of the participation process but should play a policy formulation and oversight role. To make this effective it is imperative that all executive power be devolved to the local government unit with obligations to account downward to citizens, upward to the central government and horizontally to the elected officials. This would provide the checks and balances necessary for effective separation of powers.

5.4.3. Clarifying roles between Community Development Workers and Ward Committees

Clarifying of the roles between Community Development Workers and Ward Committees is crucial in strengthening public participation as there has often been

confusion about the roles performed by Community Development Workers and Ward Committees within the Ba-Phalaborwa Local Municipality. This process is crucial in strengthening public participation and in ensuring that the structures work as collective towards effective public participation programmes for efficient delivery of services within the Ba-Phalaborwa Local Municipality.

Public participation cannot be left to chance and convenience of actors involved. It needs to be planned for in terms of time and resources. As such, participation should be entrenched in a well-articulated legal framework. It should be for regular times of the year and not just one mass meeting before the budget is drawn up as is the practice with the Ba-Phalaborwa Local Municipality. Part of the failure of the Municipality has been that it cannot legally enforce issues, especially, when duty-bearers abdicate their responsibility to community members. The advocated legal framework should provide strict regulations on use of resources and allow citizens to take legal recourse where their voices are ignored, or their resources misused.

5.4.4. Collaborative Governance

First pioneered in the United States of America, in the State of Minnesota, the Collaborative Governance Council is charged with recommendations to the Governor and the Legislature in order to increase the level of collaboration in government. The Collaborative Governance Council identified obstacles to collaboration within the State and recommended that local governments should find a way to deliver services more efficiently and reliably (Collaborative Governance Council Legislative Report, 2011).

The same recommendations may be used to enhance public participation as a tool for enabling efficiency in local government, and in particular, the Ba-Phalaborwa Local Municipality, therefore, the researcher recommends that:

- i. The legislature must devise mechanisms to partner with local units of the government, non-profit organisations/non-governmental organisations and the private sector based on the immediate needs of the community, and that these public participation initiatives must be geared towards efficiency and reliable service delivery.
- ii. The need to consolidate local units of government is crucial to creating an efficient machine for delivery of services.

Adding to the above, the Presidential State-Owned Entities (SOE) Review Committee of South Africa (2012) regarding public participation at local government level also recommends the Amendment of the Inter-governmental Relations Act. The amendment of the IGR Act will enforce compliance to Section 41 of the Constitution of the Republic of South Africa; this will, in turn, enforce collaboration by providing protocols and resources that affect collaborative mechanisms. These amendments will also outline consequences for failure of the various spheres of government and SOEs to collaborate their efforts towards the same goal.

Political parties have their own means of operation through envisioning a perfect society that they wish to live in, however, most were created out of the political imbalances that existed in the country. To foster public participation in local government governance, instead of parties fighting one another on issues, political parties should cooperate in tackling issues related to service delivery in local governance.

5.4.5. Training of officials involved in public participation activities

There is a need for departments to ensure that officials involved in public participation have the requisite training to enable them effectively to engage with citizens. Essential skills, especially, in areas such as conflict management, negotiations and understanding community dynamics are required.

5.4.6. Guidelines/policies on public participation

The up-scaling of public participation beyond resource allocation, to project management activities and for budgetary discussions should be planned for, on an annual basis; government could make similar effort to plan for and conduct public participation for other governance processes, such as project management.

Governmental departments should develop guidelines or policies in respect of public participation which will provide direction for critical engagement with citizens. These guidelines/policies need to clearly articulate the objective of public participation and the process to be followed during engagement with citizens. While developing these guidelines, the views of all stakeholders should be considered. The National Policy Framework for Public Participation sets the guidelines which once approved could be incorporated into the municipalities' KPA for implementation.

Public participation should be premised on a long-term development framework. Strategic goals should be identified with the input of citizens; these should then guide the choice of public investments. This would serve to provide a sense of direction and continuity when participants or local government officials change. It is this overall strategic long-term orientation that would help guide equitable choices that ensure all areas of the local government's jurisdiction are addressed.

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ANNEXURES

ANNEXURE A: RECEIPT TURNITIN

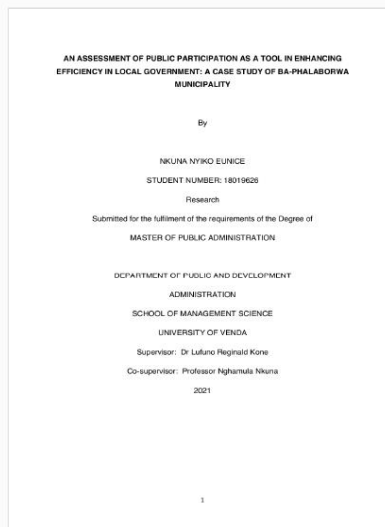


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ANNEXURE B: INTERVIEW QUESTIONS FOR MUNICIPAL OFFICIALS

TOPIC: AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT A CASE STUDY OF BA-PHALABORWA MUNICIPALITY

INSTRUCTIONS

Your participation in the study is voluntary and by participating, you are granting the researcher permission to use your responses. You may refuse to participate or withdraw from the study at any time with no negative consequence. There will be no monetary gain from participating in the study. Your anonymity will be maintained by the researcher and the School of Management Science; your responses will not be used for any purposes outside of this study. Thank you for taking the time to indicate your knowledge about public participation in Ba-Phalaborwa Municipality.

Respondent's number:

Interview instructions:

- The questions that follows are meant for your frank and voluntary completion.
- The exercise is purely academic, and you are assured of your utmost confidentiality.
- In section A, Mark with a Cross (x) in the appropriate box
- In section B, C and D answer the questions based on your knowledge of the subject.

FOR STUDY PURPOSE ONLY

SECTION A	RESPONDENT DEMOGRAPHIC QUESTIONS
-----------	----------------------------------

A series of questions regarding your demographics are raised. Please go through each question and place a cross (x) in the relevant column

a) Are you employed by Ba-Phalaborwa Local Municipality?

Yes	
No	

b) Your position within the Ba-Phalaborwa Municipality Local Municipality

Administrator

Manager

Human Resources Personnel

Accountant

Intern

Clerk

Public Relations Officer

Municipality Spokesperson

Other (Specify)

c) Your highest qualification

Below Matric	
Post Matric	
Other (specify)	

d) Gender

Male	
Female	
Other	

e) Indicate where you stay with a cross (x) in the appropriate column.

Rural	
Urban	

SECTION B: PUBLIC PARTICIPATION IN BA-PHALABORWA LOCAL MUNICIPALITY

To assess the commitment and interest by community members and stakeholders in the public participation activities of Ba-Phalaborwa Local Municipality.

1. Do you think that Ba-Phalaborwa Local Municipality has done enough to create enough room/space for public participation? Please give a reason for your viewpoint on this issue.

YES

NO

2. In your view what does public participation entail?

3. Are there Public Participation Officers in the Ba-Phalaborwa Local Municipality tasked with the duties of monitoring and enabling public participation as a tool in enhancing efficiency in local government?

4. What mechanisms in place to monitor Municipal projects by community?

5. In your view, is public participation important in enabling efficiency and delivery of services in Ba-Phalaborwa Local Municipality?

SECTION C: THE ROLE OF PARTICIPATION IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT

1. In your view is public participation in Ba-Phalaborwa Local Municipality effective to enable the municipality to render services.

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2. How does the Ba-Phalaborwa Local Municipality and other spheres of local and national government account to the community?

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3. What are the current public consultation and communication strategies employed by the Ba-Phalaborwa Local Municipality?

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4. What is the role of the community in service delivery strategies by the Ba-Phalaborwa Local Municipality?

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5. Do you feel that the municipality's approved Integrated Development Plan and programs represent majority of community members?

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6. Do you think the communication strategies that are used to link Ba-Phalaborwa Local Municipality and the community are effective enough to allow community to be effectively involved in the Municipality programs?

YES

Please provide a reason for your answer:

 NO

.....

.....

.....

7. Do you agree with the statement “Public participation delays service delivery?”

 YES

Please, explain:

 NO

.....

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.....

SECTION D: STRATEGIES TO ENHANCE LOCAL GOVERNMENT EFFICIENCY THROUGH PUBLIC PARTICIPATION

1. Do you invite community members, Church Leaders and Traditional Leaders in meetings for public participation (where necessary) as a role players in Ba-Phalaborwa Local Municipality?

 YES

Please give reasons for your answer:

 NO

.....

.....

.....

2. In your view is public participation a key strategy to improve efficiency in rendering service delivery in local government.

Explain your answer

 YES

 NO

.....

.....

.....

3. What additional strategies can the Ba-Phalaborwa Local Municipality consider to further enhance public participation initiatives?

.....

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.....
.....

4. Do you think the community stakeholders are effectively used by the Ba-Phalaborwa Local Municipality to consult the community, for example, Traditional authorities, Community Forums and Religious Formations during the public consultation?

YES
NO

Please, provide a reason for your answer:

.....
.....
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.....

5. In your view, is there a problem of integration between the local, provincial and national spheres of government? Explain your answer:

.....
.....
.....
.....

ANNEXURE C: INTERVIEW QUESTIONS FOR COMMUNITY DEVELOPMENT WORKERS CDW'S

**TOPIC: AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN
ENHANCING EFFICIENCY IN LOCAL GOVERNMENT A CASE STUDY OF BA-
PHALABORWA MUNICIPALITY**

INSTRUCTIONS

Your participation in the study is voluntary and by participating, you are granting the researcher permission to use your responses. You may refuse to participate or withdraw from the study at any time with no negative consequence. There will be no monetary gain from participating in the study. Your anonymity will be maintained by the researcher and the School of Management Science and your responses will not be used for any purposes outside of this study. Thank you for taking the time to indicate your knowledge about public participation in Ba-Phalaborwa Municipality.

Respondent's number:

Interview instructions:

- The questions that follows are meant for your frank and voluntary completion.
- The exercise is purely academic, and you are assured of your utmost confidentiality.
- In section A, Mark with a Cross (x) in the appropriate box
- In section B, C and D answer the questions based on your knowledge of the subject.

FOR STUDY PURPOSE ONLY

SECTION A	RESPONDENT DEMOGRAPHIC QUESTIONS
------------------	---

A series of questions regarding your demographics are raised. Please go through each question and place a cross (x) in the relevant column

b) Are you a resident of Ba-Phalaborwa Municipality

Yes	
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No	
----	--

b) Your position within your affiliated Community Development Organisation

Project Leader/Manager

Administrator/official

Community

Development Worker

Traditional leader

Social Worker

Volunteer

Intern

Ordinary community
member

Other (Specify)

c) Your highest qualification

Below Matric	
Post Matric	
Other (specify)	

d) Gender

Male	
Female	
Other	

e) Indicate where you stay with a cross (x) in the appropriate column.

Rural	
Urban	

SECTION B: PUBLIC PARTICIPATION IN BA-PHALABORWA LOCAL MUNICIPALITY

To assess the commitment and interest by community members and stakeholders in the public participation activities of Ba-Phalaborwa Local Municipality.

6. Do you take part in public participation activities of Ba-Phalaborwa Local Municipality?

 YES

Please, explain your answer:

 NO

.....

7. As a Community Development Worker, describe your working relationship with Municipal Officials, Traditional Leaders, South African Police Service SAPS, teachers, Religious Leaders, Social Workers and the community of Ba-Phalaborwa Local Municipality?

.....

8. Do you think public participation is an essential component in service delivery? Explain you answer:

 YES

 NO

.....

9. What are your experiences in the Ba-Phalaborwa Local Municipality in relation to public participation and service delivery?

.....

10. Do you think your inputs are considered by the municipality? Yes or No?

 YES

 NO

Explain your answer:

.....

.....

.....

.....

**SECTION: THE ROLE OF PUBLIC PARTICIPATION IN ENHANCING
EFFICIENCY IN LOCAL GOVERNMENT**

8. Do you think /believe public participation provides sufficient information at all time?

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.....
.....

9. What are your roles/responsibilities in the Ba-Phalaborwa Local Municipality?

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.....
.....

**SECTION D: STRATEGIES TO ENHANCE LOCAL GOVERNMENT EFFICIENCY
THROUGH PUBLIC PARTICIPATION**

1. What do you recommend that the Ba-Phalaborwa Local Municipality do to improve public participation as a tool in enhancing efficiency in local government?

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ANNEXURE D: INTERVIEW QUESTIONS FOR TRADITIONAL LEADERSHIP

TOPIC: AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT A CASE STUDY OF BA-PHALABORWA MUNICIPALITY

INSTRUCTIONS

Your participation in the study is voluntary and by participating, you are granting the researcher permission to use your responses. You may refuse to participate or withdraw from the study at any time with no negative consequence. There will be no monetary gain from participating in the study. Your anonymity will be maintained by the researcher and the School of Management Science and your responses will not be used for any purposes outside of this study. Thank you for taking the time to indicate your knowledge about public participation in Ba-Phalaborwa Municipality.

Respondent's number:

Interview instructions:

- The questions that follows are meant for your frank and voluntary completion.
- The exercise is purely academic, and you are assured of your utmost confidentiality.
- In section A, Mark with a Cross (x) in the appropriate box
- In section B, C and D answer the questions based on your knowledge of the subject.

FOR STUDY PURPOSE ONLY

SECTION A	RESPONDENT DEMOGRAPHIC QUESTIONS
------------------	---

A series of questions regarding your demographics are raised. Please go through each question and place a cross (x) in the relevant column

b) Your position within the community

.....

c) Your highest qualification

Below Matric	
Post Matric	
Other (specify)	

d) Gender

Male	
Female	
Other	

e) Indicate where you stay with a cross (x) in the appropriate column.

Rural	
Urban	

SECTION B: PUBLIC PARTICIPATION IN BA-PHALABORWA LOCAL MUNICIPALITY

11. Do you think/believe as a stakeholder that public participation provides opportunity to members of the community/people to engage the municipality effectively?

.....

12. Do you think public participation provides you with a platform for dialogue?

.....

SECTION C: THE ROLE OF PARTICIPATION IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT

1. How many times do you participate in the public participation forums/meetings

with the Ba-Phalaborwa Local Municipality Officials in a year and what is the importance of these forums/meetings?

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2. According to your understanding, what are the primary roles of Traditional Leaders in Ba-Phalaborwa Local Municipality?

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3. Are you confident that your inputs during public participation process of Ba-Phalaborwa Municipality are considered?

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4. Some critics say that: “Traditional leadership is irrelevant in today’s society because it is out of step with the Constitution and sets up a system where benefits accrue to the elite”. What is your view on this assertion?

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SECTION D: STRATEGIES TO ENHANCE LOCAL GOVERNMENT EFFICIENCY THROUGH PUBLIC PARTICIPATION

6. What do you think are the leadership strategies that could be implemented to public participation as a tool in enhancing efficiency in local government?

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7. Do you think that ward councillors, ward committee members and public participation officers are doing enough to facilitate public participation and consultation in the Ba-Phalaborwa local Municipality?

8. What mechanisms in place to monitor Municipal projects by community?

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9. In your view is public participation a key strategy to improve efficiency in rendering service delivery in local government.

Explain your answer

 YES NO

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10. What additional strategies can the Ba-Phalaborwa Local Municipality consider to further enhance public participation initiatives?

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11. In conclusion, is there anything else that you would like to mention relating to service delivery in the Ba-Phalaborwa Local Municipality?

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APPENDIX C: INTERVIEW QUESTIONS FOR TRADITIONAL LEADERSHIP

TOPIC: AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT A CASE STUDY OF BA-PHALABORWA MUNICIPALITY

INSTRUCTIONS

Your participation in the study is voluntary and by participating, you are granting the researcher permission to use your responses. You may refuse to participate or withdraw from the study at any time with no negative consequence. There will be no monetary gain from participating in the study. Your anonymity will be maintained by the researcher and the School of Management Science and your responses will not be used for any purposes outside of this study. Thank you for taking the time to indicate your knowledge about public participation in Ba-Phalaborwa Municipality.

Respondent's number:

Interview instructions:

- The questions that follows are meant for your frank and voluntary completion.
- The exercise is purely academic, and you are assured of your utmost confidentiality.
- In section A, Mark with a Cross (x) in the appropriate box
- In section B, C and D answer the questions based on your knowledge of the subject.

FOR STUDY PURPOSE ONLY

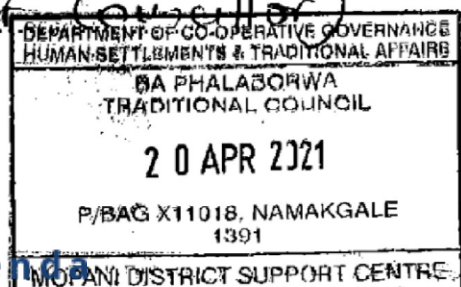
SECTION A	RESPONDENT DEMOGRAPHIC QUESTIONS
-----------	----------------------------------

A series of questions regarding your demographics are raised. Please go through each question and place a cross (x) in the relevant column

b) Your position within the community

..... *community member (Chief councillor)*

c) Your highest qualification



Below Matric	
Post Matric	X
Other (specify)	

d) Gender

Male	
Female	X
Other	

e) Indicate where you stay with a cross (x) in the appropriate column.

Rural	X
Urban	

SECTION B: PUBLIC PARTICIPATION IN BA-PHALABORWA LOCAL MUNICIPALITY

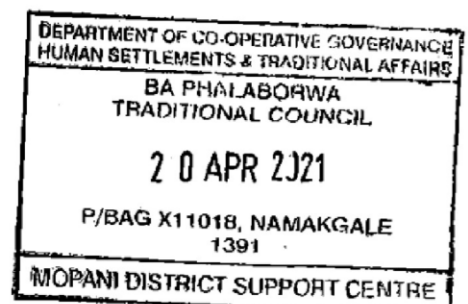
1. Do you think/believe as a stakeholder that public participation provides opportunity to members of the community/people to engage the municipality effectively?

YES
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2. Do you think public participation provides you with a platform for dialogue?

YES
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SECTION C: THE ROLE OF PARTICIPATION IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT



1. How many times do you participate in the public participation forums/meetings with the Ba-Phalaborwa Local Municipality Officials in a year and what is the importance of these forums/meetings?

Quarterly per year 4 times

2. According to your understanding, what are the primary roles of Traditional Leaders in Ba-Phalaborwa Local Municipality?

To assist the municipality with the traditional issues.

3. Are you confident that your inputs during public participation process of Ba-Phalaborwa Municipality are considered?

YES

4. Some critics say that: "Traditional leadership is irrelevant in today's society because it is out of step with the Constitution and sets up a system where benefits accrue to the elite". What is your view on this assertion?

Traditional leaders assist to mold the people so that they can respect, and know their tradition and culture.

SECTION D: STRATEGIES TO ENHANCE LOCAL GOVERNMENT EFFICIENCY THROUGH PUBLIC PARTICIPATION

1. What do you think are the leadership strategies that could be implemented to public participation as a tool in enhancing efficiency in local government?

The municipality must involve the tribal office) time and again.

DEPARTMENT OF CO-OPERATIVE GOVERNANCE HUMAN SETTLEMENTS & TRADITIONAL AFFAIRS
BA PHALABORWA TRADITIONAL COUNCIL
20 APR 2021
P/BAG X11018, NAMAKGALE 1391
MOPANI DISTRICT SUPPORT CENTRE

2. Do you think that ward councillors, ward committee members and public participation officers are doing enough to facilitate public participation and consultation in the Ba-Phalaborwa local Municipality? **YES**

3. What mechanisms in place to monitor Municipal projects by community?

Through attending IDP meetings.

4. In your view is public participation a key strategy to improve efficiency in rendering service delivery in local government?

Explain your answer

YES

Only if the municipality would implement our resolution.

5. What additional strategies can the Ba-Phalaborwa Local Municipality consider to further enhance public participation initiatives?

If they can increase their meeting schedules.

6. In conclusion, is there anything else that you would like to mention relating to service delivery in the Ba-Phalaborwa Local Municipality?

We are happy with the efforts had the municipality is ever efficiently implementing.

DEPARTMENT OF CO-OPERATIVE GOVERNANCE HUMAN SETTLEMENTS & TRADITIONAL AFFAIRS
BA-PHALABORWA TRADITIONAL COUNCIL
20 APR 2021
P/BAG X11018, NAMAAGALE 1391
MOPANI DISTRICT SUPPORT CENTRE

ANNEXURE E: INTERVIEW QUESTIONS FOR NON-GOVERNMENTAL ORGANISATIONS NGO'S

TOPIC: AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT A CASE STUDY OF BA-PHALABORWA MUNICIPALITY

INSTRUCTIONS

Your participation in the study is voluntary and by participating, you are granting the researcher permission to use your responses. You may refuse to participate or withdraw from the study at any time with no negative consequence. There will be no monetary gain from participating in the study. Your anonymity will be maintained by the researcher and the School of Management Science and your responses will not be used for any purposes outside of this study. Thank you for taking the time to indicate your knowledge about public participation in Ba-Phalaborwa Municipality.

Respondent's number:

Interview instructions:

- The questions that follows are meant for your frank and voluntary completion.
- The exercise is purely academic, and you are assured of your utmost confidentiality.
- In section A, Mark with a Cross (x) in the appropriate box
- In section B, C and D answer the questions based on your knowledge of the subject.

FOR STUDY PURPOSE ONLY

SECTION A	RESPONDENT DEMOGRAPHIC QUESTIONS
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A series of questions regarding your demographics are raised. Please go through each question and place a cross (x) in the relevant column

c) Are you based in Ba-Phalaborwa Local Municipality?

Yes	
No	

b) Your position/job description within your Organisation

Senior Management

Executive Director

Service Delivery

Programs

Coordinator

Program Associate

NGO Representative

Project Manager

Other (Specify)

c) Your highest qualification

Below Matric	
Post Matric	
Other (specify)	

d) Gender

Male	
Female	

e) Indicate where your organisation is based with a cross (x) in the appropriate column

Local	
International	

f) Which activities do you specialise in?

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SECTION B: PUBLIC PARTICIPATION IN BA-PHALABORWA LOCAL MUNICIPALITY

To assess the commitment and interest by community members and stakeholders in the public participation activities of Ba-Phalaborwa Local Municipality

13. As a Non-Governmental Organisation, can you briefly outline your key roles in the Ba-Phalaborwa Local Municipality?

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14. Do you think the community stakeholders are effectively used by the Ba-Phalaborwa Local Municipality to consult the community, for example, Traditional authorities, community forums and religious formations during the public consultation?

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15. The roles of Non-Governmental Organisations involve a lot of interaction with concerned citizens. Therefore, do you think that interaction of your organisation and community members Ba-Phalaborwa Local Municipality as essential in improving service delivery?

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16. What have been your key achievements in the Ba-Phalaborwa Local Municipality in aiding delivery of services to the community?

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SECTION C: ROLE OF PUBLIC PARTICIPATION IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT

1. In general, how has been your working relationship with the Traditional Leaders, Politicians and community members of Ba-Phalaborwa Local Municipality?

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2. If any, what have been your main challenges in Ba-Phalaborwa Local Municipality and how do you think these challenges should be addressed?

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SECTION D: STRATEGIES TO ENHANCE LOCAL GOVERNMENT EFFICIENCY THROUGH PUBLIC PARTICIPATION

1. In your experiences with the Ba-Phalaborwa Local Municipality, what do you think can be done to create conducive environment for Non-Governmental Organisations operations in enhancing service delivery?

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ANNEXURE F: INTERVIEW QUESTIONS FOR RELIGIOUS GROUPS

TOPIC: AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT A CASE STUDY OF BA-PHALABORWA MUNICIPALITY

INSTRUCTIONS

Your participation in the study is voluntary and by participating, you are granting the researcher permission to use your responses. You may refuse to participate or withdraw from the study at any time with no negative consequence. There will be no monetary gain from participating in the study. Your anonymity will be maintained by the researcher and the School of Management Science and your responses will not be used for any purposes outside of this study. Thank you for taking the time to indicate your knowledge about public participation in Ba-Phalaborwa Municipality.

Respondent's number:

Interview instructions:

- The questions that follows are meant for your frank and voluntary completion.
- The exercise is purely academic, and you are assured of your utmost confidentiality.
- In section A, Mark with a Cross (x) in the appropriate box
- In section B, C and D answer the questions based on your knowledge of the subject.

FOR STUDY PURPOSE ONLY

SECTION A	RESPONDENT DEMOGRAPHIC QUESTIONS
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A series of questions regarding your demographics are raised. Please go through each question and place a cross (x) in the relevant column

d) Are you a resident of Ba-Phalaborwa Municipality

Yes	
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No	
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b) Your position within the church

Archbishop

Archdeacon

Pastor

Church Elder

Deacon

Ordinary Church

Member

Other (Specify)

c) Your highest qualification

Below Matric	
Post Matric	
Other (specify)	

d) Gender

Male	
Female	
Race	
Age	
Other	

e) Indicate where you stay with a cross (x) in the appropriate column.

Rural	
Urban	

SECTION B: PUBLIC PARTICIPATION IN BA-PHALABORWA LOCAL MUNICIPALITY

To assess the commitment and interest by community members and stakeholders in the public participation activities of Ba-Phalaborwa Local Municipality.

17. What is the role of the Church/Religious Organisation/Sect in the Ba-Phalaborwa Local Municipality?

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18. Do you think the community stakeholders are effectively used by the Ba-Phalaborwa Local Municipality to consult the community, for example, Traditional authorities, Community Forums and Religious Formations during the public consultation?

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19. In your view, is public important in enabling efficiency and delivery of services in Ba-Phalaborwa Local Municipality

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20. In your view, or as a representative of the Church/Religious Organisation/Sect what does public participation entail?

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Section C: To assess the role that public participation can play in enhancing efficiency in local government

10. Describe your relationship with the Traditional Leaders, community members

and politicians in Ba-Phalaborwa Local Municipality?

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11. How can the relationship between the Church, Traditional Leaders and community members be designed to strengthen “public participation” as a tool in enhancing efficiency in Ba-Phalaborwa Local Municipality?

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Section D: To explore strategies that can be devised to enhance local government efficiency through public participation?

12. Are you willing to take part in public meetings during community briefings by community leaders (for example, politicians and traditional leaders)? Please give a reason to your answer:

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13. In your view is public participation a key strategy to improve efficiency in rendering service delivery in local government? Yes or no. Explain your answer

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14. What additional strategies can the Ba-Phalaborwa Local Municipality consider to further enhance public participation initiatives?

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15. As a Religious Leader/Advocate, are there any other comments you might wish

to make that relates to public participation as a tool in enhancing efficiency in local government within Ba-Phalaborwa Local Municipality?


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.....

ANNEXURE G: PERMISSION FOR DATA COLLECTION

	<h3>BA-PHALABORWA MUNICIPALITY</h3>	PRIVATE BAG X01020 PHALABORWA 1390 TELEPHONE (015) 780 6300 FAXIMILE (015) 781 0726 E-mail: phalamun@iantic.net
Ref: 5/4/1 Enquirer: MALATJI MP Your ref: _____	ALL CORRESPONDENCE TO BE ADDRESSED TO THE MUNICIPAL MANAGER	

21 APRIL 2021

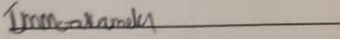
Nkuna EN
University of Venda
Private Bag X5050
Thohoyandou

Sir/madam

**RE: PERMISSION TO COLLECT DATA FOR RESEARCH STUDY IN BA-PHALABORWA
MUNICIPALITY**

Kindly take note that a permission to collect data within Ba-Phalaborwa Municipality is granted. Furthermore, all ethical conduct as prescribed during the collection of data must be adhered to without compromises.

Wishing you well during your study


MOAKAMELA MI
MUNICIPAL MANAGER

11

APPENDIX E: INTERVIEW QUESTIONS FOR RELIGIOUS GROUPS

TOPIC: AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT A CASE STUDY OF BA-PHALABORWA MUNICIPALITY

INSTRUCTIONS

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Respondent's number:

Interview instructions:

- The questions that follows are meant for your frank and voluntary completion.
- The exercise is purely academic, and you are assured of your utmost confidentiality.
- In section A, Mark with a Cross (x) in the appropriate box
- In section B, C and D answer the questions based on your knowledge of the subject.

FOR STUDY PURPOSE ONLY

SECTION A	RESPONDENT DEMOGRAPHIC QUESTIONS
-----------	----------------------------------

A series of questions regarding your demographics are raised. Please go through each question and place a cross (x) in the relevant column

a) Are you a resident of Ba-Phalaborwa Municipality

Yes	X
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The Apostolic Faith Mission S.A.
C.D.C
20 APR 2021
P.O. Box 703
Namatjate 1891

No	
----	--

b) Your position within the church

Archbishop	
Archdeacon	
Pastor	X
Church Elder	
Deacon	
Ordinary Church Member	
Other (Specify)	

c) Your highest qualification

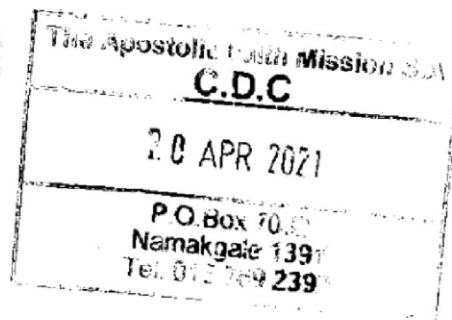
Below Matric	
Post Matric	X
Other (specify)	

d) Gender

Male	X
Female	
Race	African
Age	58
Other	

e) Indicate where you stay with a cross (x) in the appropriate column.

Rural	
Urban	X



SECTION B: PUBLIC PARTICIPATION IN BA-PHALABORWA LOCAL MUNICIPALITY

To assess the commitment and interest by community members and stakeholders in the public participation activities of Ba-Phalaborwa Local Municipality.

1. What is the role of the Church/Religious Organisation/Sect in the Ba-Phalaborwa Local Municipality?

Preaching the gospel of Jesus and basic principles of ethical living. Marriage counselling, advisory role on broken families and to encourage the demoralised persons.

2. Do you think the community stakeholders are effectively used by the Ba-Phalaborwa Local Municipality to consult the community, for example, Traditional authorities, Community Forums and Religious Formations during the public consultation?

Effective participation is not highly considered by those organising it. However, leaders of churches are not motivated. The quality of engagement demoralises those with morals.

3. In your view, is public important in enabling efficiency and delivery of services in Ba-Phalaborwa Local Municipality

Definitely. But those involved in persuading decisions sometimes don't display commitment on the citizens. It looks or sounds as if they are doing it for compliance sake.

4. In your view, or as a representative of the Church/Religious Organisation/Sect what does public participation entail?

It entails community engagement by the institutions that provide services on the type of services required and how the services will be provided. Further check customer satisfaction

Section C: To assess the role that public participation can play in enhancing efficiency in local government



1. Describe your relationship with the Traditional Leaders, community members and politicians in Ba-Phalaborwa Local Municipality?

Our relationship is healthy and we highly accommodate each other. We usually share the same space and the same environment.

2. How can the relationship between the Church, Traditional Leaders and community members be designed to strengthen "public participation" as a tool in enhancing efficiency in Ba-Phalaborwa Local Municipality?

The meeting point for all of us should be the provision of quality services to all citizens equally. All citizens must be satisfied with what is provided for the community.

Section D: To explore strategies that can be devised to enhance local government efficiency through public participation?

1. Are you willing to take part in public meetings during community briefings by community leaders (for example, politicians and traditional leaders)? Please give a reason to your answer:

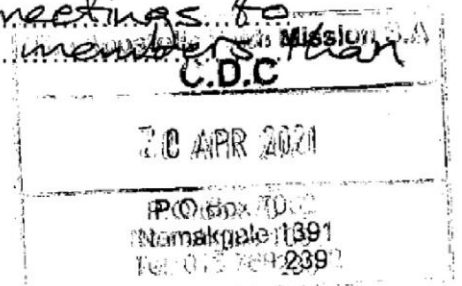
Yes. It is important to share ideas with others on how development should be done in the community. However, that should be done ethically and in an orderly manner.

2. In your view is public participation a key strategy to improve efficiency in rendering service delivery in local government? Yes or no. Explain your answer

Yes. It is a good model if done and followed properly. It becomes a good or excellent vehicle of prioritising services required by a community. However, it is hijacked by political thugs.

3. What additional strategies can the Ba-Phalaborwa Local Municipality consider to further enhance public participation initiatives?

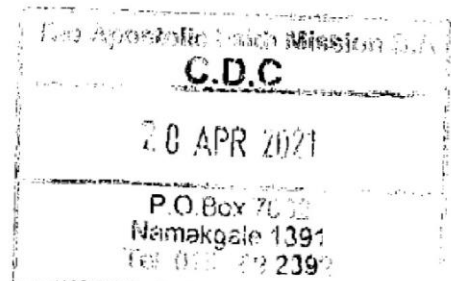
Bring order, real order in their meetings to attract matured community members than



politicians. Usually, ward committee members constitute the majority in the mass than community members.

4. As a Religious Leader/Advocate, are there any other comments you might wish to make that, relates to public participation as a tool in enhancing efficiency in local government within Ba-Phalaborwa Local Municipality?

Quality and community needs in providing services is more valuable to attract participants. Religious leaders are more sensitive in evaluating what is done in a meeting.

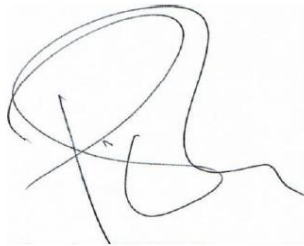


ANNEXURE H: PROOF READING CONFIRMATION

PROOF OF EDITING

12 October, 2021

This is to certify that I, Dr P Kaburise, of the English Department, University of Venda, have proofread the research report titled - **AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN ENHANCING EFFICIENCY IN LOCAL GOVERNMENT: A CASE STUDY OF THE BA-PHALABORWA MUNICIPALITY** - by Nkuna Nyiko Eunice (student number: 18019626). I have indicated some amendments which the student has undertaken to effect before the final report is submitted.



Dr P Kaburise (0794927451; email: phyllis.kaburise@gmail.com)

Dr P Kaburise: BA (Hons) University of Ghana (Legon, Ghana); MEd University of East Anglia (Cambridge/East Anglia, United Kingdom); Cert. Teaching English as a Foreign Language (Cambridge University, United Kingdom); Cert. English Second Language Teaching, (Wellington, New Zealand); PhD University of Pretoria (South Africa)



University of Venda

FACULTY OF MANAGEMENT, COMMERCE AND LAW (FMCL)

OR TAMBO INSTITUTE OF GOVERNANCE AND POLICY STUDIES

Private Bag x5050, Thohoyandou, 0950, Tel 015 962 8440, Office 12, School of Management Sciences Building

**TO WHO IT MAY CONCERN
2021**

19 March

COLLECTION OF DATA FOR MINI-DISSERTATION RESEARCH: MS NKUNA NE: STUDENT NUMBER 18019626: MASTER OF PUBLIC MANAGEMENT (MPM)

Ms Nkuna NE is currently registered for a course work Master of Public Management (MPM) degree with the OR Tambo Institute of Governance and Policy Studies within the Faculty of Management, Commerce and Law, University of Venda. She is now at the stage to collect data to complete her mini-dissertation. The Institute is satisfied that the proposal and the area of her research meet the ethical standards for the research at the level of a mini-dissertation.

Kindly assist her where possible.



.....
Prof. Nghamula Nkuna (PhD)

OR Tambo Institute of Governance and Policy Studies

AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN ENHANCING EFFICIENCY IN
LOCAL GOVERNMENT: A CASE STUDY OF BA-PHALABORWA
MUNICIPALITY
by Nkuna Nyiko Eunice

Submission date: 10-May-2022 04:35AM (UTC+0200)

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Word count: 34268

Character count: 235695

AN ASSESSMENT OF PUBLIC PARTICIPATION AS A TOOL IN
ENHANCING EFFICIENCY IN LOCAL GOVERNMENT: A CASE
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