COMMUNICATION FOR EFFECTIVE DEVELOPMENTAL LOCAL GOVERNMENT IN RURAL NORTH-EASTERN LIMPOPO PROVINCE OF SOUTH AFRICA

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DECLARATION

I, Bernard Naledzani Rasila hereby declare that this thesis for the Doctor of Philosophy in Rural Development (PHDRDV), in the School of Agriculture has not been submitted previously for any other degree at this university or any other institution. It is my original work in design and in execution, and that all reference materials used herein have been duly acknowledged.

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To my mother Vho-Tshinakaho Elizabeth and my late father Vho-Wilson Nanga Machaba

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ABSTRACT

There is a challenge of communication gap between government and community members around the world. Mutale Municipality in Vhembe District of South Africa is not immune to this challenge. This communication gap results in lack of community participation in matters of governance. Lack of community participation is adverse to the realization of Developmental Local Government in South African. Developmental Local Government is the local government that is characterized by citizen participation in all matters of government including those aimed at community development. This study was undertaken as a response to the need to enhance communication in order to nurture effective Developmental Local Government in rural area-based communities.

Qualitative study was conducted on the state of communication between communities in rural areas and local Municipality. Unstructured interviews were used in this study. The objective of the study was to improve communication between local municipalities and rural area-based communities in support of the envisaged effective Developmental Local Government. It was found during the study that indeed there was communication gap between government and rural-based communities. It was also found that there was poor community participation in matters of governance. The study further revealed that existing models, structures and channels of communication played important roles in consulting and mobilizing community members but failed to take them through so as to make them full participants in matters of governance and government's developmental initiatives. They failed to bridge the communication gap between municipalities and their communities as community members were only introduced to developmental initiatives and left still unable to participate or being part of the initiatives. Also realized was the strained relationship between structures of the Municipality which are communication vehicles. Key structures such as the Ward Committees are excluded in communication programmes of the Municipality. Management of Mutale Municipality also indicated lack of understanding of the goals of Developmental Local Government while at times the political leadership and the administrative management blame each other for lack of effective communication between the Municipality and its rural-based communities.

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Communication gap negatively impacts on the lives of people staying in rural areas. Since the dawn of democracy in 1994, successive governments of South Africa have endeavoured to empower rural area-based communities, aiming to create a better life for all through promoting development at grassroots community level. However, this has been hampered by lack of community participation in matters of governance. When community members do not take active roles on matters of governance they turn to be passive recipients who do not do anything to improve their lives. As indicated, at times they turn to protest against government institutions out of frustration caused by lack of information. To remedy this, the study indicated that there was a need to develop a new communication framework. This communication framework was aimed at providing opportunity for full community participation in matters of governance. In this framework, government and the community members communicate as equal participants of the communication process. The two parties become equal active participants as they plan, implement, monitor and evaluate the process together. This framework is based on the notion of community-based planning where community member are no longer passive recipients of developmental initiative of government.

It was recommended from the study that there was a need for the development of communication framework that will guide on the best way a Municipality can involve community members in all matters of governance. Wards Committees have to be represented in communication activities of the Municipality. There was also a need for skills development for community structures such as the Ward Committees and Traditional Leadership on issues of communication and development. These recommendations are also in line with the key elements of the National Development Plan (NDP) of South Africa, that of mobilizing community members to work with government and be active participants on matters of governance. The NDP was initiated in 2011 by the National Planning Commission as a long term initiative aiming to realize the goals of Developmental State not later than the year 2030

Key words: Effective communication, Development Local Government, Local Government, Rural Development, Community participation.

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TABLE OF CONTENTS

DECLARATION ii
ACKNOWLEDGEMENTS iii
ABSTRACT v
TABLE OF CONTENTS vii
LIST OF TABLES xi
LIST OF FIGURES xii
LIST OF APPENDICES xii
LIST OF ABREVIATION AND ACRONYMS xiv
CHAPTER 1 INTRODUCTION 1
1.1 Background to the Study 1
1.2 Theoretical Framework 5
1.2.1 Statement of the Research Problem 6
1.2.2 Justification of the Study 7
1.2.3 Research Objectives 8
1.2.4 Research Questions 8
1.3 Operational definitions of Key Terms and Concepts 8
1.4 Organization of the Thesis 9
CHAPTER 2 REVIEW OF LITERATURE ON COMMUNICATION FOR EFFECTIVE DEVELOPMENTAL LOCAL GOVERNMENT 10
2.1 Introduction 10
2.2 Developmental Local Government in South Africa 11
2.2.1 Legal obligations of Developmental Local Government 12
2.2.2 Local Government Turnaround Strategy (LGTAS) 15
2.3 Common Models of Communication 16
2.3.1 Aristotle's model of communication 17
2.3.2 The Shannon-Weaver mathematical model 19
2.3.3 Berlo's model of communication 21
2.3.4. Information & Communication Techn for Development (ICT4D) 23
2.4 Communication Systems of National and Local Government in South.. 25
Africa 25
2.4.1 The use of Thusong Service Centres (TSC) as the hub of services ... 31
2.5 The Impact of Communication Gap on Government communication 32
Initiatives 32
2.6 Communication vehicles for effective Developmental Local 34
Government 34
2.6.1 Local Municipality as a communication vehicle 34
2.6.2 Ward Committees as an abler for community participation 35
2.6.3 Community Development Workers as communication pillars 35
2.6.4 Traditional leadership as centre of village communication 36

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2.6.5 Communication challenges among communication vehicles of Municipality 37
2.7 Relationship between Local Municipality and other service delivery 38
Stakeholders 38
2.8 The Importance of Community Engagement in Developmental Local ... 40
Government 40
2.9 Importance of Communication for Effective Developmental Local 41
Government 41
2.10 Summary of Review of the Literature 44
CHAPTER 3 NATURE OF COMMUNICATION FOR DEVELOPMENTAL LOCAL GOVERNMENT AS PERCEIVED BY POLITICAL AND ADMINISTRATIVE MANAGEMENT 47
3.1 Introduction 47
3.2 Description of Study Area 48
3.3 Research Design 48
3.4 Population 49
3.5 Data collection 49
3.6 Data Analysis 50
3.7 Results 53
3.7.1 Theme 1: How the municipality currently communicate with rural area-based communities 53
3.7.2 Theme 2: The effectiveness of the current frameworks of communication in strengthening the flow of information between community members and the Municipality 54
3.7.3 Theme 3: Management understanding of available communication channels 54
3.7.4 Theme 4: Testing lack of effective communication between the municipality and community members 55
3.7.5 Theme 5: The level of openness between the Municipality and its community members 56
3.7.6 Theme 6: The level of community-driven planning and full community participation 57
3.7.7 Theme 7: Official Languages used to communicate to communities 58
3.7.8 Theme 8: The need to improve on existing communication framework 58
3.7.9 Theme 9: Causes of poor communication between the Municipality and the community members 59
3.8 Discussions of the findings 62
3.8.1 Introduction 62
3.8.2 Discussions per objectives of the Study 62
3.8.2.1 Objective 1: To explore the strengths and weaknesses of the current communication framework between municipalities and rural area-based communities 62

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3.8.2.2 Objective 2: To encourage effective communication among the municipalities, municipal structures, community based organization and the rural communities 63
3.9 Summary 64
CHAPTER 4 PERCEPTION OF GRAASROOTS COMMUNITY REGARDING THEIR COMMUNICATION WITH MUTALE MUNICIPALITY 67
4.1 Introduction 67
4.2 Methodology 67
4.3 Description of the Study Area 67
4.4 Research Design 68
4.5 Population and Sampling Procedures 69
4.6 Data Collection 69
4.7 Data Analysis 71
4.8 Results 71
4.8.1 Theme 1: The way the Municipality communicates to grassroots communities **71**
4.8.2 Theme 2: Community's expectation in terms of the Municipality visits them **72**
4.8.3 Theme 3: Impact of distance between the Municipality and the grassroots communities **73**
4.9 Discussions of the findings 77
4.9.1 Objective 1: To explore the strength and weaknesses of current communication framework between the municipality and the rural-area based communities **77**
4.9.2 Objective 2: To encourage effective communication among the municipalities, municipal structures, community based organization and the rural communities **77**
4.9.3 Objective 3: To distil a communication framework for the realization of objectives of Developmental Local Government **78**
4.10 Summary 78
CHAPTER 5 COMMUNITY STRUCTURES' SATISFACTION WITH CURRENT MUNICIPALITY'S COMMUNICATION FRAMEWORK 79
5.1 Introduction 79
5.2 Description of study area 79
5.3 Research design 79
5.4 Population and sampling procedure 81
5.5 Data collection 81
5.6 Data Analysis 82
5.7 Results of the study 82
5.7.1 Theme 1: The strength and weaknesses of current communication system between the Municipality and rural-based communities **82**
5.7.2 Theme 2: Improving current communication **83**
5.7.3 Theme 3: Working relations between different structures **83**

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5.7.5 Theme 5: The communication behavior of members during community meetings **87**
5.7.6 Theme 6: The need for communication skills development **88**
5.8 Discussions 92
5.8.1 Discussions based on the objectives of the study **93**
5.8.1.1 Objective 1: To explore the strength and weaknesses of current communication framework between the municipality and the rural-area based communities 93
5.8.1.2 Objective 2: To encourage effective communication among the municipalities, municipality structures, community-based organizations and the rural communities 93
5.8.1.3 Objective 3: To distil a communication framework for the realization of objectives of Developmental Local Government 96
5.9 Summary 98
CHAPTER 6 SYNTHESIS OF EFFECTIVE COMMUNICATION FOR DEVELOPMENTAL LOCAL GOVERNMENT 100
6.1 Introduction 100
6.2 Framework of Effective Communication for the Enhancement of Developmental Local Government and Rural Development 101
6.3 Pillars of the Strength of the proposed Communication Framework of Effective Communication 105
6.3.1 Creation of Effective communication policies and laws **105**
6.3.3 Monitoring and evaluation of community participation on development initiatives **106**
6.3.4 Participatory methods need to be more effective through communication **107**
6.3.5 Taking communication to the Ward levels **107**
6.4 Validation of the proposed communication framework 108
6.5 General Recommendations 112
6.5.1 Recommendation for policy formulation **112**
6.5.2 Recommendation for skills development **112**
6.5.3 Recommendation for further study **113**
REFERENCES 114
APPENDICES 121

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LIST OF TABLES

Table: 2.1: Summary on characteristics of communication models 24

Table 2.2. Roles and responsibilities of various stakeholders of Developmental Local Government in South Africa 39

Table 3.1. Summary of questions and responses by section 57 managers and the mayoral Committee members..... 61

Table 4.1. Responses about the way the Municipality communicates to grassroots communities..... 70

Table 4.2 Summary of questions and responses from the grassroots community members..... 76

Table 5.1. Participants in this study..... 80

Table 5.2. Summary of questions and responses from Community Structures on satisfaction by communication with the Mutale Municipality..... 89

Table5.3. Community structures' satisfaction with communication in Mutale 97

Table 6.1 Importance of the Study..... 111

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LIST OF FIGURES

Figure 2.1. The Aristotle model of communication.....18
Figure 2.2. The Shannon-Weaver mathematical model of communication.....20
Figure 2.3. Berlo's model of communication.....22
Figure 2.4 The three inter-related spheres of government in South Africa.....29
Figure 3.1: Process of data analysis (Creswell, 2009).....52
Figure 5.1 Effective flow of Communication: The Municipality plays central role of message distribution. 95
Figure 6.1 Proposed model of effective communication for the enhancement of Developmental Local government and rural development.....103

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LIST OF APPENDICES

Data collection and Ethical Clearance Tools 121

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LIST OF ABREVIATION AND ACRONYMS

ANC	African National Congress
CDW's	Community Development Workers
COGHSTA	Department of Cooperative Governance, Human Settlements and Traditional Affairs
COGTA	Department of Cooperative Governance and Traditional Affairs
ComDev	Communication for Development
FAO (UN)	Food and Agricultural Organization of the United Nations
GCIS	Government Communication Information System
ICD	Independent Complains Directorate.
ICT4D	Information and Communication Technology for Development
IDP	Integrated Development Plan
ISRDS	Integrated Sustainable Rural Development Strategy
LGCF	Local Government Communicators' Forum
LGTAS	Local Government Turnaround Strategy
LSM	Living Standards Measures
MEC's	Members of the Executive Council
MTSF	Medium-Term Strategic Framework
NGO's	Non-Governmental Organizations
NSFAS	National Student Financial Aid Scheme
RDP	Reconstruction and Development Programme
SABC	South African Broadcasting Corporation
SANCO	South African National Civic Organization
SAPS	South African Police Service
SASSA	South African Social Security Agency
STATSSA	Statistics South Africa
TSC	Thusong Service Centres

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CHAPTER 1 INTRODUCTION

1.1 Background to the Study

It does not matter how many times a person does a thing nor does it matter which tools one uses to achieve something, what is crucial is the process that produces desired results. There are many initiatives that governments at various levels put in place to communicate with community members. In South Africa, these are outlined in the Government Communicators' Handbook of 2007. Chief among the communication avenues spelt out in this handbook are outreach programmes, consultative forums and the use of various media. However, although the initiatives have been in existence for many years, there remains a significant communication gap between local government (in this case the municipalities) and the communities they serve. This challenge is most apparent in rural areas. Because of the existence of the ineffective communication, the realization of the key imperatives underpinning developmental local government continues to be elusive.

The existing communication situation can best be described as consultation and mobilization. It lacks effective public participation and thus, it is not in line with the objectives of developmental local government. The White Paper on Local Government of 1998 defines Developmental Local Government as a governance system committed to involve citizens and groups within their communities to find sustainable ways to meet real social, economic and material needs in order to improve the quality of lives of the people. It is expected to target especially those members and groups within communities that are most often marginalized or excluded. Among such groups are women, people with disabilities and those who are very poor. Therefore, it can be concluded that Developmental Local Government seeks to empower local communities and encourage community members to actively participate in matters of local governance.

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According to Chambers (2010), the importance of effective communication in promoting successful implementation of developmental initiatives cannot be questioned. The fact is that the problem of underdeveloped regions across the globe is partly due to poor or lack of effective communication. Schramm (1997) lends even greater weight to this argument. In support of this view, Dudley (1997) points out that there is a relationship between communication and economic growth.

Lu (2009) contends that communication gaps in economic activities impact negatively on development initiatives. He reveals that China needed effective communication to build its internal and external images following poor communication after the riots in Tibet (Lu, 2009) and the scandal of contaminated milk (Lu, 2009) and stocked controversy. In 2008, the economy of China suffered a major knock, resulting in both its internal and international reputation being dented. Lu (2009) argues that lack of effective communication and inadequate knowledge of international communication skills required to relate with her own stakeholders was likely to be the major reason for this status quo. This situation has parallels elsewhere. For example, commenting on the situation in Australia, Sawer (2009) also contends that there is a communication gap between the government and the people. He attributes this to the traditions of secretive government on the one hand and high levels of community distrust on the other.

Hurskainen (1993) explains the situation presented above and expresses the view that governments believe they are custodians of correct policies and possess appropriate knowledge to develop people's living conditions. Most governments strive to address the ignorance that communities have of the programmes and opportunities that they can take advantage of in order to improve their livelihoods. In Tanzania, this ignorance is called *Unjinga.* In an attempt to strengthen the flow of information between the government and grassroots communities, it was assumed that *Unjinga* should be replaced with effective acquisition of formal education.

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As Olutimayin (2002) points out, effective communication between government and its people is crucial even in the health industry. The Health for All System introduced in Nigeria between 1993 and 1998 led to the establishment of the Primary Health Care System. The goals of the Health for All Programme could not be achieved because effective communication channels among health facilities, districts and community members were non-existent (Olutimayin, 2002). Moreover, it was recognized that communication between decision-makers operating from urban offices and implementers in rural areas needed attention.

As already alluded to at the beginning of this Chapter and confirmed by the South African State of Local Government report (2009), a considerable communication gap exists between Municipalities and communities in rural areas. This problem continues to trigger protests in various communities against their Municipalities. This hinders the realization of developmental local government. Bowes (1997) believes that a communication gap also contributes to underdevelopment because people cannot access the information they need to improve their livelihoods. It is argued (Van Heerden, 1996; Price, 2000) that the communication problem pervading the local government sphere in South Africa was inherited from apartheid patterns of settlements, which were designed to promote the development of areas that Whites occupied. The Apartheid settlement patterns intensified underdevelopment, particularly in rural areas.

Given the situation highlighted above, it is not surprising that since South Africa attained democracy in 1994 successive governments have been introducing various developmental initiatives specifically targeting the poorer segments of society. The initiatives were informed by the principles enshrined in the Freedom Charter which was adopted on 26 June 1955 at a Congress of the People in Kliptown, Johannesburg. It called for the promotion of democracy and human rights, land reform, labour rights and nationalization, amongst others (Melo, 1986). The major pillars of the Freedom Charter significantly informed the crafting of the Constitution of the Republic of South Africa of 1996 and later legislations.

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Despite all the development-oriented efforts highlighted above, it is becoming increasingly clear that there is a need for strengthening the communication between local Municipalities and rural area-based communities (Buccus 2008; Department of Cooperative Governance and Traditional Affairs: COGTA, 2009; Francis, Dube, Mokganyetji and Chitapa, 2010). Such communication must usher in people-centred and community-driven development. Central to this type of development is participation of people in all aspects of their governance.

The preceding arguments find support from Chambers (2010) who believes that participation of people is crucial for community-driven development (CDD). Without effective communication, it is impossible for any government to achieve CDD. This approach to development empowers local communities through equipping them with a new set of powers, rights and obligations (Chambers 2010). It is also worth highlighting that empowerment of the communities also comes in the form of access to resources and authority, improved accountability and development of capacity since people learn to work collectively towards a common goal. A critical ingredient of CDD is community-based planning which is designed to promote collective action by residents of particular area.

One of the main aspects of developmental local government is full participation of community members in matters of governance and local development. This is the core focus of the Local Government Turnaround Strategy of 2009. As reported by both the South African Parliament and Department of Cooperative Governance and Traditional Affairs (COGTA), 2009, lack of effective communication between local government and grassroots communities in South Africa negatively impacts on rural development initiatives. It is also the root cause of violent service delivery protests witnessed in some communities (COGTA, 2009). This is happening because community members feel alienated from local governance. Consequently, community members become passive recipients of government initiatives thereby creating a serious dependence syndrome. Yet participatory communication (Del Castello and Braun, 2006) would help unearth the views of the governed on the nature of services and development they prefer.

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Participatory communication places people at the centre of any given rural development initiative and treats planners, development workers and local powerful institutions as equals. For this to be achieved there is a need to take advantage of these principles in the course of contextualizing communication for developmental local government.

1.2 Theoretical Framework

This study was guided by the fundamental principles underlying communication for development as articulated by Kamlongera (2004). Kamlongera (2004), in his interview on Development Communication in 2004 at the Chancellor College, Zomba, Malawi argued that communication for development (ComDev) is a critical component of any development initiative. Kamlongera (2004) argues that ComDev is about seeking change at different levels including listening, establishment of trust, sharing knowledge and skills, building policies, debating and learning for sustained and meaningful change. Kamlongera (2004) also argues that ComDev process goes beyond information dissemination to facilitate active participation and stakeholder dialogue hence a need for effective communication

Effective communication has a potential to bring in development. Melkote and Steeves (2001) argue that there is no universal path to development and this means each society must find its own strategy for development. This is also in line with what Chambers (2010) argues that there is a need for community–driven-development (CDD) in order to get rural area-based communities empowered through their own strategy. Development and development communication are therefore not processes that occur a long way away but occur everywhere in every society.

The simple use of mass media and government outreach programmes still lack the element of getting active participation from the community members hence a need for a framework for effective communication between the local government and rural area-based communities. Effective communication is a mediation process that brings different social groups together to discuss their interests and needs and reach consensus for action.

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Local government will communicate effectively to rural area-based communities if government takes into account community perception, needs, knowledge, experience, cultures and traditions. This is what Chambers (2010) call community-based-planning (CBP) which takes community members along throughout the whole process.

As indicated by Melkote and Steeves (2001), there are a number of communication models created in consistent with development context and goals. Earliest models of communication such as that of Aristotle, Berlo and the Shannon-Weaver describe and assume a relatively linear process in which one sends through the channel and one brings feedback. In this model, initiative ability lies overwhelmingly with the sender which brings results that is impersonal and in a one way flow. It is true that much has happened since the 1950's and 1960's when early models and other theories of communication were devised, however, gaps were also identified by governments as indicated by Lu (2009), Sawer (2009) and Hurskainen (1993) and this implies that there is a need for new models or frameworks that account for differences in context and audience demographics despite increasing communication technology. There cannot be talk of communication for development if there is no element of empowerment. Empowerment is defined as the process by which individuals, organization and communities gain control and mastery over social and economic conditions, over democratic participation in their communities and over their own stories. This means community members should play an active role in the running of their lives. It is implied here that active participation by rural area-based communities will be possible with the existence of a relevant framework for effective communication for the enhancement of Developmental Local Government. This is the main focus of the thesis.

1.2.1 Statement of the Research Problem

This study was undertaken as a response to the need to enhance communication in order to nurture effective Developmental Local Government in rural area-based communities in Vhembe District of Limpopo Province in South Africa.

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It was anchored on the realization that current communication models were failing to achieve the full participation of community members in the implementation of government developmental initiatives. As a result, members of communities in rural areas could at best be regarded as mere recipients of government efforts to improve their lives. Given this scenario, it was paramount to find ways of strengthening communication in order to enhance the chances of realizing Developmental Local Government.

1.2.2 Justification of the Study

It is now two decades since the attainment of democracy in South Africa. Various development-oriented plans, policies and practical initiatives have been introduced. These include the Reconstruction and Development Plan (RDP) and the Constitution of the Republic of South Africa, Act 108 of 1996. The latter demands that all citizens should be treated equally before the law and also contains a Bill of Rights that citizens are entitled to enjoy.

Chapter 7 section 152 (1) (e) of this Constitution emphasizes that local government must encourage the involvement of communities and their organizations in matters of local government. Although having these measures, lack of effective communication between government and its people, particularly those in rural areas, has proved to be effective in realizing community participation on issues of governance and development.

The communication gap between local government and its people hinders the realization of Developmental Local Government. Contained in this thesis are ways that might enhance communication such that there is more effective developmental local government in rural areas of Mutale Local Municipality in the Vhembe District of Limpopo Province, South Africa.

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1.2.3 Research Objectives

The main objective of the study was to distil a communication framework for effective Developmental Local Government in rural areas-based communities of Vhembe District in Limpopo Province of South Africa. This was pursued through the following specific objectives:

a) To explore the strengths and weaknesses of the current communication between municipalities and rural area-based communities;
b) To encourage effective communication among the municipalities, municipal structures, community-based organization and the rural communities; and
c) To distil communication framework in the Municipality for the realization of objectives of Developmental Local Government.

1.2.4 Research Questions

a) How is the Municipality currently communicating with rural area-based communities?
b) What are the strengths and weaknesses of current communication systems between the Municipality and rural area-based communities?
c) How effective are the current models of communication in strengthening the notion of Developmental Local Government?
d) How can the current communication framework between the Municipalities and rural area-based communities be improved?

1.3 Operational definitions of Key Terms and Concepts

In this study, various concepts are commonly used. Their meanings are explained below.

Communication is regarded as a way of disseminating information from the sender (namely the Municipality) to the recipient (Community members in rural areas). The process that becomes complete only after feedback has been received from the recipients and there is general understanding of messages.

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Provision of information and involvement of the local community in identifying its needs, challenges, intervention plans, implementation framework, evaluation and monitoring in environment which is conducive characterizes *Effective communication for rural development* (Chambers, 2010). By so doing community members become empowered.

A communication framework *refers to* structure of communication that allows effective interaction between the Municipality and the rural area-based communities.

Developmental Local Governmental is a system of governance in a particular area meant to work 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. According to the White Paper on Local Government of 1998, it is empowering in nature because of its deliberate focus on those members and groups within communities that are most often marginalized or excluded.

1.4 Organization of the Thesis

This thesis is made up of six chapters viz. introduction, review of literature, research methodology, results, discussion and synthesis. Chapter 1 sets the scene for the entire study by way of providing the background, statement of the research problem, justification and rationale including the objectives and questions.

In Chapter 2, the review of literature is presented, starting from a global perspective of communication for development and associated challenges until the local context that must be addressed is explained. The importance of effective communication between the government and the people at grassroots community level is explained in this chapter.

Chapter 3 focuses on the nature of communication for Developmental Local Government as perceived by management of Mutale Municipality. Chapter 4 outlines how grassroots communities of Mutale perceive communication between them and the Municipality. Chapter 5 focuses on community structures' satisfaction with current communication system of the Mutale Municipality. Chapter 6 provides the synthesis of the whole study.

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CHAPTER 2 REVIEW OF LITERATURE ON COMMUNICATION FOR EFFECTIVE DEVELOPMENTAL LOCAL GOVERNMENT

2.1 Introduction

This chapter aims at outlining literature reviewed for the study. Du Plooy (1997) indicates the need for reading as many sources on the research topic as possible. Du Plooy (2007) adds that the main purpose of literature review is to sharpen theoretical understanding of the topic and to familiarize researchers with the latest theoretical developments and debates in the area of research to be undertaken.

This chapter provides more insight on existing communication models, Developmental Local Government and its legal obligations in improving service delivery and community participation on matters of governance. This is also augmented by the discussion on Local Government Turnaround Strategy which also echoes the need for empowerment of local communities in the design and implementation of municipal programmes. The chapter also focuses on the operation of Municipal structures in enhancing relations with local communities. This is followed by focusing on the effectiveness of some existing communication models in terms of encouraging community participation on matters of governance and of developmental initiatives. The chapter also focused on the current communication initiatives of the Republic of South Africa. This is meant to explore the effectiveness of the current communication system in advancing key elements of Developmental Local Government which encourage the local spheres (municipalities) to work with local community members and community groups and also encourage partnership for sustainable development and the improvement of living conditions.

Before putting the concept of communication into development perspective, it is imperative to describe it in simple terms. Etymologically, the word communication originates from the Latin *communication* which has two major significant parts which are imparting or making something common and taking one's audience into confidence (De Wet, 1988). This means the process of communication is more on parties (sender of the message and recipient) archiving mutual understanding through imparting ideas.

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2.2 Developmental Local Government in South Africa

According to the White Paper on Local Government (1998), Developmental Local Government aims at municipalities working together with local communities to find sustainable ways to meet the needs of communities and improve the quality of their lives. This is responding to the constitutional mandate that commits government to take reasonable measures within its available resources to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security. Developmental outcomes of local government include community empowerment.

Developmental Local Government has the characteristics of maximizing social development and economic growth, integrating and coordinating, democratizing development plus leading and learning. Social development may take different shapes including the use of arts and culture and delivery on aspects of social welfare services. Integrating and coordinating involves bringing different developmental agencies together and for the local government to partner with citizens and community groups. As per the White Paper on Local Government (1998), Developmental Local Government has four goals to achieve. These are to maximize social development and economic growths through, amongst others, creating jobs and empowering local small businesses. Secondly, there is a goal to integrate and coordinate agencies such as the national and provincial government and others that contribute towards the development of the area.

The third goal is to provide leading and learning where the local government has to mobilize a range of resources to meet basic needs. The last but important goal is to democratize development where in addition to representing interest within the council, councilors should make sure citizens and community groups are involved in the design and delivery of municipal programmes where ward committees and community consultation are important ways of achieving greater involvement.

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The White Paper on Local Government (1998) also indicates that the Developmental Local Government will achieve its goal through taking local citizens as partners in matters of governance including during policy processes. This, however, demands for effective communication which has proved to be lacking in different parts of the world including between the Municipalities and communities in the Vhembe District of Limpopo Province in South Africa.

The Integrated Sustainable Rural Development Strategy (ISRDS) (2000) echoes the sentiments that there is a need of effective communication and information dissemination for integrated rural development through consultative processes. It is argued here that consultative process will allow rural people to express their goals and priorities. Section 7(c) of the strategy indicates the importance of stakeholder mobilization. Both the ISRDS and The White Paper on Local Government (1998) identified the need for effective communication between local government and communities but failed to come up with the framework for effective communication. It is in this vain that this thesis proposes a new communication model which is going to assist community members to be active participants in matters of governance.

2.2.1 Legal obligations of Developmental Local Government

The first democratic government started its governance by implementing the constitutional mandate that states that everyone is equal before the law and has the right to equal protection and benefit of law [Chapter 2(9)]. Chapter 2 Section 10 of the constitution of South Africa (1996) emphasizes that everyone has inherent dignity and right to have their dignity respected and protected. In section 20, the Constitution of the Republic of South Africa, Act 108 of 1996 dictates that no citizen may be deprived on citizenship. Section 16 also indicates that everyone has the right to freedom of expression, which includes receiving or imparting information or ideas. This constitutional obligation requires for effective communication.

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Continuing, the Constitution of the Republic of South Africa, Act 108 of 1996, Chapter 7, indicates that local government has to provide democratic and accountable government for communities. This sphere of government also has to promote social and economic development which is the anchor of rural development. What is important communication-wise is that local governments have to encourage the involvement of communities and community organizations in matters of local governance. Local Government at the level of the District and the Local Municipality will achieve the goal of involvement of communities through communication. This includes the use of media, meetings such as the Integrated Development Plan (IDP) consultations, council meetings and general outreach programmes.

Government also established the Batho-Pele Principles (putting people first) to be applied when government institutions are working with community members. The principles need people to be consulted on the level and quality of services they receive from government. Community members also have to get access to services they are entitled to including being made to be involved in governance matters. One of the Batho-Pele Principles states that community members have to be given full and accurate information in an open and transparent environment. The Batho-Pele principles also emphasize the need for improved and strengthened communication between the local government and rural area-based communities.

Chapter 4 (Section 4.5) of the White Paper on Transforming the Public Service of 1997 emphasizes that information is the most powerful tool at the customer's disposal in exercising their right to good services. According to the White Paper, National and Provincial departments must provide full, accurate and up-to-date information about the services they provide and who is entitled to receive them (Subsection 4.5.1). Also, Chapter 5 of the White Paper calls for partnerships involving government institutions and the wider community, including business, NGO's and local communities.

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The Municipal Systems Act, 32 of 2000 calls for public participation on matters of governance and that there should be effective communication of the by-laws between municipalities and the communities. This is also supported by the Municipal Structures Act, No 117 of 1998 which states that a municipal council must develop mechanisms to consult the community and local organizations in performing its functions and exercising its powers.

The White Paper on Local Government of 1998 emphasizes the need to rebuild relations between municipalities and the local communities they serve. Municipalities should be particularly sensitive to the needs of groups within the community who tend to be marginalized and responsive and be accessible to people with disabilities. The desired outcomes of the White Paper on Local Government referred to above include provisions of household infrastructure, local economic development, community empowerment and redistribution of critical resources such as land. Working together with local citizens and other partners is important for developmental local government.

The White Paper on Local Government (1998) emphasizes that municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation, monitoring and evaluation of decision-making and implementation. However, in order to realize all these developmental initiatives, there is a need for effective communication between the Municipalities and the communities in question. Section 7(c) of the ISRDS (1999) also emphasize that the local government should strengthen stakeholder mobilization. However, the ISRDS does not provide the relevant framework for stakeholders' mobilization. The White Paper on Local Government (1998) also identified poor relations between the municipalities and the local communities as a challenge that needed to be addressed. This thesis indicates that effective communication is important for the realization of the goals of the Developmental Local Government such as mobilization of the communities.

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As Hurskainen (1993) puts it, the government's task is to govern its subjects and as a custodian of correct policies it believes it is in possession of the appropriate knowledge for developing people's living conditions which come among others through the abolishing of ignorance or *unjinga*. The abolishing of *unjinga* can be realized through effective communication. However, Hurskainen (1993) and The White Paper on Local Government (1999), also do not provide the framework to be followed to get community members to participate in matters of governance and those of their own development.

2.2.2 Local Government Turnaround Strategy (LGTAS)

Following the 2009 local government elections, the new administration in South Africa under President Jacob Zuma added more departments and also changed names of some departments following the new mandates given to the ministries. One of the newly established departments was that of Corporate Governance and Traditional Affairs (COGTA) whose main mandate was to develop the local sphere in a bid to continue to bring better life for all. To achieve its mandate, COGTA developed the Local Government Turnaround Strategy (LGTAS) indorsed by government in 2009 but expected to be fully implemented by 2014. The LGTAS was informed by the State of Local Government Report and the Local Government Indaba held in October 2009. According to the report, the LGTAS is aimed at counteracting those forces that are undermining local government system which include shortage of capacity and skills in the municipalities. The LGTAS also calls for Public Participation Programmes (PPP) where municipal leaders go to the people to listen and to share people's priorities.

This department or ministry, together with those in the provinces with similar mandates of developing the local government sphere, conducted assessments on 283 municipalities in 2009 and determined that there was a need for restoration of communities' confidence in the country's municipalities and the improvement of their performances, hence the LGTAS. The LGTAS' other focus is to make sure that all citizens and all sectors in the country regard local government as everyone's business.

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LGTAS aims also to create municipalities that are responsive to the needs of local communities and encourage the involvement of communities in matters of local governance. This encouragement will, on the other hand need community empowerment and enhancement of local democracy.

The COGTA (2009) report on the functioning of the municipalities also indicates that there is absence of communication resources and no accountability on how and when municipalities communicate to communities. To tackle challenges raised above, there must be a concerted effort to enhance partnership between local government, communities and civil society (ISRDS 1999). The functioning of all municipal structures such as the Ward Committees, Public Participation Programme offices, CDWs, and traditional leadership should be strengthened. This necessitates a study on how communication can be effectively enhanced for the developmental local government in rural area-based communities, hence the new communication model. The discussion on structures of municipality below is intended to show that they all have a prerogative of communicating to community members.

2.3 Common Models of Communication

Communication is the process of message sending from the sender to the recipient through the medium. The following are examples of common communication models applied across the world including South Africa. In discussing how they operate, focus will be on communication by government structures. Having been applied and still experiencing underdevelopment due to poor participation of community members, it proves that the existing models are not relevant for effective communication for rural development and cannot enhance effective communication between government and communities. This section of the thesis outlines some of the challenges of common communication models in advancing Developmental Local Government and their failure to positively contribute to rural development.

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According to Mortensen (1972), a model is a systematic representation of an object or event in idealized and abstract form. The following are just examples of common communication models and the intention of mentioning them is to indicate the linear form they take which lacks true community participation. Common communication Models include those of Aristotle, Shannon-Weaver and Berlo. In these models, the sender and the recipient are not in equal communication levels. The two do not play equal roles and the sender of the message takes control and dominates the communication process. This is true as at all the times the sender of the message becomes the creator of the message who again decides on the medium to use, structuring of the message and turn the recipient into a passive participant who will again respond to the message while the sender has specific expectations. The sender again decides if the communication process has been successful by gauging if they received the feedback they expected. This comes with little regard to the intellectuality and independence of the recipient.

2.3.1 Aristotle's model of communication

Figure 2.1 indicates key components of Aristotle's model of communication. Aristotle, a Greek philosopher-teacher established this communication model in the desire of observing the availability of the means of persuasion in his teaching of Rhetoric. The challenge of this model as Mortensen (1972) puts it is that it gives the sender of the message more power as this is where the message is discovered.

Considerations of both ethical and emotional feelings are done by the speaker (sender) on behalf and with little consideration of the recipient. The speaker then arranges the strategies, dresses the idea or message and sends it out. The recipient becomes a passive receiver and not an equal communication participant. This model cannot work adequately where there is a need for effective communication between the local government (e.g. municipality) and rural area-based communities with the aim of getting full participation by community members towards matters of their own development because the recipient is always left behind or undermined and degraded just to become a passive recipient.

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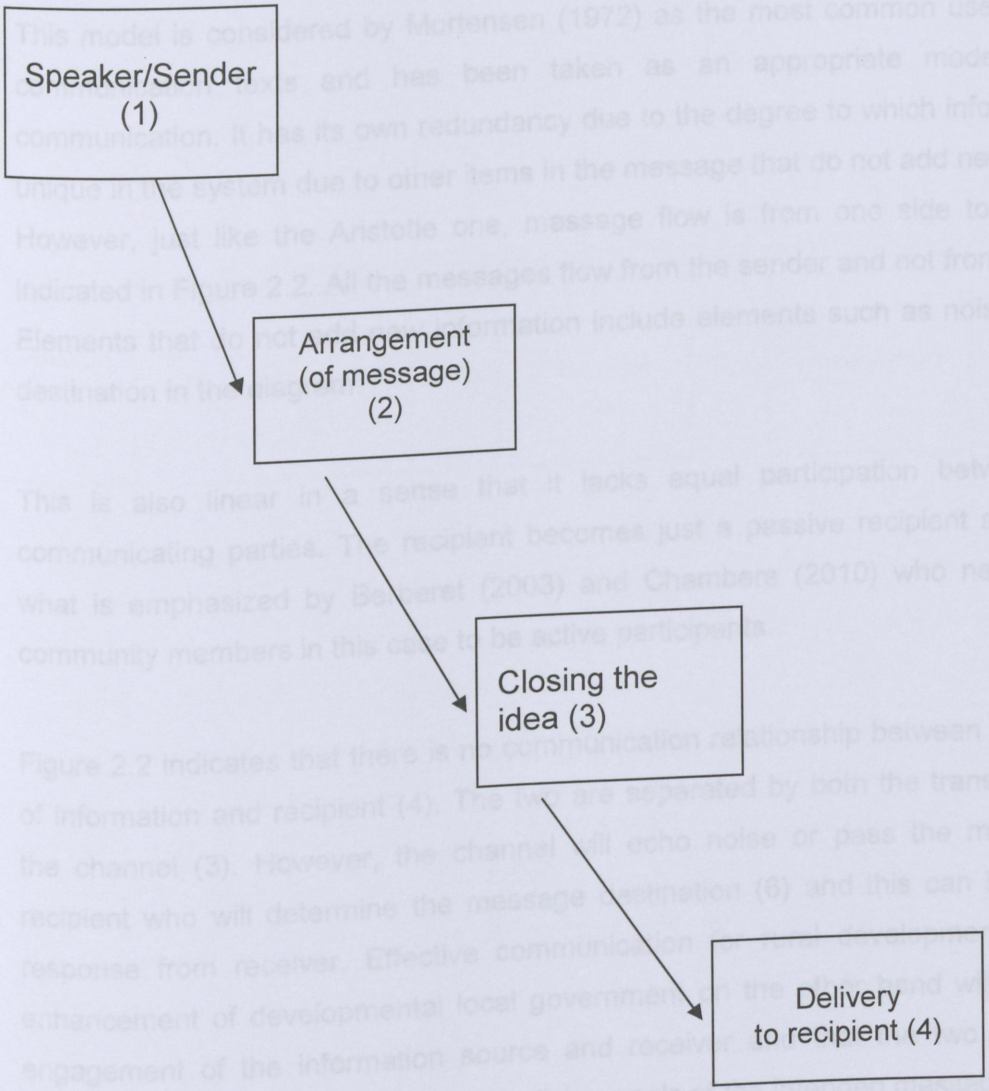

Figure 2.1: The Aristotle model of communication (Mortensen, 1972)

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2.3.2 The Shannon-Weaver mathematical model

This model is considered by Mortensen (1972) as the most common used in low-level communication texts and has been taken as an appropriate model for human communication. It has its own redundancy due to the degree to which information is not unique in the system due to other items in the message that do not add new information. However, just like the Aristotle one, message flow is from one side to the other as indicated in Figure 2.2. All the messages flow from the sender and not from the receiver. Elements that do not add new information include elements such as noise source and destination in the diagram.

This is also linear in a sense that it lacks equal participation between the two communicating parties. The recipient becomes just a passive recipient and this is not what is emphasized by Berberet (2003) and Chambers (2010) who need recipients, community members in this case to be active participants.

Figure 2.2 indicates that there is no communication relationship between the source (1) of information and recipient (4). The two are separated by both the transmitter (2) and the channel (3). However, the channel will echo noise or pass the message (5) to recipient who will determine the message destination (6) and this can be decided by response from receiver. Effective communication for rural development and for the enhancement of developmental local government on the other hand will strive for the engagement of the information source and receiver and that the two create mutual understanding and work together in realizing goals of the intended message.

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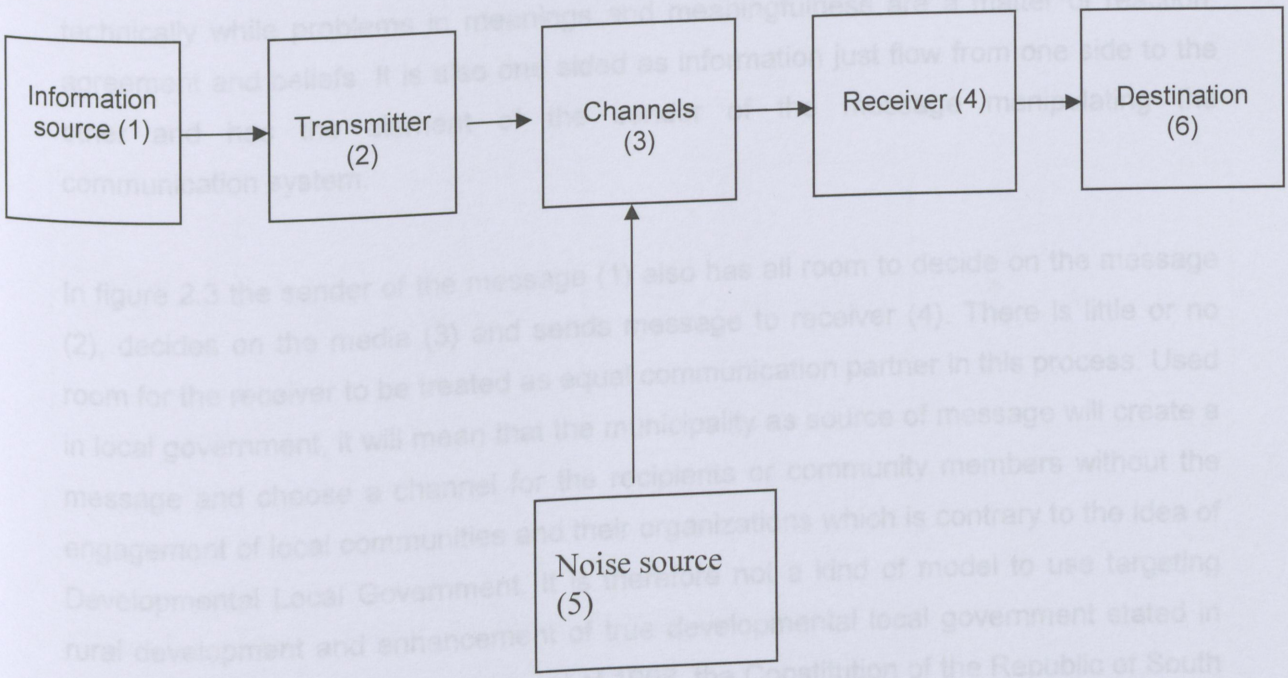

Figure 2.2: The Shannon-Weaver mathematical model of communication

(Mortensen, 1972)

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2.3.3 Berlo's model of communication

Figure 2.3 shows Berlo's Model of communication. This model as Mortensen (1972) explains tends to stress the manipulation of the message during the encoding and decoding processes. It implies that human communication is similar to a machine communication just like signal sending in telephone, television or computer as in radar system. This model suggests that human communication challenges may be solved technically while problems in meanings and meaningfulness are a matter of reaction, agreement and beliefs. It is also one sided as information just flow from one side to the other and has the element of the sender of the message manipulating the communication system.

In figure 2.3 the sender of the message (1) also has all room to decide on the message (2), decides on the media (3) and sends message to receiver (4). There is little or no room for the receiver to be treated as equal communication partner in this process. Used in local government, it will mean that the municipality as source of message will create a message and choose a channel for the recipients or community members without the engagement of local communities and their organizations which is contrary to the idea of Developmental Local Government. It is therefore not a kind of model to use targeting rural development and enhancement of true developmental local government stated in the White Paper on Local Government of 1998, the Constitution of the Republic of South Africa (108) and Community-based planning as stipulated by Chambers (2010).

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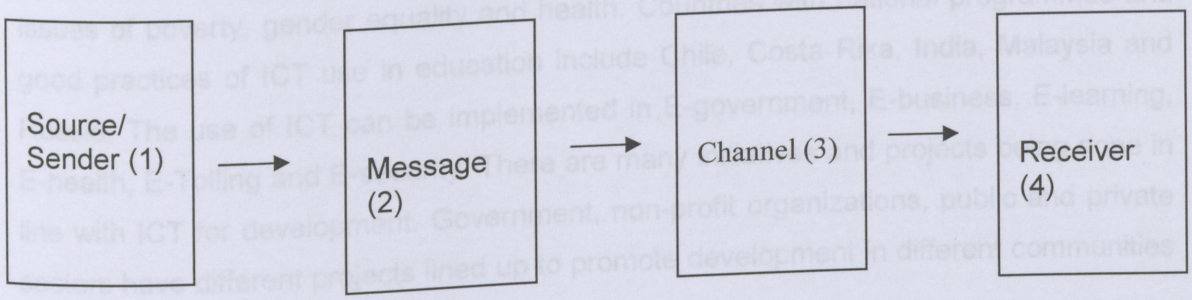

Figure 2.3. Berlo's model of communication (Mortensen, 1972)

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2.3.4. Information & Communication Technology for Development (ICT4D)

Information and Communication Technology for development (ICT4D) refers to the use of information and communication technology in the field of socio-economic development, international development and human rights (Hilbert, 2009). The theory behind this is that more and better information and communication furthers the development of the society. Global and technological changes are some main goals of Information Communication Technology (ICT). Hilbert, 2009 added that ICT4D is used in areas such as education where it provides knowledge and offering unprecedented opportunities to enhance education. Education is seen as a vital input to addressing issues of poverty, gender equality and health. Countries with national programmes and good practices of ICT use in education include Chile, Costa Rika, India, Malaysia and Russia. The use of ICT can be implemented in E-government, E-business, E-learning, E-health, E-Tolling and E-security. There are many initiatives and projects being done in line with ICT for development. Government, non-profit organizations, public and private sectors have different projects lined up to promote development in different communities (Hilbert, 2009)

In South Africa and according to Social Media Policy of the Department of Cooperative Governance and Traditional Affairs (COGTA of 2011, Information and Communication technology (ICT) is described as stressing the role of unified communication and the integration of telecommunications. It incorporates the use of telephone lines and wireless signals, computers as well as necessary enterprise software an enabling users to access, store and manipulate information. The ICT allows for the use of social media such as face book, twitter, WhatsAp, internet connection and blogs. This system may be regarded as a way to fulfill roles of above mentioned models where message is sent to the receiver in receiver's garget. Only 40 percent of residents of Mutale have access to ICT services. This is according to the Community Survey of 2007. However, participants of the study indicated that majority do have cellular phones which can work quicker in mobilizing community members. There is lack of internet connection in the areas visited. The Municipality of Mutale is also not providing bulk SMS messages where same message can be sent to many people who have access to cellular phones.

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Table: 2.1: Summary on characteristics of common communication models

Communication model	Major features	Advantages	Disadvantages	Appropriate areas where applicable
Aristotle	Developed as persuasion mechanism for the study of rhetoric. Is linear in nature.	Sender of message creates and control message.	Undermine role or recipient.	Top to Down communication (e.g. From employer to employees).
Shannon-Weaver	Considered most commonly used in low-level communication. Sender of message dominates.	Regarded appropriate for human communication	Linear model where message goes to recipient. No exchange of views.	Top-bottom type of communication where only sender plays major role of sending linear messages.
Berlo's	Suggests human communication challenges can be solved technically	Sender of the message enjoys control on message and its delivery.	Suggests human communication similar to machine communication	Where there is no need to share information but just do it as prescribed or instructed.
Information and Communication Technology for development	Considered most fast and effective communication model using technology such as Internet, and social media (e.g. Face book, twitter, blog, whatsAp and bulk SMS)	Technology distribute message fast. It is good for mobilization as people who are connected receive same message at same time and act together e.g use of twitter club may assist in thrashing some concepts together	Technology does not involve participation except for chatting. Rural communities are also not able to access technology such as internet connection.	Top- down where community at grassroots level is to be aware of government activity. However, it is also appropriate for advanced areas in terms of technology and connecting fees.

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2.4 Communication Systems of National and Local Government in South Africa

Since the dawn of democracy in 1994, the South African government came with a number of plans and projects to realize the goal of becoming an inclusive and caring government for all the people. Most of the programmes had to deal with the challenge of separate development as imposed by the then apartheid regime. During this regime, government development projects where biased to the advantage of white communities. Communication also became an important aspect of rural development hence the use of a number of channels and strategies to make communication an empowerment tool. This suggested therefore that communication is needed to empower members of the community. Nyalungu (2006) shares the sentiments and encourages active citizen participation through communication.

Currently, national government communication is controlled at the Government Communication and Information Systems (GCIS) which is the highest administrative communication structure located at the Presidency. The GCIS however follows the election manifesto and priorities of the ruling party, currently the African National Congress (ANC)'s traditional January 8 statement. This gets followed by a number of other government gatherings including Cabinet Lekgotla and State of the Nation Addresses tabled in National Parliament by the president of the country during the month of February each year.

Every year, the GCIS sets communication tone to make sure there is alignment in themes and messages of the year or a stipulated period. This is however controlled or determined by the term of office of politicians which normally takes five years as per Electoral Act 73 of 1998. The main aim of this Act is to regulate election of the National Assembly, the Provincial Legislatures and Municipal Councils and it provides that unless otherwise stated, elections will take place after five years (Provincial Government Communication strategy (2009).

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The provinces only develop their communication strategies after receiving guidelines from GCIS. Provinces also wait for the State of Provinces Addresses (SOPA) tabled by their Premiers in respect of Provincial legislatures, also guided by the previous mentioned gatherings and the State of Nation Address (SONA). Districts only develop their communication strategies. Local Municipalities align their communication strategies to that of the districts which is also aligned to the provincial strategy. The degree of this compliance may differ in Western Cape where the current premier, Ms Hellen Zille is not a member of the national ruling party, ANC, but belongs to the Democratic Alliance (DA). Therefore DA's SOPA may have a slightly different focus to those of other provinces led by the ANC.

This type of communication arrangement poses difficulties for the local government structures. The challenge becomes that the national sphere of Government imposes "one-size-fits-all" type of the guidelines and that the other spheres have to copy and comply. This is seen when every year all spheres of government have to wait for one government message from GCIS before they can start with their communication as stated in the Government Communicators Handbook of 2007 and the Limpopo Provincial Communication Strategy of 2009. This approach is top-down in nature and it does not make government communication model different from other models where the recipient is regarded just as a passive receiver. Figure 2.4 indicates different levels of government and a brief summary of their tasks.

Government also communicates through Public Participation Programme (PPP), known before as Imbizo's. During the PPP, the president of the country, the deputy, ministers and their deputies go out to the Municipalities accompanied by premiers, members of Provincial Executive Councils (MECs) and mayors. Amongst others, they visit local projects as identified by their advance teams and gather in one place where some members of the community get a chance to raise their concerns. Time for this is often limited and do not provide all interested community members in attendance a chance to raise their concerns. This makes government (Limpopo Province scenario) to only focus on what they call organized structures such as youth formations, forums for elders, traditional leaders' representatives and forums for business sector.

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This system is not prescribed by any source but was established as part of the plans to run PPP by the office of the premier organizers and other members of the PPP steering committee. The PPP in South Africa is in line with the notion of community-based-planning aiming at bringing community-driven-development (CDD) through listening to the needs of the communities and responding to them as per public participatory models of Chambers (2010). Political leaders from all spheres of government in South Africa are expected to go for PPPs for not less than ten times in a financial year. This is described in a document called Implementation Principles and Protocol for Public Participation Programme (PPP) or outreach programme dated 21 May 2010 released by GCIS.

Bessette (2004) argues that communication is important for bringing community participation and bridging the communication gap between government and community members. Bessette (2004) and Chambers (2010) however believe there is emphasis on the word participation in many developmental debates yet in practice public participation covers many "non-participatory" approaches. Furthermore, Bessette (2004) argues that community members need to participate and not just be mobilized. South African government excels in consulting and mobilizing community members but lacks community engagement and full participation. This implies that there is a communication gap between government and its people as communication campaigns embark on lack of effectiveness due to failure to get community members to fully participate on issues of governance as well as those of development.

Government also uses newsletters as their communication channel. Government newsletters are becoming more common in recent years with both the Vhembe District and all local Municipalities producing periodical publications. The majority of government publications observed contained event-based reports where they followed activities of political leaders without any serious focus on government programmes' ability to change peoples' lives. There is also the usage of internal communication channels focusing on internal communication between the employers and the employees (Provincial Communication Strategy 2009). Unfortunately as per observation these channels are used mostly by top management sending its message to those at lower levels.

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One other common way of government's communication is the use of mass media. Mass media refer to radio, television, newspapers, magazines and posters. As indicated in the Government Communicators' Handbook of 2007, government also uses mass media in communicating its programmes to the communities. The most used mass media in rural areas of Mutale Municipality is radio (STASSA, 2007). The challenge as per observation here is that messages such as notices and advertisement are sent to the radio stations and other media such as the newspapers ready to be broadcasted or printed without preparing the listeners and readers. Little does Phalaphala FM of SABC involve communities in community building events but they just broadcast. The recipients then just become passive receiving ends. Government messages on mass media are mostly about mobilizing community members to a certain event and the impact of these messages is measured by the number of people attending the events. This may be misleading as reasons for attending government events may vary from one person to the other and from one event to the other.

It has been proven that before people attend to government events they first check on the benefits of attending. In planning for government events for example, government communicators have tendency of adding what they call crowd pulling elements. These will include bringing in entertainment in form of music artists and famous radio presenters to anchor the programmes. Government also provides promotional materials such as T-Shirts and caps. All these additional materials are used in radio and newspaper adverts to attract more people to attend the government event. There is also an argument by others that they make sure there is food so as to attract more people. However, other communicators argue that providing food is just being human as government may not call people to spend the rest of the afternoon without feeding them. Although not proven, but a question to be asked may be what exactly attracts community members to government events? Is it the content of the agenda of the event or the material gain? Figure 2.4 below explains how information disseminates across the three spheres of government in South Africa.

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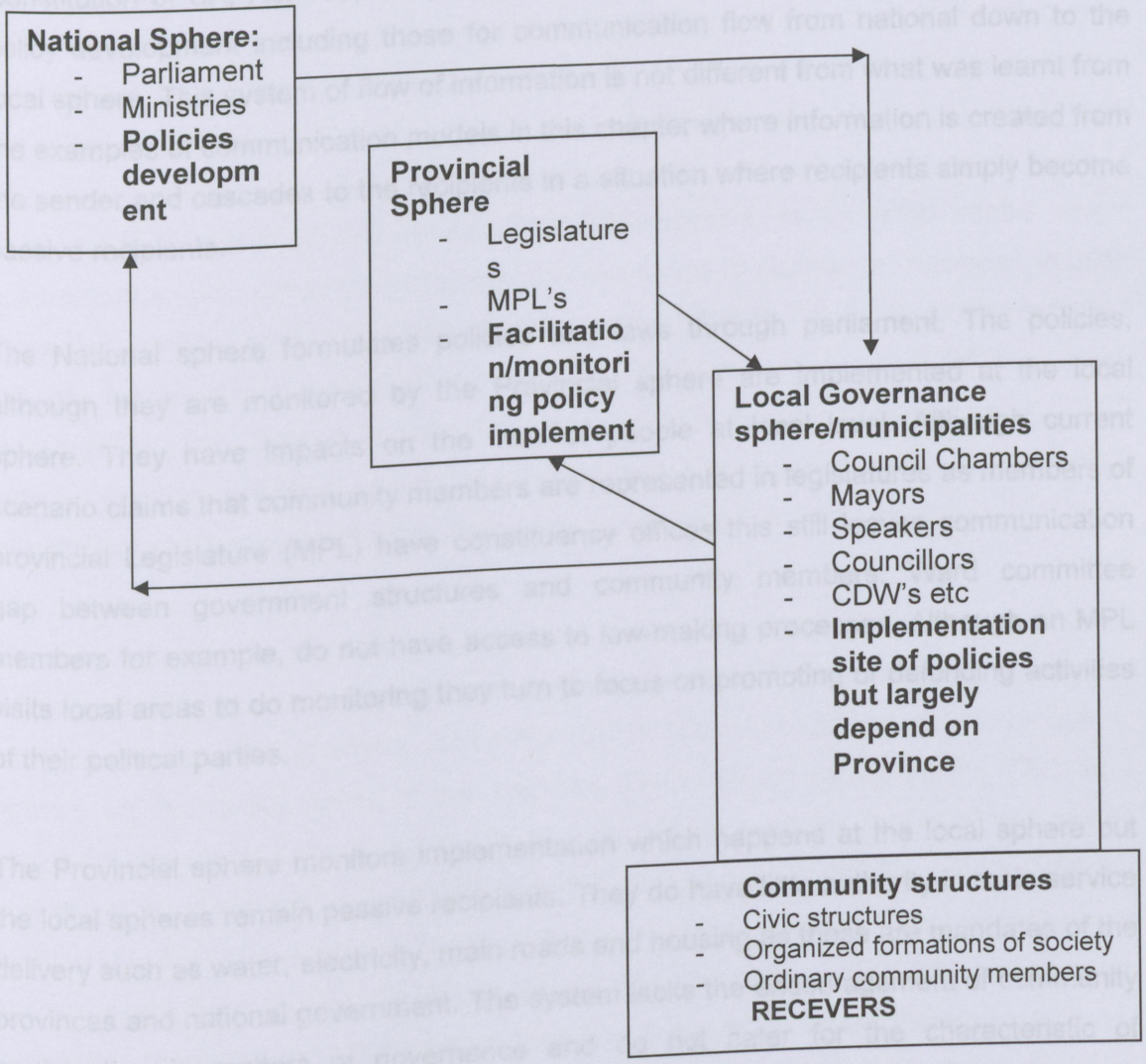

Figure 2.4: The three inter-related spheres of government in South Africa

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Figure 2.4 indicates the flow of information from the National to Provincial and Local Government. It is based on mandates of different spheres of government in the Constitution of SA, Act 108, Chapters 4, 6 and 7.The figure is meant to indicate that policy development including those for communication flow from national down to the local sphere. This system of flow of information is not different from what was learnt from the examples of communication models in this chapter where information is created from the sender and cascades to the recipients in a situation where recipients simply become passive recipients.

The National sphere formulates policies and laws through parliament. The policies, although they are monitored by the Provincial sphere are implemented at the local sphere. They have impacts on the lives of people at local level. Although current scenario claims that community members are represented in legislatures as members of provincial Legislature (MPL) have constituency offices this still leaves communication gap between government structures and community members. Ward committee members for example, do not have access to law-making processes. Although an MPL visits local areas to do monitoring they turn to focus on promoting or defending activities of their political parties.

The Provincial sphere monitors implementation which happens at the local sphere but the local spheres remain passive recipients. They do have little authority in main service delivery such as water, electricity, main roads and housing as these are mandates of the provinces and national government. The system lacks the encouragement of community participation in matters of governance and do not cater for the characteristic of developmental local government, that of a government that works with community members and their organizations in the bid to improve living condition. Quite often, community members are only involved when being notified of the project introduced to their village as approved either by national or provincial sphere. Tenders to supply are also awarded at national or provincial spheres while the local sphere may only supplement general labourers.

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2.4.1 The use of Thusong Service Centres (TSC) as the hub of services

According to GCIS, the TSC, formerly known as the Multi-Purpose Community Centres (MPCC's) are one-stop centres providing integrated services and information from government to communities close to where they live as part of a comprehensive strategy to better their lives. These centres are established as hubs of Development Communication based on Batho Pele values and principles, which put people first and bring services closer to the people. The TSC operate as one-stop centre where government service delivery agents are provided space to operate in. However, in 2011 some departments were still to start operating in the centres; hence we still have limited services rendered to people from the centres. This is according to the 2011 progress report given to the Limpopo Provincial government by its Service Delivery Unit. As GCIS reports, financial challenges and poor Information Communication Technology (ICT) infrastructure also pose challenges to the fully functioning of some centres.

The ideal situation as per the then President Thabo Mbeki's 2008 State of the Nation Address was for all government service agencies, particularly those that belonged to the social cluster (e.g. Home Affairs, education, SAPS, SASSA) of government to be able to operate on day-to-day basis. In this address, Thabo Mbeki described the TSC as a centre for integrated service delivery. It is expected for example, that a person will be able to get an affidavit from the South African Police Services (SAPS), a birth certificate for their kids from Home Affairs Department and be able to apply for government's social security grant from the South African Social Security Agency (SASSA) in a walking distance in the same government yard. Community members would therefore not travel long distances. They also would not be denied access to these documents just because they do not have traveling fees.

According to the GCIS's website, the other aim of the TSC is to get community members participating in governance issues as per invitations to attend closer to where they stay and get opportunity to attend to different government programmes including those on communication. Used properly, the TSC may contribute in bridging the communication gap between the local government and its people.

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As Mbeki puts it, information is power and the centres are to be used to make community members aware about everything in government (SONA 2008). This implies that TSC are vital in the enhancement of developmental local government which is characterized by working with communities and their organization in matters of development and improving living conditions as stipulated in the White Paper on Local Government (1998) and the Constitution of the Republic of South Africa (108). The South African government in the GCIS's website indicates that by the end of October 2010, there were already 158 operating TSC around the country where people received *inter alia* services of government agencies and departments such as Home Affairs, Labour, SASSA, SAPS, Agriculture, health, GCIS, None-governmental organizations (NGO's) and Municipality. The Office of the Premier, Limpopo Province and the GCIS-Limpopo confirmed in their progress report tabled on September 2011 that there were sixteen operating TSC in Limpopo. Musekwa, Madimbo, Mtititi and Makuya centres are operating in Vhembe District. Makuya TSC is in Mutale Local Municipality.

2.5 The Impact of Communication Gap on Government communication Initiatives

Challenges of communication gap on government activities are experienced in many parts of the world. They are experienced both in governments and private sectors. In China for example, Lu (2009) contends that communication gap in economic activities impact negatively on developmental initiatives. Lu (2009) indicate that communication gap between community members and government nearly collapse the both the internal and external images of China. Huiskainen (1993) indicated that communication gap between government and community members in Tanzania resulted in the creation of the society that was ignorant on matters of governance and their development.

In the Constitution of the Republic of South Africa (1996), the Republic of South Africa is one, sovereign, democratic state founded on the principles of human dignity, equality, non-racialism and non-sexism.

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This means that service delivery should be equitably distributed. In doing this, the country is facing many challenges which include those related to how best to eliminate poverty and underdevelopment, ensuring food security plus meeting health, education and literacy needs of the rural area-based communities.

This thesis indicates that one of the major contributors to poverty and under-development in rural areas such as those in the Vhembe District of Limpopo Province is lack of effective communication between government (e.g. Municipalities) and communities. Bowes (1997) indicates that effective communication is imperative for community development. Also as stated in The White Paper on Local Government (1998), Municipalities are faced with a challenge of poor relations between themselves (municipalities) and the local communities they serve.

One of the main objectives of Developmental Local Government as stated in this White Paper on Local Government is the establishment of the local government that is committed to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of lives of citizens. This however, will be a success if there is effective communication to enhance interaction between municipalities and the communities they serve. As argued by Bowes (1997); Dudley (1997); Olutimayin (2002) and Sawer (2009) there is a communication gap between government and communities in different parts of the world and this gap contributes in underdevelopment. The authors however, did not provide for the framework or model for effective communication between the local government and the communities. Francis, Mamatsharaga, Dube and Chitapa (2011) also argue that lack of communication among young people in Makhado caused most of challenges that the youth faced. These challenges included lack of respect and participation in developmental initiatives. It has been found that youth is not involved in decision making within their societies as they are left out by the leadership. The intended objectives of Developmental Local Government which include harnessing community participation will only be achieved if the communication gap between the local government and the communities they serve is closed. Closing of this communication gap between local government and its communities becomes the central part of this thesis as this will lead to the enhancement of the notion of Developmental Local Governance.

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2.6 Communication vehicles for effective Developmental Local Government

This section is meant to outline roles of different structures of the Municipality in general. These structures are regarded as vehicles of communication between the Municipality and community members. However, focus will be biased to their contribution in the advancement of effective communication for effective Developmental Local Government. The structures are amongst others established in terms of the Municipal Structures Act of 1998 as amended. Their roles are also stipulated in the Constitution of the Republic of South Africa (1996).

The Municipal Structures Act of 1998 is amongst other things, intended to regulate the internal systems, structures and office-bearers of the municipality. As per guidelines on A handbook for Municipal Councillors (2011), Mutale Local Municipality is a category B Municipality in the District Municipality of Vhembe. It also consisted of 13 local wards.

2.6.1 Local Municipality as a communication vehicle

Local Municipalities as an integral part of local governance are, according to the Constitution of South Africa (1996), Chapter 7[152] (1) obliged to encourage the involvement of communities and community organization in matters of local government. This can be done in different ways including increasing stakeholder relations. Other objects of local government include providing democracy and accountable government for local communities, to ensure the provision of services to communities in a sustainable manner, to promote social and economic development and to promote a safe and healthy environment. To realize these objectives, municipalities have structures. The Integrated development plan (IDP) Representative Forum is the main structure of the Municipality that promotes interaction with community members. According to A Handbook for Municipal Councilors (2011), Municipalities have to establish the Integrated Development Planning (IDP) representative forums. The IDP forum ensures proper communication between all stakeholders and the Municipality. It is a structure for discussion, negotiation and joint-decision making where stakeholders represent the interest of their constituencies.

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It has been realized that the interaction here in the forums lack full engagement and participation of community members. Chambers (2010) calls these gatherings the Public Participation programmes that lack the element of full public participation limited only to mobilizing and consultative forums.

2.6.2 Ward Committees as an abler for community participation

As per the Municipal Structures Act (1998), Ward Committees are other stakeholders in the effective functioning of the municipality as it serves as the "local" cabinet. The ward councilor encourages ward committees to have input into the integrated development plan, performance management and budget process. As per A Handbook for Municipal Councilors (2011), ward committees are obliged to include local communities in setting key performance areas of the municipality. Ward Committees represent communities and should build relationships with communities hence a need for effective communication between the municipalities, ward committees and community members themselves. Ward Committees are therefore a communication link between the municipality and community members.

2.6.3 Community Development Workers (CDW's) as communication pillars

Community Development Worker Programme (CDWP) was introduced in 2003. The programme was introduced after the South African government had realized the need to close the communication gap between the government and the communities. Community Development Workers (CDWs) are recruited and trained before being deployed to work at municipal ward levels. The then President of South Africa, Mr Thabo Mbeki announced the introduction of the programme during his State of the Nation Address (SONA) of 2003. Specifically, he said, "Government will create a public service echelon of multi-skilled Community Development Workers who will maintain direct contact with the people where the masses live". This implies that the CDW's are expected to maintain direct contact with the communities on service delivery issues at convenient location, timing and using languages of masses.

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A Handbook for Municipal Councilors (2011) indicates that CDW's are public officials who work within the municipalities where they live. Their main goal is to bridge the gap between service provision by government and access by the communities. The CDW's are tasked among others to address lack of information, lack of knowledge and poor communication between communities and government. Community Development Workers (CDW's) also provide support to other community structures such as youth formations, Ward Committees and local forums for people with special needs. However, there is no explanation on what exactly the CDW's have to do in order to enhance Developmental Local Government objectives of full community participation on issues of governance.

However, the Community Development Worker Programme (CDWP) is one of many government communication initiatives that still are not providing effective communication between government and its rural area-based communities in terms of community participation on matters of governance and developmental initiatives. There are a number of contributions to this failure of Community Development Worker Programme (CDWP). Disoloane and Lekonyane (2011) indicate that there is lack of cooperation between CDW's and other structures. They explain that local government officials and councilors feel threatened by CDW's direct line of reporting to provincial department and to the presidency and regard them with suspicion and are afraid CDW's will usurp their roles. Ward committee members also blame Community Development Workers (CDW's) for not doing enough with resources they receive from government which they argue were supposed to be directed to the ward committee members.

2.6.4 Traditional leadership as centre of village communication

This is the structure that is at the coal-face as it is exactly where people live. Most of the rural areas in Mutale Municipality, which is the study site, are under the traditional leadership. The Municipality owns the small town of Tshilamba and the semi-formal township of Masisi which are surrounded by traditional leadership territorial councils (Mutale IDP of 2011).

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According to section 81 of the Municipal Structures Act of 1998, traditional leaders should participate in the Municipality and be consulted before any project is finalized. Traditional leaders therefore command a respect within the Municipalities and have access to municipality governance as they are key stakeholders. The Cabinet of South Africa also took a decision in March 2008 to elevate the traditional affairs function to the departmental level. A Handbook for Municipal Councilors (2011) adds that this cabinet decision was informed by the need to transform the institution of traditional leadership to provide for the legislative recognition of the Khoi-San communities and other traditional leaders. Generally, the transformed institution of traditional leadership would then be able to support the broad developmental and service delivery goals of government required for the creation of effective developmental local government. Traditional leadership also functions as the vehicle to channel information to their subordinates. Traditional leadership has also to support municipal developmental initiatives as these mostly happen in their territory with beneficiaries being their own people or subjects. Traditional leadership operates alongside with other civic structures within their jurisdiction such as the ward committees and civic organizations.

Traditional leadership becomes central to the enhancement of developmental local government through the use of effective communication between municipalities and communities in their jurisdictions. Traditional leaderships, if guided, are well-placed to encourage community participation on matters of governance and community development.

2.6.5 Communication challenges among communication vehicles of Municipality

The challenges between the different communication vehicles of the municipality in enhancing Developmental Local Government hinge around clarification of roles. As Nyalunga (2006) indicates, in some Municipalities, different structures also lack knowledge and capacity to deliver as expected by ordinary grass root level. At times, the traditional leadership blames the ward committee for taking roles supposed to be performed by them such as the right to identify land for development.

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The ward councilors in some areas also compete with CDW's for community attention. As indicated by Disoloane and Lekonyane (2011), there is lack of trust between the CDW's and the local government officials and councilors as the latter become suspicious of losing their roles to the former. To solve these challenges, there is a need for role clarification and also to educate the ordinary community members on what services to expect and from which municipality structure.

2.7 Relationship between Local Municipality and other service delivery Stakeholders

One of the objectives of this study is to encourage effective communication among municipal structures, Civic organizations and other important stakeholders. According to the White paper on Local Government of 1998, in the interest of corporate and integrated governance and in line with the desire to enhance communication for effective Developmental Local Government, there is a need for a strong link between the municipality and other institutions providing services. The White Paper on Local Government of 1998 indicates that the Municipality should have good relationship with the citizens and groups within the communities.

Municipalities should also have relations with the provincial and national spheres of government for their intervention where necessary. This is because the municipality sources out from other institutions to full-fill their duty to develop their communities by providing sustainable and improved living conditions. According to A Handbook for Municipal Councilors (2011), there is a need for municipalities to have relationships with all other structures and to be able to make all other relevant stakeholders perform as expected. This thesis aims at enhancing service delivery link between the municipality's structures including its stakeholders and community members with the aim of harnessing full participation by community members on matters of governance and those of development. Table 2.2 indicates the roles and responsibilities of current stakeholders for Developmental Local Government.

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Table 2.2: Roles and responsibilities of various stakeholders of Developmental Local Government in South Africa

Stakeholder	Definition	Roles and responsibilities	Implementation Challenges/gaps	Proposed interventions
1) National Government (Constitution Act of 1996 p53)	President and National executive	Assenting to and signing Bills Developing national policies	Operates at a distance from Local Government and at times lack proper consultation with grassroots	Increased monitoring of implementation by Local Government with focus on strengthening communication to Ward level.
2) Provincial Government	Nine Provincial governments of South Africa (Constitution of SA, Act 108, p61)	Pass legislation for its province with regard to any matter within a functional area listed in Schedule 4 of the Constitution.	Leaving a communication vacuum between itself, district and the local Municipalities as local spheres claims its "autonomy"	There is a need to use same laws and service delivery cycles for provincial departments and local Municipalities.
3) Parastatals	State owned agencies	Focusing on designated tasks such as tourism, trade, electricity	Differ from government institutions in terms of operation hence separating them	Laws governing service delivery by government departments should apply also to parastatals in full
4) Local Government (Constitution of SA, Act 108 p84)	The local sphere of government consists of the Municipalities whose power is vested on Municipal Councils. They are districts and the local Municipalities.	Objectives are to provide democratic and accountable government for local communities including encouragement of community participation of governance matters	Lack of effective communication between the Municipalities and the communities (report on status of local government, 2009; chambers 2010,	Development of effective communication model for enhancement of developmental local government(which is the focus of this study)
5) Ward Committees (A Handbook for Municipal Councilors of 2011	Ward Committee is like a local cabinet nominated by the community members and is chaired by the ward councilor. It is not an extension of any political party.	A link between the local Municipality and the ordinary citizens	In most cases it gets dominated and controlled by powerful political party in the area	People to be educated on the need of ward committee's autonomy
6) Local Civic associations	This includes South African National Civic Association in the area, Youth formations, women organizations and the organization for people with special needs such as those living with disabilities and Non- governmental organizations(NGO)	Representing the interests of special groups of people (The Handbook for Municipal Councilors of 2011	Used or dominated by political parties. NGO used as political parties mobilization tools	Need for proper education on their roles.
7) Private sector	Business industry	Support different courses within the communities	Influence by dominating political parties and by profit	Need for role understanding
8) Traditional leadership (A Handbook for Municipal Councilors of 2011	Normally known as Mahosi or chiefs in the study area they are traditional leadership who lead by succession to the thrones as left by their fathers. They are divided into the seniority of Khosi-khulu, Thovhele, Khosi, Vhamusanda, and vhakoma	They are a link between their subjects and the municipality and also work as extension of the Municipalities in terms of providing governance and law enforcement.	lack of effective communication between them, the Municipalities and other structures such as the CDW's	Need for model of effective communication between different structures of the municipality
9) Ordinary. Community members	Citizens at local sphere of government. At the Municipalities. (Constitution of SA, Act 108 of 1999)	Recipients and have to be active participants in governance issues	Lack of effective communication between the Municipality and these community members (Chambers 2010)	Development of model for effective communication

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2.8 The Importance of Community Engagement in Developmental Local Government

Institutions of Government are charged with the responsibility of making sure they keep relationship with communities on track as the members of the community form integral part of their stakeholders. This sentiment is shared by Berberet (2003) who argues that there is a need for institutions which are custodians of communities such as the municipalities to focus on involving community members in their activities. Berberet (2003) was arguing for American institutions of higher education to start avoiding working for themselves only but the communities. This is what local government has to do to encourage participation by rural area-based communities in matters of their development and this may be achieved through effective communication. Excellence should be based on quality of outcome local government produces and this happens with full community engagement and with practical and social consequences. Berberet (2003) continues that local government should construct an epistemology for communication of community engagement that requires both rethinking of the level of participation of rural community members in matters of their own development. As Berberet (2003) continues to argue, community engagement requires holistic perspective and role modeling responsibilities.

Both the Constitution of the Republic of South Africa, Act 108 and the White Paper on Local Government (1998) echo the sentiments that local government should encourage community participation in matters of governance through working together with the communities and the community organizations. This is to attract community engagement in matters of governance and those of their own developmental benefits as initiated by local government. According to the White Paper on Local Government of 1998, Developmental Local Government should be able to play the role of democratizing development. Encouraging community members to get involved in issues of their development, Nokaneng (2009) argue that by not participating, community members do not just become victims of underdevelopment and poor recognition but willing participants in their own destruction.

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The National Development Plan (2011) of the Republic of South Africa is also anchored on six pillars. These are: Mobilisation of all South Africans, Active engagement of citizens in their own development, expansion of the economy and making growth inclusive, building of key capabilities which include building capable and Developmental State and lastly, fostering strong leadership. All these pillars support the ideas of Developmental Local Government, that of the government that involves communities at all the times.

Nokaneng (2009) was encouraging community members to be active amongst others in making sure their existence in felt and they derive recognition they deserve. Matsiliza (2012) also calls for community participation in matters of governance. Matsiliza (2012) regard community participation as a tool and an approach for involving stakeholders and actors in decision making regarding issues affecting them.

This thesis indicates that councilors should make sure that citizens and community groups are involved in the design and delivery of municipal programmes and this indicates that community consultation and engagement is important in the realization of effective Developmental Local Government. Now that it is clear that the engagement of community members in matters of local government plays a major role in the realization of the goals of Developmental Local Government, it can also be added that there is a need for an effective communication model beyond what is implemented in local governance currently which is mainly about consultation and mobilization of community members.

2.9 Importance of Communication for Effective Developmental Local Government

One of the objects of a local government as outlined in the Constitution of the Republic of South Africa, Act 108 on Chapter 7 is to encourage the involvement of communities and community organizations in matters of local government. Encouraging involvement is part of communication where community members and community organization are persuaded and motivated to play active roles.

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Chapter 2 of the Constitution also indicates that everyone has the right to freedom of expression which includes freedom to receive or impart information and ideas. On the other hand, A Handbook for Municipal Councilors of 2011 indicates that the ability to communicate effectively underpins the way in which councilors interact with their constituency, fellow councilors, municipal officials and ward committees. It goes on to indicate that effective communication requires organized thought, clear expression and focussed listening. According to the Oxford Advanced Learner's Dictionary of 2001, Communication is the activity or process of expressing ideas and feelings or of giving people information. However, it can be argued that it is not all activities of expressing ideas including those that lack organized thought that yield effective communication.

As Chambers (2010) puts it, effective communication for rural development is characterized by the ability to involve community members as early as in the stage of identification of their challenges, intervention plans, implementation of intervention and monitoring and evaluation of the end results. On the other hand, The White Paper on Local Government (1998) demands for the Developmental Local Government that works with citizens and groups within communities to improve quality of their lives which is the object of rural development. It is only when community members are active participants in governance that they will also contribute in their own development. This, according to Larson (1990) and O'Keefe (2002) happens only when there is effective communication that can persuade community members towards taking matters of own development into their own hands.

Larson (1990) indicates that persuasive communication involves self-motivation. Self-motivated people take an extra mile in acting towards issues of their own benefit. O'Keefe (2002) argued that persuasion is connected to the notion of success and this emphasizes the importance of effective communication in rural development. O'Keefe (2002) argues that persuasion is like orientation of the mind. The main challenges against the realization of effective rural development include lack of effective persuasion and self-actualization for community members to take initiatives in matters of their development and poor participation in identifying their challenges, coming with intervention and also implementation of the intervention plans (De Wet, 1998).

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Adding, de Wet (1998) indicates that for democracy to work and survive it must rely on persuasion whether in settling disputes, selling ideas or changing people's attitudes. Community members as stipulated by the White Paper on Local Government (1998) have to work together with local government in the improvement of their living conditions. This implies that there is a need for change of mind and adoption of positive and self motivated spirit amongst community members to work better with their Municipalities. The communication gap between the Municipality and communities also leads to violent protests which also hamper development as they are detrimental to the little existing resources (COGTA, 2009).

According to The Framework on Effective Rural Communication for Development (2006) there has been lack of effective communication in the past decade. This framework is the result of an inter-institutional expert consultation workshop organized by the Food and Agricultural Organization of the United Nations (FAO) and the Deutsche Gesellschaft fur Technische Zusammenarbeit (GTZ) GmbH. This workshop was held in Ora (Bolzano, Italy) from 18 - 22 October 2004. What comes out clear in this framework is the need for knowledge and information sharing between different structures in society including government sector and community members. This framework further reaffirms the existence of communication gap between government and communities which becomes a challenge against Developmental Local Government.

Sharing same views on effective communication, Castello and Braun (2006) argue that communication for development is based on the premise that successful rural development calls for the conscious and active participation by the intended beneficiaries. The beneficiaries should not remain behind but be part of the whole developmental process. People have to be persuaded to change behaviour and become active players of their own development activities. Communication for rural development has to be able to collect and exchange information amongst the concerned communities and mobilize for developmental actions which are elements still lacking in examples of communication models provided.

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As raised in the framework referred to in this section, challenges to effective rural communication for development include the absence of skilled information providers, lack of local content, conflicting message and structural transformation including constant change of channels to be used and lack of a model for effective communication between government and the communities.

2.10 Summary of Review of the Literature

In exploring the strength and weaknesses of current communication between Municipalities and rural-based communities, it has been identified also that there was existing communication gap between government and its communities which leaves rural area-based communities not being active in matters of governance. This is in line with the COGTA report of 2009 which indicated that one of the causes of protest among communities is lack of effective communication. Lack of effective communication between the government institution and the community members was not in line with the notion of Developmental Local Government, that of getting community members participating fully in issues of governance.

The White Paper on Local Government of 1998 made provision for the local government that focuses on working together with community members on matters of development. This implied that there was a need to distill a communication framework in Municipalities for the realization of the objectives of Developmental Local Government. Local Government has an obligation to make sure rural community members get active on participating in matters of governance, many of the communication models and systems applied proved to be irrelevant and not equals to the task. Mortensen (1972) provided three common models of communication. However the three models proved to be good in consulting and mobilizing communities but failed to persuade communities to become active participants.

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Lack of effective communication was not only experienced in Mutale Municipality, Vhembe District of Limpopo Province in South Africa. It was also experienced in other parts of the world. Berberet (2003) encouraged the institution of higher learning in USA to focus on involving communities in their day to day work including their study material. In exploring the strength and weaknesses of current communication between government and community members, it was outlined by different authors that there were communication gaps between different governments and their communities. It was clear from the literature that there was a general need to encourage community participation on matters of governance.

What came out clear was that authors such as Hurskainen (1993), O'Keefe (2002), Lu (2009), Chambers (2010), while focusing on communication as a tool for development agreed that there was a need to make sure that community members are made to be active participant and be taken on board from the beginning to an end of the development process and are to be treated as communication partners at equal levels of participation.

Many authors in the field of communication and rural development such as Bowes (1997), Bessette (2004) and Nyalungu (2006) shared the sentiments that there was communication gap between government and the communities they serve. Mary Galvin (1997) also indicate the Impact of Local Government on Rural Development and argued that for this level of Government to have positive impact in development in South Africa there was a need for effective devolution of power to local government by national and provincial levels, synergy between local government, civic society and cohesive local government structures. Structures at local government include Ward Committees, NGO's and Traditional Leadership. Some writers shared the sentiments that the existing models of communication are linear and gave the communicators (message senders) an upper hand over the message recipients hence ending up with one way message flow. The sentiments provided answer to the objective of the study which is to distil a framework for effective communication among the municipalities, community based organization and the rural communities.

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It is in this regard that there is a need to distil a framework for effective communication between the Local Government and rural area-based communities. The other main issue was that for the realization of goals of Developmental Local Government, characterized by active community participation there was a need for effective communication. The effectiveness of communication process depended also on the communication framework implemented. The more effective communication becomes the more community participation and realization of the goals of Developmental Local Government. The Municipal Structures Act (1998) called for the Municipality to work with other structures in developing living conditions of its communities. One such structure was the traditional Leadership and others that were important in improving service delivery. This is in line with the objective to encourage effective communication among Municipality's structures and those outside the Municipality which were also important for service delivery.

The recent simply perusal of print media between January 2013 and January 2014 and glance on broadcasting media during the same period indicated that South Africa has experience a number of violent service delivery protests. Also, as reported by COGTA 2009 report, the blame is also on poor communication between the gonernment institutions and community members. Most violent protests happened in informal settlements and townships. People of Malamulela had the protest during the end of 2013 demanding for their own Municipality. They are currently in Thulamela Municipality of Vhembe District in Limpopo Province. Representatives of community members argue that they applied for the Municipality some eight years ago but are did not get response and resorted to protest. However, there are those who believe the protest is mainly caused by elements of ethnicity where the Xitsonga speaking people are demanding own Municipality separated to the Thulamela one, believed to be dominated by Tshivenda speakers. Other protests happened in January 2014 at Rellele and Kutama Villages in Limpopo where community members alleged they were not informed on progress in terms of police investigation on the death of community members. Far afield, people of Brits in North West Province went on violent protest allegedly because they were not informed why and what happened to their water supply. All they experienced was water cut-off. The local Municipality only had a voice after community protests which saw some people losing their lives allegedly from police gun shots.

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CHAPTER 3 NATURE OF COMMUNICATION FOR DEVELOPMENTAL LOCAL GOVERNMENT AS PERCEIVED BY POLITICAL AND ADMINISTRATIVE MANAGEMENT

3.1 Introduction

This chapter is aimed at assessing the nature of communication for Developmental Local Government as perceived by administrative and political management of Mutale Municipality. The Political Management is also referred to as the Executive management. The executive or political management included the Mayor, Chief Whip and the Speaker while administrative management included the Chief Financial Officer (CFO), Technical Director, Integrated Development Plan (IDP) Manager and the Municipal Manager. The knowledge on how the two groups perceive the nature of communication for Developmental Local Government was important in making sure the set objectives of the study were realised. The perception also assisted in the exploration of the strengths and weaknesses of the current communication between the Municipalities and rural-based communities which was the first objective of this study.

It is important to briefly outline the roles of each member of the management. The Mayor is the political head of the Municipality and becomes the face of the Municipality while the Speaker runs affairs of the Council of the Municipality and coordinates activities by all Councillors of the Municipality. The Chief Whip makes sure members of the Municipal Council adhere to the policies of the ruling party in executing activities of the Municipality. The Mayor, Speaker and the Chief Whip comprise the mayoral committee of the Municipality which has influence on decisions taken by the council of the Municipality.

The CFO makes sure the Municipal is adhering to the Municipal finance rules when executing their duties. The CFO therefore makes sure the municipal expenditure is according to the applicable finance rules. The Technical Director provides direction on the smooth running of all technical tasks of the Municipality. When for example there is water shortage because of dysfunctional water pumping engine in a village. The Technical Director provides solutions.

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The IDP Manager makes sure all development initiatives of the Municipality are done in an integrated manner and that community members are as per law contacted. The Municipal Manager is the accounting officer of the Municipality and provides administrative leadership. At some point the roles of both mayoral committee and the administrative management cut across hence some similar questions used during data collection. The two groups however, have similar interest in making sure the communities they serve are well informed about the activities of the Municipality.

3.2 Description of Study Area

This study was conducted in Mutale Municipality's offices. Mutale Municipality is one of the four Municipalities of Vhembe District in Limpopo Province of South Africa. Mutale is about 580 KM from north of Pretoria, the capital city of South Africa. The nearest town in the South of Mutale Municipal offices is Thohoyandou which is about 50KM. Mutale Local Municipality's offices are at Tshilamba Township in Ward 5. Members of the management of the Municipality were interviewed in their offices where they were engaged in discussion on different days.

3.3 Research Design

The case study design which involved qualitative methods was adopted for this study. The study was exploratory where key informants and unstructured interviews were conducted to the individual subjects. The main data collection instrument used in this qualitative study was personal interviews with target subjects. The study focused more on interpretation of the impact of communication scenario on community participation on matters of governance and developmental initiative which was part of the enhancement of Developmental Local Government. Different sets of questions were used simply to guide conversation in this semi-structured interview where respondents were allowed to speak freely.

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3.4 Population

The population in this study comprised of three members of the Mayoral Committee who were the Chief Whip, Speaker and the Mayor. It further included four members of the top management of the Municipality. These were the Municipal Manager, Technical Director, the IDP Manager, the CFO and the Municipal Manager.

3.5 Data collection

Data collection refers to how the data to be used was collected. This study involved the use of semi-structured interviews. Data was collected through the use of unstructured interviews where individual member of the management were involved in discussions. Section A and C questions of the appendices were used for political and administrative management respectively. This data collection mechanism was applied for the achievement of the objectives of the study which included exploring the strength of the current communication framework between the Municipalities and rural area-based communities plus the development of communication framework for better communication between the Municipalities, other service delivery agencies and the community members.

Tools used included the pens, note pads, a tape recorder and taking pictures where necessary. While taking notes, it was important also to record what was being observed such as personal reaction and interpretation so as to get beyond just getting only what was said. The indication was that at times, people, in particular those on management positions were reluctant to give information in full. Researchers relied more on taking notes avoiding total reliance to recording technologies. It was taken to account that when the observation was concealed note-taking could draw attention hence a need to take mental notes at some times. Avoiding the risk of forgetting some important information sourced from the respondents it was decided to be open and disclosed to the subjects that key points would be recorded through note-taking. Discussions were conducted in Tshivenda language.

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3.6 Data Analysis

The results of the semi-structured interviews were summarized based on the objectives of the study. The difference in members involved also resulted in data to be categorized as per different individual interviewed. This study has three objectives namely, to explore the strength and weaknesses of current communication between Municipalities and rural based communities, to encourage effective communication among the municipalities, municipal structures, community-based organization and the rural communities and to distil a communication framework for the realization of objectives of developmental local government. In exploring the strength and weaknesses of current communication between municipalities and communities, data was collected from the administrative managers and the Mayoral Committee members.

As for the realization of the objective to encourage effective communication among the municipalities, Municipal structures, community-based organization and the rural communities, the same group was instrumental as it was the one connecting the Municipality to other structures at both national and provincial levels. Steps of data analysis as indicated in Creswell (2009) were followed. The first step was to organize and prepare collected data. After administering the unstructured interview on participants from their offices, there was a need to sort the data as captured by researchers on notes, recorder and in pictures. This involved transcribing interviews, scanning material, type field notes and sorting data as per sources in different areas. This process was called cleaning and organizing the data for analysis. In this study, data was based on the responses from individuals in the mayoral committee and administrative management of Mutale Municipality. Data needed to be sorted per respondents' categories. This was because the target respondents proved to have different views on how they expected local Municipality to communicate to its rural people due to their different exposure levels to local Municipalities' activities. The other objective of this study was to distil a communication framework for the realization of objectives of developmental local government. This demanded for the process of coding. Coding is the process that indicated exactly what sense each participant had on the matter at hand including how they need Municipality to communicate to society.

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Then there was a process of organizing the material into chunks or segments of the text before bringing meaning to information. This involved activities such as getting sense out of the whole package, getting underlying meaning to each response as per participant involvement and show those thoughts. For example, on the margin, clustering similar responses, taking the list back to the data and use abbreviations or codes next to appropriate segment, find most descriptive wording for the responses and turned them into topics, making a final decision on usage of abbreviation, assemble the data belonging to each category and coding of existing data. Relevance of responses to asked questions received attention in this stage.

To encourage effective communication among Municipalities, Municipal structures, community-based organization and rural communities there was a need to understand area and communities of the study well. This was because it had been proved that one-size fits all approach did not necessarily yield relevant results at all the times. This involved the use of coding process to generate a description of the setting or people as well as categories or themes for analysis. Description involved a detailed rendering of information about people, places, events and settings. At this stage, attention was given on how target individuals had been responding to questions and it involved understanding if people from different positions had similar understanding on how the Municipality could effectively communicate with its communities and how communication could be used to enhance the idea of the Developmental Local Government.

The next step was advancement. This involved advancement on how the descriptive and themes were represented in this qualitative narrative. The most popular way was to use a narrative passage to convey the findings of the analysis as per each target member. After understanding of the strength and weaknesses of current communication between Municipalities and rural-based communities, there was a need to make interpretation or meaning of the data. This could be achieved through asking question such as "What lesson was learnt? Lessons may be the researcher's personal interpretation or meaning derived from comparison of the findings with the information cleaned from the literature or theories. Finally the results were captured in both narrative and tables based on the responses given during semi-structured interviews by different target members. Data collected was used to inform the distilling of new communication framework.

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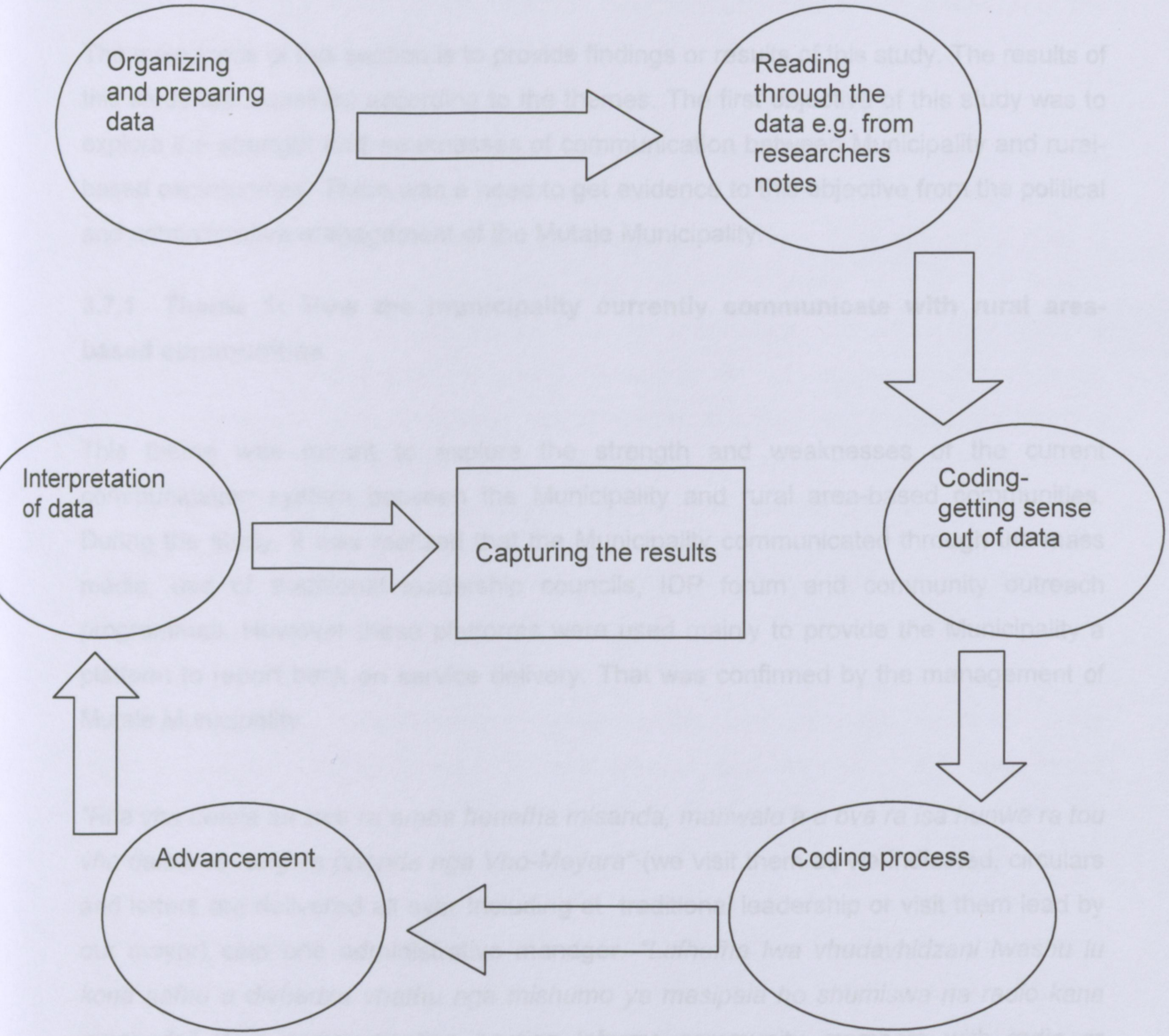

Figure 3.1: Process of data analysis (Modified from Creswell, 2009)

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3.7 Results

The main focus of this section is to provide findings or results of this study. The results of this study are classified according to the themes. The first objective of this study was to explore the strength and weaknesses of communication between Municipality and rural-based communities. There was a need to get evidence to this objective from the political and administrative management of the Mutale Municipality.

3.7.1 Theme 1: How the municipality currently communicate with rural area-based communities

This theme was meant to explore the strength and weaknesses of the current communication system between the Municipality and rural area-based communities. During the study, it was realized that the Municipality communicated through the mass media, use of traditional leadership councils, IDP forum and community outreach programmes. However these platforms were used mainly to provide the Municipality a platform to report back on service delivery. That was confirmed by the management of Mutale Municipality.

"Ri a vha dalela sa zwe ra amba henefha misanda, manwalo a a bva ra isa hunwe ra tou vha dalela ro rangwa phanda nga Vho-Meyara" (we visit them as we indicated, circulars and letters are delivered all over Including at traditional leadership or visit them lead by our mayor) said one administrative manager. *"Lufhafha lwa vhudavhidzani lwashu lu kona hafhu u divhadza vhathu nga mishumo ya masipala ho shumiswa na radio kana gurannda"* (Our communication section informs community members with radio or newspapers)

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3.7.2 Theme 2: The effectiveness of the current frameworks of communication in strengthening the flow of information between community members and the Municipality

"Mulaedza u swika vhathuni nga zwiimiswa zwa vhoramafhungo, mitangano musanda na nga marifhi a rumelwaho zwitshavhani" (Message reaches the community through media, meetings at traditional leadership, circulars/letters sent to communities). This is according to both the administrative and political leaders of the Municipality. Communication framework used proved to be linear in nature. Information flew from one direction (Sender) to the other (recipient). Recipients did not become active participant. As they indicated, all communication platforms were to provide the Municipality platform to send the message to community members. Community members have limited opportunity to do feedback. There was lack of community-based planning.

3.7.3 Theme 3: Management understanding of available communication channels

The administrative and Executive management of the Municipality indicated a number of ways to communicate to community members including the use of IDP consultative meetings and the use of the media. However, none of them bothered to evaluate the effectiveness of these channels as vehicles of communication. While exploring the strength and weaknesses of the current communication between municipality and rural area-based communities there was an indication that participants understand effectiveness of channels of communication differently. During the data collection process, members of the Mayoral Committee comprised of the mayor, the Chief Whip and the Speaker concurred that there was a communication gap between the Municipality and the communities. They indicated they would be happy if the number of outreach programmes was increased and if they get advanced opportunities to be on radio, Phalaphala FM. Emphasizing with a pointing finger raised the one member said, *"Is true that at times there is a gap as we cannot be everywhere at every time, Fhedzi na vhone vhathu vha fanela u ḓigudisa u ḓa kha muvhuso wavho u ṱoḓa thuso"* (People should also learn to come to their own government and seek help to avoid existing communication gap).

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"However, Radio is the best communication tool but some people do not even listen to the radio as they are not concerned of important news around them." The other member of the Mayoral Committee added.

It was found during data collection that the following challenges were experienced: Lack of proper communication between the municipality and communities, lack of openness between the municipality and its community members, lack of community-driven planning and different views on key municipal concepts such as the Developmental Local Government.

3.7.4 Theme 4: Testing lack of effective communication between the municipality and community members

The Executive management of the Mutale Municipality represented by the Mayoral Committee members and the administrative management agreed that there was lack of effective communication between the municipality and the community members. Although there was an indication of the use of circulars, radio, Ward Committees and Community Development Workers (CDW's) to communicate to community members, they were concerned that community participation in activities of the Municipality was minimal. *"People are people. They attend only when they like. There are very few people who are serious about issues of service delivery. They just want delivery but do not want to work for it"* Said a member of Mayoral Committee. However, the member did not explain how best the Municipality could encourage community participation. *"Zwi bva kha vhone vhane vhathu. Hunwe vha a dzhenelela hunwe vha takalela u sokou vhona"* (It depends on people themselves. At times they join but at times they just are spectators), continued the other member.

This lack of community participation in matters of governance was attributed to lack of information in community structures as echoed by the member of the administrative management. This, the other administrative member concurred, hampered the effectiveness of the ideas of the Developmental Local Government which they described as local government that "develops human in totality in terms of both social, economic, politically and settlement patens."

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This description was in line with the White Paper on Local Government (1998) which put Developmental Local Government as government that involves people and geared to create better living conditions.

As proven in countries such as China (Lu, 2009), Zambia (Hurskainen, 1993) and South Africa (COGTA, 2009), rural development, community empowerment and the realization of Developmental Local Government was anchored by effective communication as it involved community participation. Government as sender of the information was supposed to find ways of involving communities first and then proceed with the process towards achievement of target objectives. These sentiments qualified the need for the realization of the objective to distil a framework for effective communication among the municipalities, Municipal structures, community-based organization and the rural communities.

3.7.5 Theme 5: The level of openness between the Municipality and its community members

"Ri fanela u kona u vhudza vhathu uri ri kona hezwi nahone a ri koni zwikene nga nwambo wa masheleni. Ri fanela u vulea ra vhudza vhathu ngoho" (We need to be able to tell people what we can and cannot deliver based on financial status), said the member of Mayoral Committee and the sentiments were shared by one of the administrative managers. The member of the administrative management condemned the fact that the municipalities were not open enough to the communities when asked how communication between the two could be improved. One member of the mayoral committee said Developmental Local Government sought to "Improve service delivery and improve life styles of the rural area-based communities". This could be achieved when there was effective communication and the other member added that there was lack of information dissemination in municipalities and this is attributed as cause of violent service delivery protests. *"At times, community members strike because we do not tell them what we can and what we will not be able to deliver. They do not know we do not have a lot of money."* added the other member. These statements suggested that municipalities did not have effective communication capabilities.

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3.7.6 Theme 6: The level of community-driven planning and full community participation

*"Ri a vha nea feedback tshifhinga tshothe" (*We give them feedback at all the time), said the member of administrative management. The other member said the Municipality only visited community members when they were to report on service delivery once per quarter. This Manager was answering a question on the intervals of Mutale Local Municipality's visits to communities. This manager however, never talked of the visit to plan with the people but only of report back to the community. This indicated that community members were not part of designing, planning and implementation of the Mutale Municipality's programmes. The exclusion from Municipal planning activities made community members to feel alienated and encouraged lack of trust between the municipality and the communities it served. Community members thought that projects and other events brought to their area solely as belonging to the Municipality in an US and THEM situation. This also hinders the realization of the objective to develop a framework for effective communication among the municipality and other community structures.

Members of administrative management agreed that the Mutale Municipality could communicate effectively with community members through the IDP forums, Ward Committee and circulars. Said one of them confidently and smiling, *"The municipality visits communities once per quarter when we give service delivery reports. Also the IDP Forum works effectively"*. Unlike politicians, none of the managers considered mass media important for effective communication. The use of mass media on the other hand may hamper involvement of community members in issues of governance as it resembled one more type of linear models of communication where community member were reduced to passive recipients. When properly conducted, face-to-face forums such as IDP consultative processes and Ward Committees' meetings could bring community members on board in terms of planning and implementation of the Municipality programmes. This was supported by Chambers (2010) who championed the idea of community-based planning where community members and the municipality had to come together and plan together.

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However, Chambers (2010) lacked the effective communication framework that could bring municipalities and community members to participate jointly in developmental initiatives. Although the two groups agreed that there were a number of Municipal events which were attended by community members, the exercise was not able to encourage full participation by community members. The fact that community members attended municipality events including the ceremonial ones as said by the two groups and the agreement that community members still lacked information on service delivery initiatives was an indication that the activities were good in mobilizing and consultation but not on getting full participation from the community members.

3.7.7 Theme 7: Official Languages used to communicate to communities

Mutale Municipality is rural-based Municipality. The community members of Mutale speak Tshivenda in all the wards. However, documents of the municipality were written in English. English dominated from the road directions signs, Municipal instructions and by-laws to proof of payments. *"Even the roaster to the tribal councils is in English but this is not a problem because we address them in Tshivenda in our face-to-face interaction"* Argued one of the managers. These sentiments were also shared by the municipal spokesperson who said they used to have a local newsletter also in English. The paper had since collapsed due to lack of financial resources.

Other departments serving in Mutale also used English more that all the other languages in their print communication material. *"This challenge is to be addressed from the National Government. We receive written material in English from both National and Provincial departments"* argued the member of Mayoral Committee. It was only in verbal communication that Tshivenda dominated. Some community members believe this system exclude a lot of people who have limited skills to read and understand in English.

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3.7.8 Theme 8: The need to improve on existing communication framework

The administrative managers argued that the IDP consultative process, Ward Committee meetings and forums for selected groups were good platforms but failed to reach to the goals of the outreach programme which was to encourage community participation in designing and implementing Municipal programmes. These channels, they argued, are too politicized. They further argued that existing channels did not give feedback to communities. As argued by one of them, the IDP consultative process was used to identify service delivery gaps and it was claimed that this was where politicians got service delivery challenges from community members themselves. However, administrative management believed that the platform, just like many others was used as a platform to promote images of ruling political party. This left community members with very little sense of ownership to developmental projects brought by the municipalities.

3.7.9 Theme 9: Causes of poor communication between the Municipality and the community members

While politicians agreed that there was at times a communication gap between municipalities and community members, they also blamed poor communication systems. Communicators on the other hand blamed politicians for making what they called "empty" promises to the communities. Communicators also blamed the politicians for not taking communication services serious and not strengthening the communication units by employing more and skilled communicators and also not refraining from deploying even poorly skilled "comrades" in position of communication. *"The ANC must start improving on its deployment system. They must start deploying comrades with skills"* said one manager. The administrators also blamed political infighting. They believed that following the elections held after five years in South Africa comes the new political administration.

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Even when they came from the same political party, there was a tendency of reshuffling administrators to different positions even when there was no need. That included reshuffling people from one section or directorate to the other.

However, politicians believed leadership change did not affect service delivery as the new leaders continued implementing the policies of the predecessor if they were from the same political party. However, the challenge was that this continued to create a communication gap between the Municipality and the communities as it took time for a new communicator to adjust. In understanding the Developmental Local Government and its characteristics they all agreed it was more on making sure community members were empowered and were part of all the planning and also were effectively communicated to. They both agreed there was lack of effective communication and that they would appreciate new communication approaches. Although there had not been any change of head of communication in Mutale, administrators argue that the redeployment of heads of communication at the provincial level affects communication in the local government sphere. In Limpopo Provincial Government for example, all newly appointed premiers came with their own heads of communication at the expense of those seen to be towing the line of former ones. The first Premier of Limpopo, Advocate Ngoako Ramahlodi had Jack Mokobi as head of communication, second premier, Mr Sello Moloto hired Mr MS Nchabeleng as head of communication, Premier Charles Mathale came with Mr Tebatso Mabitsela who has since been moved to planning following the departure of Mathale. This also happened at National Government where head of Communication (GCIS), Mr Joel Netshitenzhe was moved when President Thabo Mbeki was replaced by President Jacob Zuma who came with Mr Jimmy Manyi. However, Manyi was replaced by acting CEO Ms Phumla Williams toward Zuma's second term of presidency. The other challenge was that each and every political leader in South African Government comes with own spokesperson who in many cases is too attached to the political office and less connected to the departmental communication unit. They often report to their political leaders and contribute less on the communication system of the institutions. When new political leaders come they come with own and in many cases less exposed to communication persons. This hampers development in communication. Table 3.2 provides a summary of the questions and responses from the managers and the politicians of Mutale local Municipality.

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Table 3.1: Summary of questions and responses by Administrative and Executive managers

Research objective and related questions	Administrative Management	Executive management (Mayoral committee members)	Conclusion
Objective 1: To explore the strength and weaknesses of current communication framework between the municipality and the rural-area based communities			
1. To what do you attribute the "violent" service delivery protests at local sphere of government	Politicians do not fulfill promises as they even promise when there are no resources	Municipalities are not open to tell communities what they can or cannot provide due to financial constraints. There is poor communication.	Lack of effective communication between the two management sectors and to communities can be attributed to service delivery protests
2. What is your understanding of Developmental Local Government?	Improved service delivery	local government that develop human in totality, social, economic, political and development of human settlement	The two parties have paucity knowledge of Developmental Local Government
Objective 2: To encourage effective communication among the municipalities, municipal structures, community based organization and the rural communities			
1. How do you think communication can be used as a tool for rural development?	Making sure communities are fed with projects of the Municipality	By being open to all stakeholders	Two parties share sentiments of lack of effective communication
2. Relationship between communication structures of the Municipality?	Structures such as the CDW work outside the others such as the Ward Committees	We have relationship with traditional leaders	
Objective 3: To distil a communication framework for the realization of objectives of Developmental Local Government			
1. How effective is the current communication system?	Current communication system such as use of IDP fora and visit to traditional leaders is relevant	There is a need for more face-to-face communication	Although they think current system is working they suggest for improvement.
2. Is there a need for new communication framework to enhance developmental local Government?	Yes but I do not know how. Maybe more resources to communication	The administration management is not doing enough to communicate to members of the community on the best we are doing	There is a need for new communication framework that will also strengthen communication between the executive and administrative management

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3.8 Discussions of the findings

3.8.1 Introduction

In this section the main focus is on discussion of the findings based on data collected from the research site. The discussion section is categorized in terms of the objectives of the study. It is worth noting that this thesis involved providing both private and public decision-makers with improved communication systems that might help to promote community participation and prospects of development. It has been found that closing the gap of communication between municipalities and communities will improve the relationship and create trust between the two parties (Chambers, 2010).

This also has the potential of reducing the occurrence of violent service delivery protests currently experienced in most parts of South Africa and as Chambers, 2010 argues, gets community members and the Municipalities working together where communities were empowered and given accountability on matters of their development. Objective one becomes relevant in discussing perception of administrative and executive management of Mutale Municipality on communication for the enhancement of Developmental local Government. However, all objectives of this study form part of discussions

3.8.2 Discussions per objectives of the Study

3.8.2.1 Objective 1: To explore the strengths and weaknesses of the current communication framework between municipalities and rural area-based communities

Current communication system in the Mutale Municipality can be described as linear and from top-to-bottom. The sender, in this case the Municipality, sends the message to the community members, regarded as recipient in the study. However, the sender of the message and the recipient are not equal role players in the process of communication.

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The sender of the message manipulates the process and the recipient is less considered and expected just to receive the message. Both the executive and administrative managers shared same sentiments that there was a need for improvement of communication system within the Municipality. They however just did not know how that can be achieved.

There was also an indication that communication gap was not experienced only when the Municipality communicated to communities but also internally. The two parties blamed each other for contributing in poor communication situation. The current communication system in Mutale Municipality hinged on IDP consultative process, use of mass media and visit to Traditional leaders. They also used circulars and notices but all were relevant in mobilizing and consulting communities but lack community participation.

3.8.2.2 Objective 2: To encourage effective communication among the municipalities, municipal structures, community based organization and the rural communities

The administrative managers and the executive management shared the sentiments on the communication channels used by the Municipality. These were the use of circulars, IDP consultative meetings, visit to traditional leadership and mass media. Little did they say about interaction with other structures which served as communication vehicles such as the Ward Committees, Civic structures and the Non-governmental Organizations? This implied that they did not recognize these structures as communication catalysts. This was the main contributor in lack of effectiveness of current communication hence a need for the strengthening of the whole communication system.

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3.8.2.3 Objective 3: To distil a communication framework for the realization of objectives of Developmental Local Government

The administrative and the Executive management of Mutale Municipality shared the sentiments that indeed there was a need for the improvement of communication system within the Municipality. They both agreed that there were communication activities such as the visits to the traditional leaders and IDP process and mass media. However, to their surprise they continued to be subjected to community service delivery protests. The two parties were eager to experience improvement in communication. They however did not know how to achieve intended improvement.

The two separate management of Mutale Municipality to give full knowledge of what the Developmental Local Government was. However, the focus was not on them knowing a lot about the Developmental Local Government but to make sure its goals were implemented and achieved. One main goal of the Developmental Local Government was to get community members to be active participants in matters of governance in the Municipality. The indication was that although there were communication activities by the Mutale Municipality, there was a need for the distilling of a communication framework that will enhance effective Developmental Local Government.

3.9 Summary

Looking at the nature of communication for Developmental Local Government, both the administrative and executive managers of the Municipality responded to different questions. The first one was on the channels of communication used by the Municipality. The finding indicated that radio was the most used communication channel. Both the administrative and Executive management of the Municipality recognised the use of radio and the outreach programmes as important. However, the Executive management had a concern that radio in particular and media in general had tendency of reporting negatively about the Municipality. They preferred outreach programmes than any other form of communication channel.

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On the effectiveness of these channels, the two management groups agreed that they were effective but also indicated there was a need for improved communication between the Municipality and the community members. This suggested improvement to current communication systems.

Asked to suggest how the Municipality could improve its communication, they all emphasized the need for community involvement but failed to be specific. However, they conceded there was a level of reluctance in community participation on matters of governance and development. This also indicated the need for a communication framework that would champion community participation. There was an indication that the Municipality did not have facilities such as the use of Short Message System (SMS), internet and social media. Although there is general belief that the channels used are effective, the two parties agreed that there was a need for more involvement of communities on governance matters. Social media, if well introduced may be used for mobilisation of the communities to government events but still could not get community members fully participating in planning at the Municipality.

Looking at the results and discussions above, there is an indication that both the administrative and the Executive management of the Municipality shared the sentiments that communication played part in nurturing Developmental Local Government. The two arms have members that believe that the goals of Developmental Local Government would only be realised if there was active community participation on matters of governance and those of their development. In line with the objectives of the study, the two groups conceded that the current communication between the Municipality and rural area-based communities was weak. They also agreed that there was a need for the encouragement of effective communication among structures of the Municipality to make sure they at all times keep community members participating. This however, was not obtainable with current communication models. There was therefore a need to develop a communication framework for the realization of objectives of Developmental Local Government. The two management parties agreed that Developmental Local Government was a good initiative by government of South Africa. They agreed that effective communication is imperative for the success of Developmental Local Government.

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The groups also agreed that current communication system was not adequate for enhancing Developmental Local Government, the local government that involves communities. This consensus implied that they needed a new way of communication between the Municipality and its communities.

Now that both the Executive and administrative management were not sure on how they could improve communication in their Municipality, it suggest that there is a need for them to be skilled both in rural communication and communication for rural development. This will come with some funding. The Council of the Municipality need to find ways to get funding and partner with local institutions of higher learning to come up with training programmes. Training should also include other fields such as the best way of gearing toward achievement of the goals of Developmental Local Government.

The challenge is with the scares resources the Municipality has. Mutale is a small Municipality that has limited sources of resources. They get resources from their traffic fines; refuse removal in Tshilamba Township only, water supply for Tshilamba township only and other minimal charges they make for rendering other services for the community. The Municipality, as indicated by Executive Management also fails to recruit skilled administrators due to the fact that it is a rural Municipality with limited resources. There are also limited economic activities within the Municipality.

Many of the recruits from outside the Municipality also spend little time with the Municipality. They use the Municipality as an entrance level to local government and once they are in they push for new jobs elsewhere. Many of Those from within the Municipality lack skills as people migrate either for education or work in other places. Mutale does not have any institution of higher learning to be used as research base and skills development centre for the employees of the Municipality.

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CHAPTER 4 PERCEPTION OF GRASSROOTS COMMUNITY REGARDING THEIR COMMUNICATION WITH MUTALE MUNICIPALITY

4.1 Introduction

This Chapter is meant to assess the perception of grassroots communities regarding their communication with the Mutale Municipality. Ward Committee members participated in this study at a capacity of representing community members. Ward Committee members operate as a link between the Municipality and community members. Interviews were also held with randomly selected members of community in the two areas. The main aim of this interaction was to find out how the Municipality was communicating to grassroots communities and to find out if the community members were satisfied with the type of communication between the Municipality and themselves. This was also meant to provide community members at grassroots level an opportunity to raise their views on how best they need to communicate with their Municipality.

4.2 Methodology

The case study design which involved qualitative methods was adopted for this study. The study was exploratory in nature where key informants and semi-structured interviews were conducted to the focus groups. The study was also descriptive as it described the status quo of communication between the Municipality and rural area-based communities.

4.3 Description of the Study Area

The study was conducted in wards 5 and 12 of Mutale Municipality in the Vhembe District, Limpopo Province in South Africa. Ward 5 comprised the villages of Thengwe Thondoni, Mulodi and Phalama. Mutale Township also belonged to this ward. It hosts Mutale Municipality offices. Focus group studies were conducted in Thengwe Clinic, Tshilamba, Mulodi and Thengwe Tribal Authority offices. Ward 12 covered villages of Mutele A and B, Bileni, Dovho, Duluthulu, Benndemutale, Tshikuyu, Masisi, Maramanzhi, Tshiilamusi, Gumbu, Tshenzhelani, Sanari and Nkotzwi.

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Focus study groups were interviews at Masisi Taxi Rank, Masisi Tribal Office and around Masisi shopping area plus Mutele B villages. Ward 12 is the furthest from the Mutale Municipality's offices.

4.4 Research Design

A letter was written to Mutale Municipality to request permission to conduct the study in the two wards. This permission was granted. The speaker of the Municipality together with the communication office arranged the two ward councilors to make them aware of the study to be conducted. The councilors for two wards assisted in arranging the availability of the Ward Committee members.

Community members were visited at Masisi in Ward 12 where they were involved in discussions in relation to their engagement with the local Municipality. Three groups of people comprised of between three and twenty people were found at the clinic, the taxi rank and at the royal family. The groups also included the food vendors at the local taxi rank. Also involved were groups of people at Thengwe, Tshilamba and Mulodi in Ward 5. There were also randomly selected individuals in Mutele B in ward 12 and Tshilamba in Ward 5 who took part in the study. Researchers started by introducing themselves and the purpose of the study to the groups and requested if the members were free to take part. Then guiding unstructured interviews were asked and participants were provided opportunity to express themselves while notes were taken. Each ward is comprised of 10 members. All members of the two Ward Committees participated in the study. Ward 5 members participated from Thengwe Clinic while those from Ward 12 participated at Masisi taxi rank. Ordinary members were randomly selected at Masisi and Tshilamba. Most of them were vendors who were visited at their stalls. Also selected were members of the community of Mutele B who were also selling fruits in a local market.

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4.5 Population and Sampling Procedures

The population of Mutale Municipality was estimated at 108 215 by the Community Survey (CS) of the year 2007. The dominating language spoken in Mutale was Tshivenda. Twenty members of wards 5 and 12 committees were involved in discussions. Twenty ordinary members were randomly selected in Masisi and Tshilamba. Most of them were vendors who were visited in groups where they sold different staff to commuters. The intention was for them to disclose information on how they view the nature of communication between the Municipality and the grassroots communities wards represent.

4.6 Data Collection

Data collection refers to how the data to be used was collected. This study involved the use of unstructured interviews. The group discussion provided room for free deliberations from the respondents even though there were questions to be used as guidelines. Data was collected through the use of discussions conducted at wards 5 and 12. This data collection mechanism was applied for the achievement of the objectives of the study which included exploring the strength of the current communication framework between the Municipalities and rural area-based communities plus the encouragement of effective communication between the Municipalities, other different service delivery agencies and the community members.

Researchers relied more on taking notes avoiding total reliance to recording technologies. In Thengwe, for example, two sessions of discussions were not recorded due to challenges on the recording device. Community members were visited and answered the unstructured interviews on face-to-face basis at their villages. Although written in English, guiding questions were translated into Tshivenda during interaction with community members.

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Table 4.1: Responses about the way the Municipality Communicate to grassroots communities

Question (from Section D of the Appendices)	General Responses	Groups responding
1. How do you know Municipalities have projects?	From Phalaphala FM	20 Ward Committee members and 20 randomly selected ordinary members
2. How often does the Municipality visits your area?	When is election Often if there is a need	Ward 12 ordinary selected citizens 20 Ward Committee members
3. Do you support discussions when Municipality visits your areas?	Yes They are not reliable	Ward Committee members 15 out of 20 ordinary selected members in wards 5 and 12
4. Who is your CDW	Not sure We work with CDW and Ward Councillor	10 Ward 5 committee members and 15 of ordinary randomly selected community members. We only work with Ward Councillor Ward 12 Committee members
5. Why government projects collapse in villages?	Lack of skills and looting the profit made	6 Vendors at Masisi area in ward 12
6. What do you think causes violent protests?	Government poor service delivery and lack of information	20 Ward Committee members
7. Generally which structure of the Municipality works better with community members?	Ward Councillors	20 Ward Committee members, 20 ordinary randomly selected community members in ward 12

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4.7 Data Analysis

The first step on data analysis was to organize and prepare collected data. Data was organized according to the category of participants. Data from ward committee members for example, did not necessarily correspond with data collected from management and that of ordinary members. Data was sorted and transcribed from recording devise to make sure responses from ward committee members are for example separated from those of ordinary persons and those representing the traditional leadership. This was followed by reading through the data and coding. Coding involved a search for indication on what sense participants have on current communication between the Municipality and community members. Data was then turned into different questions that assisted in reporting the results.

4.8 Results

Results are presented per themes as follows:

4.8.1 Theme 1: The way the Municipality communicates to grassroots communities

This theme was meant to address the first objective of the study which was to explore the strength and weaknesses of the current communication between the Municipality and grassroots communities. Community members agreed to have heard of some information from Phalaphala FM and at times getting visited by some political leaders. However these platforms were used mainly to provide the Municipality a platform to report back on service delivery process. This indicated that the nature of communication between the Municipality and grassroots communities was that of top-down flow of information. It was alleged that the Municipality thought of communicating to the communities when they were to send certain type of information to the communities. This in nature prohibited community participation in planning process at the Municipality.

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The community members had the following to say, *"Rine ro no neta u twa ri tshi amba na vhathu vha bvaho muvhusoni. A hu na tshine vha ri thusa nga tsho vha sokou bvelela vha fhedza vhe dzadzadza!"* (We are tired of talking to people from government; they have a tendency of visiting and then disappear for very long time without assisting us). Community members at grassroots level indicated that the Municipality seldom visited them. They also indicate that the Municipality visited them often during election period. There was also an agreement that the community members were not fully involved in planning at the Municipality. *"Rine ro sokou da ra thoma u bika ri tshi rengisa henefha. A ro ngo kwamana na masipala kana munwe muthu lini"* (We just came, cook and sell from here. We did not contact the Municipality), Vendors at Masisi said when asked if the Municipality assisted them in planning their stalls. They did not even know that they had to contribute to Local Economic Development (LED)

4.8.2 Theme 2: Community's expectation in terms of the Municipality visits them

"Masipala kha u ri dalele misi yothe ri thusane nawo musi hu tshi pulaniwa tshumelo. Hune zwa konadzea kha vha de nwedzi munwe na munwe" (The Municipality should visit us all the time so that we assist in service delivery plans. Where possible let them come every month), said representatives of Masisi Traditional Leadership during discussions with the Ward Committee members.

Findings on this theme assisted in the realization of the objective to distil a communication framework for the realization of the objectives of Developmental Local Government. As respondents indicated, there was time where they just saw a project coming to their areas. Community members were not made part of planning within the municipality. They did not form part of policy development, implementation or evaluation. These people indicated that they felt alienated. It was clear from the interviews that there was a need to improve communication. That included distilling of existing communication framework to close existing communication gaps between the Municipality and rural area-based communities.

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4.8.3 Theme 3: Impact of distance between the Municipality and the grassroots communities

It took some few minutes for a group of community members selling vegetables at Mutele B, about 8KM from Masisi Township in Ward 12 to explain what they knew the Municipality for. However, as a group, they started responding and indicated they knew the Municipality for being a place where they sent their service delivery challenges. *"But we never saw representatives of the Municipality here. Everything happens in Masisi"* One angry member said.

When asked how they received information on planned projects from the Municipality including job opportunities, one said, *"Messages reach us very late here. At times we get to know about jobs when others are already employed because everything in this ward happens at the Masisi Taxi Rank"*. Added one, *"The last time and it was the first time we saw the local councilor was when they employed workers for the Expanded Public Works Program (EPWP) but no one came to confirm the appointment and no one of them is working yet. The project has stalled but we do not have any information about it. We are still waiting"*.

Masisi and Mutele B village are in Ward 12 and represented by one local councilor but they argue that most activities take place in Masisi which is an economic hub of the area. There is a police station, clinic, few shops, a community hall and a taxi rank in the area which makes it an economic hub of the whole ward as it is easily accessible. *"Even if they invite us to go to Masisi, what will we do if we do not have funds for transport? They will do their own things without us."* One member said when asked if they would join activities in Masisi if invited.

Asked if they knew of the Community Development Worker (CDW) designated to their areas they started asking each other what and who can be one in their area. *"A ri divhi. Khamusi u Masisi vhunga ha athu u da fhano" (*We do not know, maybe he is at Masisi but he has never came to our area.) About the Ward Committee member, they started asking each other, *"Ndi nnyi Ward Committee member u bva tshe Vho-Silly vha litsha?"* (Who is now a Ward Committee member since Vho-Silly's term expired?).

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Seemingly this Ms Silly (surname not disclosed) was the Ward Committee member during the previous governing term. Then they did not know who the Ward Committee member was although they reckoned they had one. This concluded that there was a communication gap between the community members and the ward committee, local councilor and the Municipality. This communication gap hindered enhancement of Developmental Local Government. Although they knew they were in Mutale Municipality, they alleged they had never seen the mayor and did not even know his or her name. *"The last time I heard of the mayoral visit was when they were going to Masisi. All the other villages go and as other people, never had the visits."* This suggested that even the IDP Consultative processes were not reaching all villages and therefore not relevant channels of effective communication.

At Masisi Township, interviews were conducted with community members including those who sold in informal markets. Here, they were selling a range of products from vegetables to cooked food. *"Mukhantsela vha dzula vhe henefha. Vha dzula hafhala kha dzi RDP"* (We always see the local councilor. He stays just here at the section of RDP houses.) said a street food vendor in Masisi. Asked if the vendor knew why the taxi rank and a community hall were not in full use by the community she said, *"We do not know but the taxi rank was officially opened. We wonder why it is not operating. The hall is not ours. It belongs to the Municipality and we do not know how we get to use it."*

This confirmed what was said by many interviewed before and suggested the community members were not part of the plans of the Municipality. Most of the people also did not understand the IDP consultation programme and its objectives. Although they never experienced any violent service delivery protests in the area, they concurred that people in other areas got angry due to lack of service delivery and that they, in most instances did not get information. Asked why government projects collapse within the society the vendor said, *"People do not have financial management skills and they just use the project money for self-gain. I do not think I will like to leave my small business cubicle and join any government projects".* Hendriks (2012) shared the sentiment that distance between rural settlements and other centres makes service delivery, communication and trading more costly hence contributing in under-development of rural based areas.

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What became eminent was that those people staying in places regarded central within the Municipality such as Masisi, Thengwe or Tshilamba had a better understanding of Municipal activities as even the visits by the Municipality took place in the so-called central place or centres of attraction. Villages far away from the centres of attraction always got neglected. Politicians always liked to address people in great numbers hence looked at accessibility when arranging government events. However, occasionally the Municipality organized busses to ferry people to the so called strategic and central places for Municipality's events. These were the places easy for the majority access in terms of transport and other facilities. *"This is not enough as the community members still have to be taught the importance of attending the meetings. Municipality hires the busses for them and when they come here they go to shops and not attend the meeting."* One ward 12 committee member argued. Ward 12 committee members also argued that there was a need for training. *"We were just elected by our villages but received no training to be able to do our work properly. The municipality also did not come to villages to let the villagers understand our roles"*. This confirmed the fact that there was a need for distilled communication framework which is the objective number three of the study. It was evident that there was lack of economic activities in many rural-based areas in Mutale. This was also accompanied by lack of information dissemination in these areas. Unfortunately in such situations many community members spnd time with nothing concrete to do. Some of those who receive government social grants spend these in playing the cards game and the number betting game called *Mutshaina*. In this case, they contributed in their poverty condition where some loose these grants and deepen their poor financial conditions. No one bothered to provide financial management skills to these communities as they are regarded poor while the little they get could be used wisely and change their living conditions. There are no banks in areas such as those in Ward 12 and even the few who could save the little they had failed to do so. Table 4.2 provides summary of questions and responses from grassroots communities.

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Table 4.2: Summary of questions and responses from the grassroots community members

Research objective and related questions	Responses from grassroots communities	Conclusion
Objective 1: To explore the strength and weaknesses of current communication framework between the municipality and the rural-area based communities		
1. How does the Municipality communicate with you?	1. We here issues from the radio-Ward 12 community 2. We also get the newspapers and visit the Municipality often – Ward 5 community	The way the Municipality communicate to communities is consultative and good for mobilizing but lack room to derive active participation by communities
2. How do you communicate to the Municipality?	1.Visit the Municipality if there is a challenge- Ward 05 2. Just wait until they come or coucillor goes to	Those closer to the Municipality are at advantage as they get to Municipality for help at all the time.
Objective 2: To encourage effective communication among the municipalities, municipal structures, community based organization and the rural communities		
1. How many times does Municipality visit your area?	1. Seldom but they visit- Ward 5 2. They visit Masisi if they do visit- Mutele B Community	Municipal accessibility is limited. There is a need for more outreach programmes and also to consider visiting even those far flung villages
2. How often do you visit the Municipality?	1. Seldom, is far and expensive- ward 12 community 2. At all times when there is a need- ward 5 community	People living far away from the offices of the Municipality get it difficult to visit the Municipality. This suggests for Municipality to establish satellite offices on periodical visits to serve the people where they stay in particular those in far flung areas.
Objective 3: To distil a communication framework for the realization of objectives of Developmental Local Government		
1. Are you satisfied with how Municipality communicates to you?	We at times just see projects without being consulted	Communication system of the Municipality is not adequate hence a need to distil new communication framework
2. If you become a mayor what could you improve in communicating to communities?	Increase visits to communities	Not even the IDP consultative process and visit to traditional leaders is enough to communicate effectively to the communities.

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4.9 Discussions of the findings

Discussions are as per the objectives of the study.

4.9.1 Objective 1: To explore the strength and weaknesses of current communication framework between the municipality and the rural-area based communities

Grassroots communities in are areas shared the sentiments that there was a need for improvement in the way the Municipality communicate to them. Although those in Ward 5 are closer to the Municipality buildings and can visit at any time, they also complained that the Municipality is not communicating effectively with them. It could be concluded that communication in Mutale Municipality was not effective.

4.9.2 Objective 2: To encourage effective communication among the municipalities, municipal structures, community based organization and the rural communities

The fact that the Community members were left behind in a number of activities of the Municipality meant that the municipality was failing to make communication inroads even through other structures within the communities. When community members argued they did not even know who the Ward Committee member was in Mutele B it indicated the unavailability and inaccessibility of the Municipality among the community structures. There were a number of community structures such as churches, traditional leadership, and sporting codes even though there was lack and they mainly play soccer in poor sporting conditions. These were the structures the Municipality could use to access the communities.

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4.9.3 Objective 3: To distil a communication framework for the realization of objectives of Developmental Local Government

Findings indicated that community members did not become part in identifying their challenges, identification of means of solving the challenges, implementation of interventions, monitoring and evaluation of any project in their area. Municipality was not involving them at planning in matters of governance. This suggested for distilled communication framework in line with this objective of the study.

4.10 Summary

It could be concluded that there was poor communication between the Municipality and the grassroots communities. In line with the objectives of the study, it has been proved that communication between the Municipality and rural-based communities in Mutale was poor. This prompted for the conclusion that there was a need to distil current communication framework for the realisation of objectives of Developmental Local Government. The nature of communication between Mutale Municipality and grassroots communities is top-down. Platforms available were meant to take message from the Municipality to the communities. Community members became were simply regarded as participants who were there just to receive from the Municipality and not take active participation on matters of governance and those of own development. It was proved again that the Municipality was also failing in its mandate to feed communities with information that they could use for their development.

The challenges of poor communication between the Municipality and communities became risk to peace and stability within the Municipality. Even if the service delivery was at accepted levels, due to lack of information community members were easily influence to get into violence protests. It could be argued when community members in some Municipalities burn and damage the few of their government provided resources while demanding complete service delivery. How then would they get better service delivery when they destroyed few services they already had. One member of the community blamed those in other Municipality who embark on violent service delivery protests and said, *"Is it not stupid to destroy the library, Municipal buildings and Schools because you think the Mayor is corrupt? Why don't you face the mayor and save property for your kids?"*

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CHAPTER 5 COMMUNITY STRUCTURES' SATISFACTION WITH CURRENT MUNICIPALITY'S COMMUNICATION FRAMEWORK

5.1 Introduction

This chapter is meant to assess the level of community structures' satisfaction with communication as effective vehicle for development. The chapter also focuses on communication roles of different structures of the Municipality such as the CDW's, Communicators, Traditional Leadership, Ward Committees and Civic Structures. Representatives from different community structures took part in this study.

5.2 Description of study area

This qualitative study was also conducted in wards 5 and 12 of Mutale Municipality in the Vhembe District, Limpopo Province in South Africa. While Limpopo Province was ranked the second poorest following Eastern Cape in the country, Mutale was ranked the most rural Municipality in the district of Vhembe (STATSA, 2010/11). That made Mutale relevant for any study for rural development such as this one. Focus group interviews were conducted in Thengwe Clinic, Tshilamba Township, Mulodi and Thengwe Tribal Authority offices in Ward 5. Focus study groups studies were also conducted at Masisi Taxi Rank, Masisi Tribal Office in Ward 12. Ward 12 is the furthest ward from the Mutale Municipality's offices.

5.3 Research design

The case study design which involved qualitative methods was adopted for this study. The study was exploratory where key informants and semi-structured interviews were conducted to the focus groups in form of structures they represent. The main data collection instrument used in this qualitative study was personal face-to-face interviews with target subject groups. The main aim was to assess the level of satisfaction of community structures within the Municipality in the way the two parties communicate with the main focus on how best this contribute in the realization of the objectives of Developmental Local Government. Table 5.1 shows participants in this study.

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Table 5.1: Participants in this study

Category	Number of participants
Municipal Spokesperson	1
Thengwe Royal Council Representative	5
Masisi Royal Council Representative	3
Mulodi Royal Council Representative	3
Ward 5 and 12 Committee Members	10 per ward (Ten is the total number of members of the ward committee)
Communicators and CDW's of Vhembe at Musina Communicators Forum (with six CDW from Mutale and 1 Communicator) doing validation of the new model)	Total of 60 participants
13 Mutale Ward Councilors	13.
Civic structures such as SANCO and Youth desk of Mutale Municipality	6 (2 from youth desk and 4 from SANCO structures)

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5.4 Population and sampling procedure

Population in this study was comprised of representatives from different community structures within the Municipality. The sampling was based on the availability of representatives of different structures. All identified structures were represented in the study.

Mutale Municipality had only one communication official who was also the spokesperson of the Municipality. This official participated in the study. Visit was undertaken to Mulodi, Masisi and Thengwe royal families. They were requested to provide their representatives to participate. In Thengwe Traditional Leadership Council they assigned the secretary of the royal council to lead their delegation of five. At Mulodi, the chief's mother, the sister and the wife represented the council in discussions. At Masisi they sent the man called *vhakoma* of the village, the secretary and the elder daughter of the royal family. All ten members of each ward took part in group discussions. The youth desk comprised of two representatives. Four members of SANCO in Thengwe area were also involved in the discussions.

5.5 Data collection

This study involved the use of semi-structured interviews. Data was collected through the use of these interviews conducted with target groups. This data collection mechanism was applied for the achievement of the objectives of the study which included exploring the strength of the current communication framework between the Municipalities and rural area-based communities. Traditional Leadership, Civic Structures and Ward Committees were visited and answered the unstructured interviews on face-to-face basis at their villages while researchers were recording and taking notes.

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5.6 Data Analysis

The results of the focus group discussions were summarized based on the objectives of the study. The difference in the focus groups also resulted in data to be categorized as per different groups to provide opportunity to capture different views. This study has three objectives namely, to explore the strength and weaknesses of current communication between Municipalities and rural based communities, to encourage effective communication among the municipalities, municipal structures, community-based organization and the rural communities and to distil a communication framework for the realization of objectives of developmental local government. Steps by Creswell (2009) were followed in data analysis. These steps are organization of data, reading through the data, coding, advancement interpreting data and capturing of the results.

5.7 Results of the study

The main focus of this section is to provide findings or results of this study. Results are categorized in terms of themes.

5.7.1 Theme 1: The strength and weaknesses of current communication system between the Municipality and rural-based communities

As interviewees indicated at the time of the study communication system in Mutale Municipality was mainly achieving in consultation and mobilizing community members. It did not have an element of persuading community members in a way that community members became active communication role players. *"Ri tshi da kha taxi rank ri vhona yo sokou ima i sa shumi a ri divhi mulandu ndi mini"* (As for the taxi rank we just see it not being used), this is one answer they gave when asked about their involvement with local taxi rank in Masisi, Ward 12. The fact that community members in Masisi did not know why their local taxi rank was not open for use was an indication that there were communication gaps between the Municipality and the community members. Structures supposed to inform communities that included CDW's and Ward Commitees also lack information and could not inform the community members accordingly.

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5.7.2 Theme 2: Improving current communication

"Masipala kha u ri dalele misi yothe ri thusane nawo musi hu tshi pulaniwa tshumelo. Hune zwa konadzea kha vha de nwedzi munwe na munwe" (The Municipality should visit us all the time so that we assist in service delivery plans. Where possible let them come every month), said representatives of Masisi Traditional Leadership.

"Ri nga si shume zwavhudi arali vha saathu engedza vhathu na tshelede ya u tshimbidza zwa vhudavhidzani" (We cannot work effectively until they put in more resources)" Ward Committee members and the Communicator argue. On the other hand, members of SANCO believe they needed to be involved in planning stage of projects. *"Ri dzula ro lindela huno zwinwe ri sokou vhona zwi tshi vho bvelele ri sa divhi na he zwa thoma hone. A si inwe ndila ya u la masheleni rine ri sa divhi?* (We are always ready but we just see things happening maybe are one way of keeping us away so that they misuse the funds)" said member of Thengwe SANCO.

5.7.3 Theme 3: Working relations between different structures

Although the CDW's and communicators believed that the community structures such as the Civic Association, non-governmental organization, Ward Committees, special programmes including youth desks should be revived and be strengthened, there was a concern about lack of co-operation between these structures. Asked about effectiveness of communication between rural area-based communities and local municipalities, one CDW said, "My view is that we need to build and make changes in the IDP consultative process and make sure we work together as a team."

One communicator said, *"The recent example of the Civic structure called the South African National Civic Organization (SANCO) in Thononda in neighboring Thulamela Municipality being involved in differences with the royal council over the use of the grave yard for a funeral is an indication that structures compete".* In this case the SANCO and the Thononda Royal Council saw one resident's car burnt and had to involve the police as their differences intensified in 2011.

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There was also a plight that at times the local councilors complained that the Community Development Workers programme was overshadowing them as at times there was no smooth working relationship between them. One Ward Committee member angrily said, *"Here in Ward 5 we have a CDW but very few people including those in the committee can tell who they are and what CDW's do in general. They do not attend the Ward Committee meetings and traditional authority meetings".* There was also an indication of duplication of duties between the CDW's and the local councillors. They both operated at ward level and shared the same audience and their service delivery challenges. The ward committee member added, *"Information sharing between the municipal and its community representatives should be strengthened and the roles of CDW's and those of local councilors should be clarified."*

Both the CDW's and the local communicators believed there was a need for the strong Local Government Communicators' Forum which would also be attended by sector departments serving within the municipality. This, according to the municipal records once existed but collapsed in the year 2009. However, the Municipal communication manager attended the district coordinated fora of communicators and those coordinated by the adjacent Municipalities, Musina, Thulamela and Makhado.

In Ward 12, the Ward Committee members shared the sentiments that the ward committees should be represented in the local Municipality Communicators' Fora. This was to add to those already represented in the forum including the five CDW's, representatives from sector departments and parastatals operating within the jurisdiction of the Municipality. *"Let us hope they will not complain that the number is too huge in terms of meeting arrangement including logistical arrangements such as catering"* one Ward Committee member added. The member also believed that the agenda at the communicators meetings should allow for ward level reports to be tabled in full. Back home the Ward Committee member attending the Communicators Fora establish a forum to report to other community structures who then report to their members. The structures at ward level will include traditional leadership, NGO's, local schools, designated CDW and Traditional Leadership.

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Theme 4: Clarification of roles of Ward Committee members, CDW, Civic Association and local chiefs clear.

Ward Committee members in both wards 5 and 12 raised a concern that community members were not aware of the roles of ward committee members. They failed to understand where to take their service delivery challenges as in most of the times they were found to be exposed to more than one civic structure. These structures included SANCO and the Traditional Leadership councils. However, the Ward Committee members believed they were a link between the community and the local Municipality. *"Other structures are there but we are the ones working within the community and on top we do not even get recognition, resources and support from government".* Ward committee members, as they argued further pass the service delivery challenges to the Ward Councilor who then take the challenges to the Municipality. The Traditional Leadership demanded that they needed to be part of all decisions made in their territory. That was true as local government did not operate on space but on land owned by the Traditional Leadership.

Both SANCO and the ward committees were elected by the members of the community in their villages. Traditional leadership felt threatened as they thought Ward Councilors and the whole municipality system had ability to undermine their authority, the authority they argued was by birth. Interviewed, one ward committee member in ward 5 said, *"To improve communication between the municipality and community members, there is a need for people to understand how the ward committee works so that they can differentiate us from a ward committee and civic structure such as SANCO"*

The other confusing matter to the community members was that it was more likely for one community member to serve in more than one community structures. That was mainly because the member of the Ward Committee and any other civic structure could be a person who is readily available. In ward 5, which was closest to the Mutale township, the Ward Committee was comprised mainly of educators and other people working in other local government institutions. For ward 12, which was at the far end of the municipality, bordering Zimbabwe in villages such as Sigonde and Bennde-Mutale there was lack of economic activities and people temporarily relocated for work.

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That left very few enlightened community members who ended up taking more than one task in different community structures. One Ward Committee member in Ward 12 was for example, in the Ward Committee and also in SANCO. One Ward Committee member of Ward 5 was a teacher, Ward Committee member and chairperson of the royal council.

The confusion on roles delayed communication between the community members and the municipality. There were too may communication barriers. An example was when one wanted to get an ID or any other service that demanded a letter of acknowledgement. That person, unless if enlightened, would go to the CDW, CDW would inform the Ward Committee member, the Ward Committee member would inform the the local councilor. Then through SANCO the person acquired the letter from the Traditional Leadership Council. That person could directly go to SAPS for affidavit and then proceeded to the relevant service delivery point. *"People do not know where to get assistance as even the different structures fight for power to control the poor people. Others such as the traditional councils look at payments poor people make to get the service"* said a ward committee member of Ward 12.

There was a level of undermining each other between the CDW's and the Ward Committee members. In all the targeted wards in Mutale, the Ward Committee members were not really sure of how they needed to cooperate with CDWs. CDWs also did not know how to spruce the relationship. *"Relationship between the ward committee and the CDWs is not good, CDWs in our area do not seat in Ward Committee meetings so every one of us do their own work in their own corner"* Said Ward 5 committee member. The CDWs are said to consult the local ward councilor only when they are stuck in problems while doing their work. *"Ha iti na uri vhathu vha mu divhe khathihi na tshumelo dzawe"* (He does not even make sure people know him and his services), complained the ward committee member. Ward Committee members also complained that they were the ones deserving to have the resources as it seemed they were doing the work supposed to be done by the CDWs.

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The CDWs and local Ward Councilors also had challenges in working with each other as they blamed the CDWs for taking peoples' concerns straight to the Provincial COGHSTA, where they (CDWs) report and not share with the Ward Committee members, local councilors or the Municipality. "I will go to them and ask them to visit all the traditional councils to introduce their services to the people" said the sad looking local councilor of ward 12 a minute after joining the discussions.

The strained relationship between the CDWs and the Municipal officials was also shared by Disoloane and Lekonyane (2011) where they argued that at times the challenge was on reporting lines as the CDWs work in the local Municipality and report to other spheres of government. They argued that local government official and councilors feel threatened by the CDWs and thought they would end up usurping their roles. The CDWs on the other hand, felt unappreciated, undervalued and underestimated and used as buffer between community and local councilors, which put their lives at risk. Councilors also felt the CDWs did not want to take instructions and referred to them as "loose cannons" that completely lacked accountability. There was nowhere CDWs, local councilors and municipal workers seat and plan together for improved service delivery and spruced communication.

5.7.5 Theme 5: The communication behaviour of members during community meetings

Generally there was a consensus from all the wards visited that during the communication initiatives provided by the Municipality and its structures there were always those people who dominated over others. These were the people who did it deliberately or who in their nature dominate during debates. Unfortunately amongst them, there were those whose participation was not of value. Some used their dominating status to confuse community members more on roles and expectations of obligations of different structures within the municipality. *"There is in most cases a disparity between talking too much and talking sense. In Tshivenḓa language they say mulomo a u ḓalelwi nga mulambo* (It is easier said than done)", said some Ward 5 committee members.

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There were also those who dominated just because of their positions or status within the society. In areas such as those in Ward 12, the gatherings were dominated by the elders and the few who could read and write at times dominated taking advantage of their academic status. That indicated that there was a communication gap between the municipality and the local community members as only the few managed to push for their views overriding those of others. It was important to note that only those who were aware of domination by other members could be able to encourage participation by all attendees. That would be done for example through recognizing and acknowledging views from those who seemed to be quiet by requesting for their opinions even when they seemed not to be interested in engaging in the discussions. *"Kha ri pfe-vho khaladzi nga fhaḽa (Let us hear the sister over there)" is one way of acknowledging those that seem to be quiet in meetings to limit domination",* said one Ward Committee member advising others in ward 5. The domination was going to be limited if there was a communication model that allowed for community empowerment with both information and skills to be active participants in matters of governance.

5.7.6 Theme 6: The need for communication skills development

Amongst the structures of the municipality there was one that was closer to the community members. That was the Ward Committee. Wards 5 and 12 also had own Ward Committees. Each Ward Committee had ten members. The Ward Councilor acted as the "president" of the ward with Ward Committee members regarded as the "ministers" of different portfolios within the villages. This was emphasized by the local Ward Councilor of Ward 5 when introducing the researchers to the ward committee members. *"Each member makes it a point to understand challenges within the community in their designated areas comprised for example, of villages or a block of households",* councilor added. *"Kha zwi konadzea u dzula na masipala na lushaka ri luke maano a u ditshidza"* (let there be a possibility for the Municipality, ourselves and ordinary community members to gather and plan on our own development), coucillor added.

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Table 5.2: Summary of questions and responses from Community Structures on satisfaction by communication with the Mutale Municipality (Based on section B of the appendices)

Objectives and related questions	Ward 5	Ward 12	Traditional Leadership	SANCO	Youth Desk	Conclusion
Objective 1: To explore the strength and weaknesses of current communication framework between the municipality and the rural-area based communities						
1. What is the level community members' participation in matters of governance?	Increase discussion with communities	Low participation. They need to visit us	Les participation but they have to do all through us as the land is ours	Resource servants of the people but less participate	Use of social media can increase our participation	Current communication sys is not adequate
Objective 2: To encourage effective communication among the municipalities, municipal structures, community based organization and the rural communities						
1. If you are to improve communication in the Municipality what will be your starting point?	Clarify roles of Municipal structures. E.g. we seldom see CDW. CDW undermine us and are lazy	Not sure who CDW is. CDW undermine us	CDW, Councillors do not respect us	People at times do not know where to go for service	We are clear but other structures are not	Structures fail to complem each other and d communities useful informa
Objective 3: To distil a communication framework for the realization of objectives of Developmental Local Government						
1. Any need for communication skills development to increase effectiveness?	There is a need	It is important	All needed is the respect from Municipality	Yes there is a need	Young need to be skilled and be involved	Skills and new communicati framework important for development

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5.7.7 Theme 7: Relationship between Traditional Leadership Councils and Municipality

Traditional leaders are messengers and had traditional and inherited control over their subordinates. Time and again they called their subordinates if there was a message they needed to convey to the residents. This also became a good communication platform for the Municipality. The Municipality also used this platform to communicate to the residents. This, however, was possible if as raised by a member of Ward 5 committee, the Ward Committee members became active in community structures and had good relations with traditional leaders. The ANC-led government introduced salaries for the traditional leaders and that seemed to have a positive impact on traditional leaders' working relations with the government through the local municipalities.

Development also happened in the areas under the ownership of the traditional leadership in Mutale Local Municipality. Both the Municipality and the traditional leaders fought to get attention from the same audience, the community members. Traditional leaders owned the land and at times the competition between the traditional leaders and the Municipality led to delay on development initiatives. This was damaging to the building of Developmental Local Government. Traditional leaders in both Ward 5 (Thengwe villages) and 12 (Masisi villages) believed that the Municipality had a tendency of undermining their authority. The Municipality leaders on the other hand believed they were doing all they could to make sure there was good working relationships with the traditional leadership.

"We visit the traditional leadership council once per quarter to give progress reports and get challenges from the community members." said the communicator. However, it was obvious from the findings that the current communication attempts by the municipality were not effective. There was a need for an effective communication framework. The other challenge was that the influence of the apartheid settlement patterns and rules was taking long to diminish. Traditional leaders at times failed to adhere to Human Rights as enshrined in the Constitution of the Republic of South Africa (1996). Traditional leadership believed on strong rule over the subordinates even if it meant trampling on people's constitutional rights.

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For example, they might demand that a person who did not comply with their rules should not receive free basic services as provided by government such as houses while they did not provide such as it was not their competency. This also hindered the service delivery and also prohibited full participation in communication activities.

In both wards, in Masisi (Ward 12) and Thengwe (Ward 5), traditional leadership agreed they received services from the municipality but the level of engagement was not at the level they anticipated. Surprisingly, in Thengwe (Ward 5), one of the Ward Committee members was a member of the local traditional council amid of this claim. In ward 12 also, one Ward committee member had access to different traditional councils in the ward. This suggested that it was not representation that was important but more skills to be able to make sure the two institutions interact better.

Laughing, representative of Masisi Traditional Authority said, *"Local councilor? I do not know his name but I understand he sometimes comes when there are troubling issues".* This participant was asked about the frequency of the local councilor's visibility in the area. They indicated there was a good relationship between the local SANCO and the traditional authority (Chief) as some members of the association also became members of the traditional council. Asked what they could do to improve the relationship with communities should they become councilors, Representative from Masisi Traditional Authority said, *"I will develop a visiting schedule for the municipality to visit on Mondays, Wednesdays and Fridays."* The representative was however easily convinced that maybe that could be difficult as there were other many villages to be visited but was still adamant to develop a visiting schedule.

"People come and solve community problems here. We seldom use the local community hall. In most cases people gather at the taxi rank. We do not know who is allowed to use the community hall." Masisi Royal Council representatives added when asked about the usage of the local community hall which was within the village of Masisi. As for the taxi rank, the Masisi representative concurred with many interviewed that community members were not sure why it was not open for use to the local transport association. However, the traditional council thanked the local Municipality for the provision of subsidized houses and free water taps inside the yards of community members.

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They were however never be involved in planning sessions. They just saw the Municipality employee digging and putting in pipes. *"They just put pipes and we are just using and no one told us to or not to pay".*

In Ward 5 at Tshilamba, there was a shopping complex that was not completed across the road but only few community members knew about the developments of this project. Little did residents and their Traditional Leadership Council know about developmental projects to be implemented in their own areas. Residents also showed little knowledge on the Municipality's future development plans. The municipal authority on the other hand indicated that they communicated with community members regularly. The Municipality had a communication strategy that emphasized interaction with the community members. However, there was an indication that there was a need for an effective communication framework.

It has been identified also that community members, at times, failed to distinguish between the Municipality activities and those of the political parties. The dominating political party in the areas was the ANC. The ANC also deployed political leaders for seats in the Municipality council. *"ANC has not yet told us what will happen with that incomplete shopping complex."* said a Ward Committee member of Ward 12 who also seemed not to be sure about the separation of roles between the ANC as the leading political party and the Municipality as government institution. This was one more indication that community members were not part of the municipality project planning.

5.8 Discussions

This section focuses on the discussions based on objective. It is however more on the second objective of the study, i.e. to encourage effective communication among the municipalities, municipal structures, community based organization and the rural communities. The realization of this objective will see different communication structures within the Municipality which complement each other in the realisation of goals of Developmental Local Government.

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5.8.1 Discussions based on the objectives of the study

5.8.1.1 Objective 1: To explore the strength and weaknesses of current communication framework between the municipality and the rural-area based communities

While exploring the strength and weaknesses of current communication framework between the Municipality and the rural communities, it was realized that traditional Leadership felt alienated and the sentiments is shared by the community members. All community structures indicated dissatisfaction about the way the Municipality communicate to them. These structures were supposed to be communication link between the Municipality and the community members which was unrealistic as structures also lack detailed information in line with the Municipal activities.

5.8.1.2 Objective 2: To encourage effective communication among the municipalities, municipality structures, community-based organizations and the rural communities

The relationship between municipalities sharing borders was important as they shared best practices for the benefit of community members. Relationships between the structures of the municipalities are equally important as they complement each other and speed up communication processes. The same relationships were important between municipality structures and structures within the society. For improved service delivery, there was also a need for the municipalities to have good relationships with other service providing agencies. The situation in Mutale Municipality can be described as characterized by structures working in silos. There was, for example, sour relationships between the CDW's, Local Councilors and Traditional Leaderships. This was caused mainly by lack of roles clarification. They competed for attention of the same audience, the rural based communities. The communication relationship also had to be improved amongst the national, provincial and local governments. The Municipality should become an entry point for service delivery and a link to the communities.

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There was a general consensus that communication could play an important role in empowering community members. Community member structures interviewed indicated that the Municipality visited them occasionally. They believed that the only time the municipality representatives visited their areas quite often was towards the local government elections.

With regard to getting different structures within the Municipality complementing each other in encouraging community participation in governance matters, a concern was raised that at times different structures compete instead of complementing each other. This was attributed to the fact that these structures get politicized and that they did not have roles clarification. For example, people still believed the Ward Committees could not be apolitical. They believed the Ward Committee automatically became the extension of the ruling party. Ward Councilors were accused of influencing who sat in the Ward Committees. That collaboration made it difficult for a Municipality to work together with other relevant service delivery agencies as all the action were dictated by political mandate. Some developmental initiatives got distributed as per political allegiance. That also contributed to the collapse of projects of the Municipality and those provided by other departments such as the department of Agricultural and the Department of Social Development. In these projects as in most cases members were chosen per political allegiance and lacked skills and ability to run projects sustainably.

The main factor however was that there was always a communication gap between different structures of the Municipality, other departments and other state owned agencies, hence poor service delivery. Structures also work in silos because of the strained relationship they experienced. As Disoloane *et al* (2011) indicate, officials and other servants of the local government such as the Ward Committee members treat CDW's with suspicion that they may usurp their roles due to reporting lines. CDW's operate from the local Municipalities but do not report there. They report at either national or provincial departments. There was clear evidence that there was no working relationship between structures within the Municipality. There was, in most cases, lack of joint planning of communication activities between the Municipality and other service delivery agencies.

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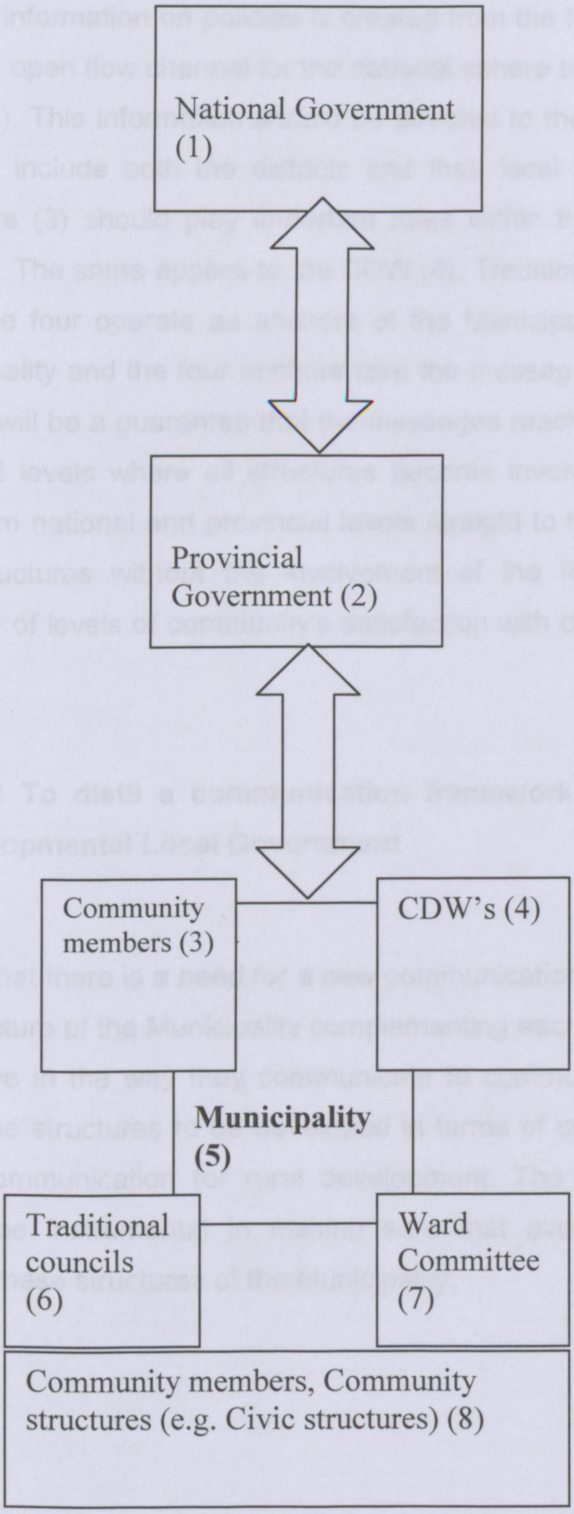

Figure 5.1 Effective flow of Communication: The Municipality plays central role of message distribution.

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In this diagram, the information on policies is created from the National Government (1). However there is an open flow channel for the national sphere to be informed also by the provincial sphere (2). This information should be directed to the local Municipalities (5). Local municipalities include both the districts and their local Municipalities. However, community members (3) should play important roles within their Municipalities as an integral stakeholder. The same applies to the CDW (4), Traditional leaders (6) and Ward Committees (7). The four operate as anchors of the Municipality. Once the message reaches the Municipality and the four anchors take the message to the community level as a team (8) there will be a guarantee that the messages reach the lowest levels of the community-the ward levels where all structures become involved. There must not be messages going from national and provincial levels straight to the community members and community structures without the involvement of the four anchors. Table 5.4 provides a summary of levels of community's satisfaction with communication within the municipality.

5.8.1.3 Objective 3: To distil a communication framework for the realization of objectives of Developmental Local Government

The indication was that there is a need for a new communication framework that will see communication structure of the Municipality complementing each other. These structures also need to improve in the way they communicate to community members. There is also a need for these structures to be developed in terms of communication skills with special focus on communication for rural development. The distilled communication framework should be instrumental in making sure that even community members understand roles of these structures of the Municipality.

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Table 5.3 Community structures' satisfaction with communication in Mutale Municipality

Questions	Ward committee	Civic structure (e.g. SANCO)	Youth	Traditional leadership	Remarks
1. What channels of communication does the Municipality use to communicate to your structure?	Radio Circular/Letters Local Ward Councillor	Ward committee members, Radio, letters	Radio, imbizo,	Letters Local ward councillor, face-to-face(visits)	Channels fail to get full participation of the communities in matters of governance
2. How does your structure serve in disseminating messages to communities?	Ri ya khoroni Musanda arali hu na fhungo. *(Visit the traditional leadership Council if there is news to pass)*	Ri shuma na misanda *(We work with traditional leadership)*	Pass message through community structures	Ri ramba vhathu tshivhidzoni *(we invite people to the council seating)*	The way structures operate still yield negative answers to goals of Developmental Local Government
3. What do you think the Municipal should improve or maintain in the way it communicates with the communities?	Resource the ward Committees with cell phones, laptops and provide salary so that they can be able to visit their areas	Call community structures before they introduce laws and projects	Introduce SMS for communities and have entertainments that send development messages	Inform traditional leaders when they start planning projects as projects happen on our land.	All sectors of community structures are not satisfied with current communication system hence need for new communication framework
4. Are you satisfied with communication system of the municipality?	Not very much. We are working for communities but are not part of a number of forums of the Municipality. We at times compete with CDW's as we do not know what they do.	Not very much. The Municipality is not involving us in its planning.	We still need to use other forms of communication.	Aiwa, tshinwe tshifhinga rine ri sokou vhona vha tshi vho bwa shango vha so ngo ri vhudza *(No, at times we just see them bulldozing our land without involving us)*	All structures are not satisfied with the way the Municipality Communicate to them

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5.9 Summary

Ward Committee members believed media and radio in particular remained the best channels to disseminated messages within the communities. The Traditional Leadership Council representatives believed the Municipality strengthen their visits to the royal councils. On the other hand, youth believed the Municipality should introduce the use of Bulk SMS. Despite them believing on different channels, there still was a concern that communication between the Municipality and the communities needed to be improved. All the groups indicated their dissatisfaction with the way the Municipality communicated to them. They believed they were alienated from taking active role in matters of government as they were not engaged. Civic Structures such as SANCO blamed the Municipality for not involving Civic structures in Municipal planning sessions. Traditional leadership on the other hand believe there was a need to improve communication between the Municipal and their structures focussing more on roles clarification in case there was a project coming to their land. They believed there was a degree of disrespect by the Municipality officials when they deal with local structures and the general community members.

The general indication was that community structures were not completely satisfied with the communication system of the Municipality. They suggested change in the way the Municipality communicate to the structures and the communities. The other concern was lack of the involvement of these structures and the community in matters of planning within the Municipality. If the structures within the communities were not fully engaged in matters of governance, this implied that ordinary community members were more alienated. As it was established that the community structures were not satisfied on the manner the Municipality communicate to them, there was an indication that there was a need for improved model of communication. There was a need to bring in effective communication that would see community members and the municipality plan together for community development.

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In line with the objectives of the study, the current communication between the Mutale Municipality and rural-area based communities is weak and could not satisfy the community structures. That implied there was no way that communication could encourage effective communication among the municipality structures, community-based organisation and the rural communities. The findings implied that there was a need for the development of a different communication framework that will encourage community participation on matters of government. Community members needed to be active participants of the Municipality. *"Masipala a u ri dzhenisi kha mishumo yawo. Ri tou mangala"* (The Municipality does not involve us in their activities. We are surprised), these were sentiments of the SANCO members.

The National Development Plan (NDP) 2030 of the Republic of South Africa launched in 2011 is a plan on where the country targets to be not later than the year 2030 and it has a number of priorities. One of these priorities is that citizens have to actively set out to change their lives in ways that will benefit the broader society. All citizens have to live and work together in the endeavour to realise own development.

The indication is that unless communication system is advanced, the Municipalities will be unable to contribute positively in the realization of the goals of the NDP 2030 and Developmental Local Government. South Africa has also reached 20 years of freedom since the dawn of democracy in 1994. In celebrating 20 years of freedom and beyond, GCIS developed communication strategy in 2012 with the aim to mobilise collective ownership by all citizens. Collective ownership will assist the society to always think of where they come from and how the democracy was achieved and encourage that to be active participants in building their own country. The strategy is meant to deduce active participation by all community members. Thee community members have to co-own both government achievements and lack thereof. The success of the implementation of this strategy will also contribute in harnessing team work between the Municipality and community members and other relevant communication structures.

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CHAPTER 6 SYNTHESIS OF EFFECTIVE COMMUNICATION FOR DEVELOPMENTAL LOCAL GOVERNMENT

6.1 Introduction

This chapter provides synthesis of the whole study by touching on major aspects of the study. This study was prompted by the identification of lack of effective communication between the Municipality and rural-area based communities. This communication gap became a barrier for the realization of the goals of Developmental Local Government which the country of South Africa strived to build for the past 20 years of its democracy. According to the White Paper on Local Government (1998), the most important objective behind creation of Developmental Local Government was to build a local government that takes people along in Municipality planning, implementation, monitoring and evaluation. This is the local government that does not just mobilize communities for an event and dump projects communities members were never part of planning.

There was a need to bring the sense of accountability to community members through making sure the community members take active role on matters of governance and own development. This is what Chamber (2010) called community-based planning. Many authors whose work was used in this study indicated that the challenges caused by non-participation of community members to matters of governance were immense. This included negative impact on development as indicated by Francis *et al* (2011).

The challenge of underdevelopment and hostility against government as a result of poor communication is not experienced only in South Africa but across the globe. Lu (2009) indicated the negative impact of lack of effective communication in China, Hurskainene (1993) indicated the creation of ignorance due to the same challenge in Tanzania while Olutimayin (2002) revealed what happened in Nigeria. Violent protest experienced in many parts of South Africa are said to be partly caused by communication gap between government institutions and the communities they serve (COGTA, 2009).

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This chapter presents the proposed framework for effective communication for rural development and advancement of Developmental Local Government. It also provides some recommendations aimed at improving communication between the Municipality and the rural-based communities.

The problem that led to this research was clearly stated in the first chapter. In the main, there was a need to bridge the communication gap between the local governments, in this case the local Municipalities and their rural-based community members with the aim of encouraging public participation in matters of governance. This participation is important in the enhancement of developmental local government which is the local government that works with community members in improving their lives. In turn, this type of local government will have positive impacts on rural development. It has been realized that models and communication mechanisms implemented currently in government structures are not ushering full community participation on matters of governance, hence a need for the new model of effective communication aiming at the enhancement of Developmental Local Government and rural development.

6.2 Framework of Effective Communication for the Enhancement of Developmental Local Government and Rural Development

It was clear from the findings and the discussions of the study in Chapters 3, 4 and 5 that to enhance communication for effective Developmental Local Government in rural area-based communities, there was a need to distil current communication framework to be able to encourage the realization of the objectives of Developmental Local Government which is characterized by full citizen participation in matters of governance. The distilled framework for effective communication between local government (e.g. the Municipalities) and rural communities is aimed at bridging the communication gap experienced when using many of existing communication models.

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This framework as validated was able to create more understanding, belief, sense of togetherness between the Municipality as message sender and the rural area-based community members as active recipients. As Tzu (2005) argue, in persuading people there was a need to have a way to induce them to have the same aim as the leadership so that people share death and life without fear of danger. In this case the Municipality leading the community should make them to share developmental plans and implementation without fear of any failure. This framework is therefore also able to create mutual understanding between the municipalities and rural communities and a sense of self-realization and make community members take up matters of their own development. In line with Berberet (2003), the framework will be able to have a holistic perspective and role-modeling responsibilities.

Furthermore, the framework was based on community-based-planning (CBP) as it suggested involvement of rural area-based community members from the beginning of each communication process until to the end (Chambers, 2010). Local government or Municipalities had to find ways through which the message was first shared with community members through active participation as shown on Figure 6.1. At the end of the process, both the local government and the rural community members developed mutual understanding and together accepted joint accountability. The local Municipality was referred to as government in this framework. This is because the framework was applicable not only to the local Municipality but to all spheres of government needing to enhance community participation.

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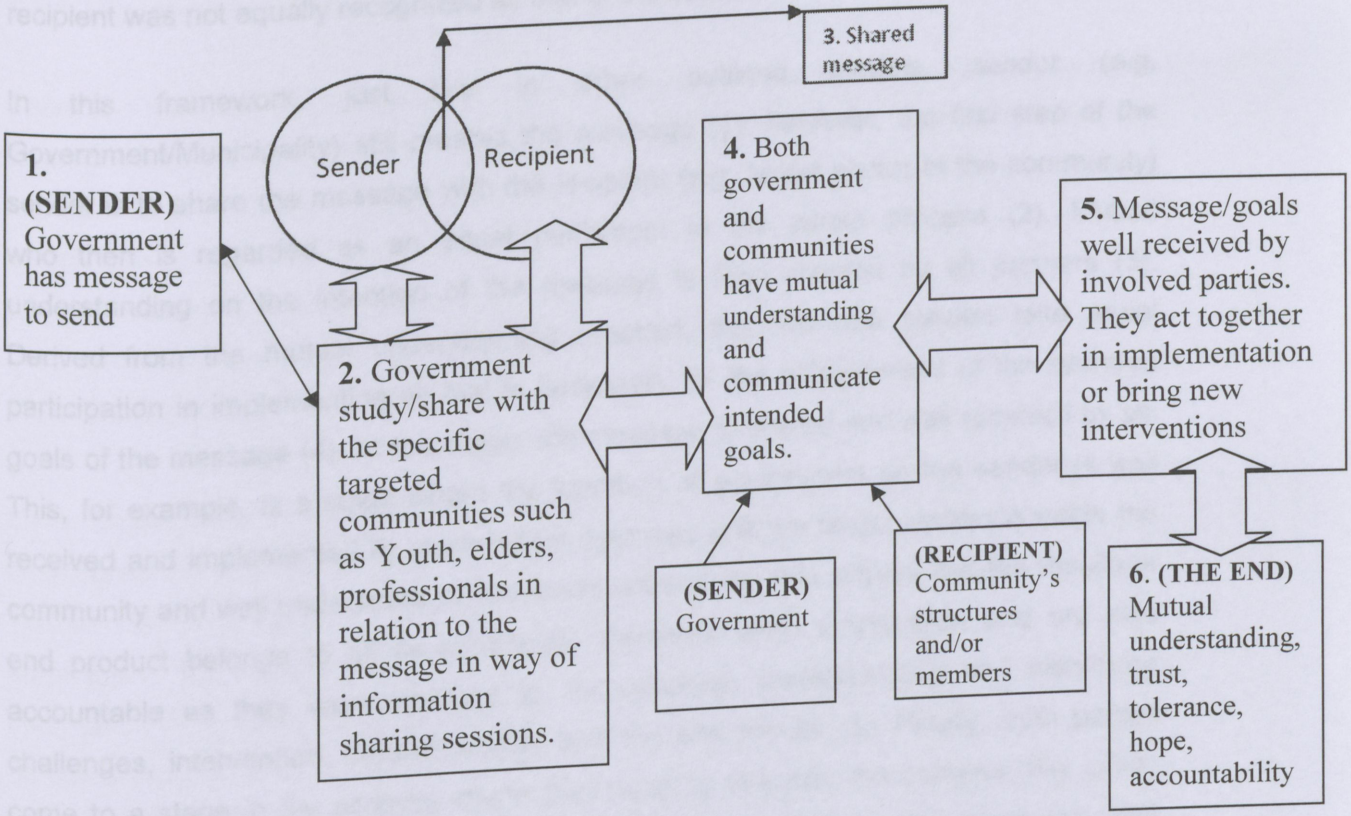

Figure 6.1: The Framework of Effective Communication for the Enhancement of Developmental Local Government and Rural Development

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In communication processes, there are three main role players. These are the sender of the message, the channel or medium and the recipient of the message. What make this framework different from other communication models and models is the manner in which the message is created, dispatched and the degree of participation of both the sender and the recipient in the process. In examples of models of communication discussed during literature review, it was evident that the participation role of the recipient was not equally recognized as that of the sender.

In this framework, just like in other outlined models, sender (e.g. Government/Municipality) still creates the message (1); however, the first step of the sender is to share the message with the recipient (e.g. target sector of the community) who then is regarded as an equal participant in the whole process (2). Mutual understanding on the intention of the message is then created by all partners (3). Derived from the mutual understanding reached, the two role players take equal participation in implementing all that is necessary for the achievement of the intended goals of the message (4). At this stage, the message is shared and well received by all. This, for example, is a stage where the intention of government as the sender is well received and implemented by government agencies and the target audience within the community and well understood by the whole community. It is argued that the results or end product belongs to all as community members were empowered and are also accountable as they were involved in, for example, understanding and identifying challenges, intervention, implementation and the end results (5). Finally, both parties come to a stage in the process where they have to evaluate the process they jointly monitored from the beginning. There is at this stage trust, tolerance hope and joint accountability. If the results of the whole process are positive, they jointly celebrate and if undesirable, they will together agree on the way forward even if it means jointly going back to the drawing board and start afresh. Both government and community members do not have room for pointing fingers and blaming each other for sabotage, deliberate failing, neglect as they all are important stakeholders(6). This framework encourages community participation in matters of governance.

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6.3 Pillars of the Strength of the proposed Communication Framework of Effective Communication

The success factors of the new model for effective communication aimed at rural development are as follows:

6.3.1 Creation of Effective communication policies and laws

There is a need for the communication policy enabling effective communication between local government and rural area-based communities which can define the relative importance and direction of rural development. This policy should describe relevant actors, their roles, capacity in communication and relevant channels for rural development. The current South African government one-size fits all communication policies have a tendency of leaving rural area-based communities outside the planning of development initiatives.

Laws dealing with communication in South Africa also lack the element of rural development. To give an example, the Constitution of the Republic of South Africa, Act 108 of 1996 in Chapter 2, Section 16 touches on the freedom of expression which emphasizes that everyone has the right to freedom of expression and access to information from the state but it does not put specific emphasis on how this freedom can be exercised and the remedy for not adherence. The Promotion of Access to Information Act of 2000 also focuses on what needs to be done if a member of the community needs information from the state and it does not command how information on development may be disseminated with the aim of rural development. The Municipal Systems Act of 2000 calls for community participation in issues of local governance but does not provide monitoring and evaluation tools for compliance and effectiveness of the participatory campaigns.

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6.3.2 Capacity building for better interaction between government community members

Those bringing developmental projects, whether as government agencies or non-governmental agencies should be capacitated with communication skills that go beyond just sending the messages but geared towards rural development through participation.

Government message deliverers such as the CDW's, councilors and communicators should be trained on matters of rural development. These will include understanding the target audience and establishment of effective interaction processes. Local councilors should be part of the Local Communicators Forums within the Municipalities and their representative should seat on district and provincial communication forums. A Local Government Communicator's Forum is comprised of communicators of the local Municipality and representatives from all departments and other government agencies operating within the Municipality. Mainly, this is the structure that makes it possible that communication events with the Municipality are well-coordinated and that they support and complement each other including avoidance of, as an example, having more than one event by different institutions within the local sphere. Events happen at the wards so it is imperative to have Ward Committees represented in communication structures of the local Municipality.

6.3.3 Monitoring and evaluation of community participation on development initiatives

There have been a number of developmental initiatives in rural area-based communities but some have since collapsed. This can be attributed to lack of continuous monitoring and evaluation. During interviews, both administrators and politicians also blamed lack of information and skills for the collapse of the projects. The proposed model will demand for constant monitoring and evaluation particularly on the level of inclusive active participation of both the communicator and the recipients.

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6.3.4 Participatory methods need to be more effective through communication

There is a need for the use of participatory methods for active involvement of all the partners. This should start right at the initiative stage until the end. All members should participate at equal communication level. There is no way effective communication for rural development can be one way and lack feedback and active participation.

6.3.5 Taking communication to the Ward levels

The main aim of the study is to get community members involved in matters of governance through effective communication. This implies that effective communication needs to be introduced where community members are based. This is at ward level. Ward Committees are the structure created by the Municipality to operate at ward level. Each committee has members elected by members of their area. However, in most cases these members are less skilled. To enhance communication at Ward level, it is important for the Ward Committee members to be trained on matters of communication with special focus on communication for rural development. A communication structure should also be established within the Ward where different service delivery structures within the ward gather and work with a common understanding. The structure should include the traditional leadership, local education form, special programmes such as those for youth and for people with disabilities, faith based organization, CDW's and many more.

As determined by the Constitution of the Republic of South Africa (108) Chapter 7(152) and the White Paper on Local Government of 1998, the local Municipality should assist in facilitating and supporting this interaction and cooperation between structures of the Municipality and other partners. Ward Committee systems should be empowered and given accountability that they keep records of service delivery challenges and the intervention. Ward Committee members and the CDW's should also find ways of complementing each other. Amongst the members of the ward committee, there should be at least one delegate who seats in communication meetings of the local Municipality.

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It is advisable for the local Municipalities to strengthen their communicators' forums where CDW's, representatives of Ward Committees and communicators come with strategic ways of communicating and involving communities. Ward Committee representatives should come from all the Wards and this should not include the local councilor who will only attend political meetings. However, time and again the local councilor should visit the communication forum at their wards.

Following the distilling of this framework for Effective Communication and Enhancement of Developmental Local Government, the Ward Councilor as representative of the Municipality will interact with the community members at Ward levels. Ward Committee members are also part of the task team assisting the Ward Councilor. Together they identify the challenges e.g. malnutrition. This is what Chamber (2010) calls Community-based-planning. Together they discuss the approach to address these challenges, for example, deciding to start a community garden. They then get into logistics of starting it including identification of space and required skills. They then implement the plan and monitor the implementation.

6.4 Validation of the proposed communication framework

This section indicates how the proposed model was validated and also approved by communication practitioners. The introduction of the framework for effective communication saw Mutale local Municipality changing its communication system. The new approach as indicated in the proposed framework was to make sure community members are part of planning and governance in general. The Municipality started by identifying different communication structures and their platforms. The structures included the Ward Committees, Traditional Authorities, and Civic organization. All these structures were created to interact with communities on specific matters. The Municipality itself wanted to communicate to the same communities but on issues of governance and of their own development. There was a need for Community based planning as proposed by Chambers (2010).

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During the Communicators Forums the Municipality started to engage these structures. The structures were involved in identifying the challenges, coming up with intervention and becoming part of implementation. They were then made to be part of monitoring. What the entire Municipality intended to do was to make sure community members are accountable and part of the municipal planning. This framework made it simple for the Municipality to spread messages and get community participation faster and effectively. Community members for example became part of planning for the Municipality IDP process and other events that took place both in Tshandama (Ward 5) and Masisi in ward 13. Different structures were used to facilitate communication with their stakeholders. The number of attendees in Municipal activities went higher than it used before the involvement of these structures and implementation of the framework that called for active participation by all. Also, people less complained about lack of services delivery during the IDP Consultation process during April and May 2013 and this made it easy for the Municipality and community members to focus on aims of the IDP process.

The Municipality and the communities found it easy to identify service delivery gaps that need urgent attention. In both wards 5 and 12 for example, mainly they wanted the Municipality to priorities reliable water supply, maintenance of access roads and provision of houses for identified needy families. *"We had about 500 attending the IDP meeting in Masisi (ward 12) at the Taxi Rank and about 600 people at Thengwe in the past. But since involvement of the civic structures including the ward committee members we received a larger number for 2012/13 financial year"* Said Municipal official who could not confirm the exact number but just acknowledge the increament compared to the same event of 2011/12 financial year. The agreement between the Municipality and community members was that the Municipality did not have enough resources to tackle all challenges at a time but the parties had to priorities through the spirit of working together. This communication framework was also emulated in Musina, Thulamela Local Municipalities and the Vhembe district where they started involving community structures in a bid to calm the protests that were beginning to increase. Community in Musina was up in arms against the speaker and the Mayor accusing them of corruption and nepotism.

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During the communication forum meeting, structures from within the communities became part and had opportunity to participate in planning which ended up making them aware and part of the Municipal planning. The Municipality started to call structures and discuss on proposed plans and community members stop burning Musina Municipality properties. Some community members concurred that lack of information on how issues are planned within the Municipality fueled their anger and they got engaged in ill-informed protests. *"The involvement of community members in our planning is making sure community members are on board and there were no protests since we introduced the framework as practiced in Mutale"* Said Musina Municipality official. The Municipality had since, as an arrangement with the community structures established a bulk Short Message System (SMS) where they keep community updated on issues affecting their lives.

To make sure the proposed framework was approved by communication practitioners, a number of workshops were conducted. The new framework was validated in different communication and knowledge management forums including the one in Mutale, Musina and Thulamela Local Municipalities plus at the SALGA Conference. This was to try if the framework could be repeated in other Municipalities.

One more validating process was through the workshop conducted in Musina. The workshop started by engaging participants on the strength and weaknesses of communication between their own institutions and communities they serve. The indication was that there were challenges and communication gaps. Then the participants were engaged in what they thought may improve the communication relationships. They all agreed there was a need for getting community members to fully participate on matters of governance as that was a pre-requisite for building Developmental Local Government and important for rural development initiatives. However, they all did not know what needed to be improved in current communication system. Then the proposed framework was shared with them and they interrogated the it. At the end there was consensus that the proposed framework was the way to go. Participating were communicators and CDW's of all municipalities of Vhembe District plus local Ward Councilors and representatives from Traditional leadership councils of Musina Municipality. Table 6.1 provides highlights on importance of this study.

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Table 6.1 Importance of the study

Question	General response	Potential Remedial
1. What led to the study?	Identification of communication gap between municipality and community members	Addressing the communication gap between the Municipality and community members.
2. Impact of communication gap between Municipality and communities?	Barrier of goals of Developmental Local Government	Promote Developmental Local Government- by promoting community participation.
3. Main goal of developmental Local Government to be realized?	Full community participation on matters of governance and own development	Involve structures of communication such as the Ward Committees in the Municipality planning.
4. Danger of community members not participating?	Community feels alienated and lack accountability, development of the **us** versus **them** tendencies. (us-community, them – Municipality)	Municipality improve/introduce community-based planning through effective communication for Developmental Local Government and Rural Development
5. Why not implement identified existing communication models?	They are linear and do not allow sender and recipient of the message play equal roles	Propose new communication framework
6. What is special with proposed communication framework	Municipality involve communities from planning, implementation, monitoring to evaluation stages	The framework validated within communities and approved by communication practitioners

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6.5 General Recommendations

6.5.1 Recommendation for policy formulation

Although there is communication policy in different Municipalities, Mutale excluded, it is recommended that each Municipality develop communication policy which also emphasizes the encouragement of community participation in matters of governance. Community members should form part of the seating where this policy is developed. When developing or reviewing their communication strategies, Municipalities should invite all communication structures including the traditional leadership and the Ward Committees. Both the administrative and executive management of the Municipality should be represented in communication planning to make sure there is signage in management and communication activities. The policy should deliberately be tailored to address all objectives of Developmental Local Government.

6.5.2 Recommendation for skills development

Communication is a science and it needs skilled people so that they implement its strategies properly. It is recommended that the Municipalities find ways of raising funds and include all communication structures in their skills development programme. In this way they will create effective communication structures that are going to be able to implement effective communication for Developmental Local Government. The Administrative and Executive management of the Municipalities should jointly be exposed to these trainings. Ward Committee members should also expose community members within their jurisdiction to matters of governance through effective communication. This will make community members active participants in matters of governance and those of their development and avoid dependency syndrome.

Paucity knowledge of Developmental Local Government and its goals by the Municipal management leaves much to desire. They also lack adequate information of communication, let alone communication for rural developments. The same goes for CDW's, Communicators, Ward Committee Members and Traditional Leadership.

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It is recommended that sponsored by national sphere of government, the Municipality gets into a deliberate move to skill all who are in community structures within the whole Municipality. Municipality should also use available institutions of higher learning and experts within access to occasionally assist with their communication expertise using internal resources.

Local councilors, CDW's and Civic Structures should avail themselves more to assist community members. This however needs these structures to first be exposed to skills development programmes so that they complement each other. Government should expose these communication structures to all its key projects and plans such as the NDP 2030.

6.5.3 Recommendation for further study

Although this study cleared a number of research questions, the following aspects still need attention:

a) Further clarification of roles of communication structures within the Municipality and how best they can complement each other.

b) The plan to raise funds by Municipalities to resource and involve communication structures such as Traditional Leaders, Ward Committee member and Civic Structures to matters of communication with specific focus on communication for development within government sector.

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APPENDICES

Data collection and Ethical Clearance Tools

Letter to the Mutale Local Municipality

To: The Municipal Manager
Mutale Municipality
Vhembe District Municipality

From: Bernard Naledzani Rasila
University of Venda

Student No: 011592957

Date: 19/12/2011

Subject: Permission to conduct research within the Mutale Local Municipality's jurisdiction

Mr BN Rasila is a PhD student at University of Venda, Centre for Rural Development and Poverty Alleviation is conducting a PhD study that will focus on ways to improve communication between the rural area-based communities and local government

The study sites identified are Wards 5 and 13 plus the adjacent selected wards in Mutale Local Municipality. Permission is also requested for the Municipality to assist in allowing the researchers an opportunity to interact with other structures such as the ward committees, traditional leadership and the NGO's.

While conducting the research, the researchers will request some information from your institutions. Questions will also be sent to different structures and members of your institution for their views on the study.

The study is aimed, amongst other things, at improving communication and the establishment of a communication model that will contribute positively in the rural development initiatives.

Your cooperation in this regard will be highly appreciated.

.....
Dr J. Mudau
Supervisor

.....
Prof Francis
Co-Supervisor

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Ethical Standards

Please note that the following ethical standards will apply at all times during and after this study:

1. Your responses will remain anonymous and will at all times be treated as confidential.
2. The decision to take part in this survey remains optional and by your choice.
3. You have an option to continue or to withdraw your participation in the study at any time during the process.
4. You are not coerced or forced to provide information, especially information that may be perceived as sensitive or incriminating.

Guiding questions for the unstructured interviews

To assist in this research and in making sure the results of the study is reliable and of validity, please take few minutes of your time and respond to the following questions. Please do not hesitate to ask clarity seeking questions. We thank you very much for your participation in this study.

Objectives to be addressed by the questionnaire

a) To explore strength and weaknesses of the current communication framework between Municipalities and rural area-based communities.
b) To develop a framework for effective communication among the Municipalities, Municipal structures, community-based organization and the rural area-based communities.
c) To develop a communication model for the enhancement of rural community participation on their developmental initiative as provided by their Municipalities.

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A. Focus group discussion with the mayoral committee members (Mayor, Speaker, Chief whip)

Objective 1: To explore strength and weakness of the current communication framework between Municipalities and rural area-based communities.

1. Which are structures and channels of communication used by local government (your Municipality) to communicate to rural area-based communities?
2. How effective are these community structures and channels of communication in the development of lives of people in rural areas?
3. To what do you attribute "violent" service delivery protests at local sphere of government?
4. What are your plans to maintain or to improve communication relationship between the Municipality and its rural area-based communities?
5. What do you think can be improved or maintained for good communication systems of the local Municipality in order to be able to improve community participation in matters of governance?
6. What is the level of community involvement in the planning of matters of local governance?
7. How effective are the ceremonial functions (e.g. mayoral tournaments) of the mayor in improving relationship between the Municipality and the rural area-based communities?
8. As the Municipality you always launch different community projects such as agricultural projects and in some areas they have collapsed. What can be attributed to this collapse?
9. What is the level of ownership "spirit" community members have on projects the Municipality provides?
10. How do you think communication can be used as a tool for rural development in your Municipality?
11. What are your views on effectiveness of Public Participation Programme, formally known as Imbizo's as a communication platform in your Municipality?
12. What is your understanding of developmental local government and how can you contribute in strengthening its ideas.

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B. Focus group discussion with civic structures representatives (Leaders) including ward committee members.

Objective 2: To encourage effective communication among the Municipalities, Municipal structures, community-based organization and rural area-based communities.

1. How is the constitution of the local ward council relevant to fulfill the task of bridging the gap between the Municipality and community members?
2. Does the ward committee represent different people such as youth, women and people with disabilities?
3. How accessible is the ward committee by the community members in terms of community members bringing their needs to the attention of the committee?
4. What channels of communication does the ward use to pass messages to the community structures and to involve members of the community in matters of governance?
5. What is the level of community members' participation in debating issues of governance before the decisions are taken by the municipal council?
6. How effective is the consultation process between community members and the municipality toward the passing of Municipal by-laws?
7. What other civic structures have access to the ward committee and how often does the ward committee engage with other structures?
8. Does the ward committee or any structure communicate to community members as per their organized structures (Youth, women etc) or inclusively in a whole community meeting where they represent themselves?
9. How do you make sure some people do not dominate over others during the communication engagement with community members or structures? (How do you balance participation by all?)
10. If you are to improve on communication systems in the Municipality what will be the first areas to improve and why?
11. What do you attribute "violent" service delivery protests experienced in Municipalities to?

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12. Any general suggestion on how the relationship between Municipality and community members can be improved?

C. Focus group discussion with Section 57 management of the Municipality

Objective 3: To distil communication framework for the enhancement of rural community participation on their developmental initiative as provided by their Municipalities.

1. How effective is the Municipality's consultative process such as IDP forum? If you are to improve how?
2. How many times does the Municipality visit the community members and what is the reason for the frequency mentioned above?
3. Which communication platforms does the management use to assist the Municipality pass messages to the communities?
4. How effective are these channels or platform?
5. What is your view on the effectiveness of communication systems between the Municipality and the rural community members?
6. Some people attribute protests at the local municipalities to poor communication between communities and the Municipalities. What is your view?
7. What is the level of community involvement in planning of matters of local governance?
8. What do you attribute to this level of participation?
9. To your opinion how effective is the IDP consultation process in getting buy-in to planned projects by the community members?
10. Any support you need from the mayor and the mayoral committee to improve or maintain communication systems?
11. What is your understanding of the developmental local government and how do you (as the municipality) think you can contribute to further its ideas?
12. Does the relationship between political leaders and managers within the Municipality affect relationship between the Municipality and the rural area-based communities?

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D. Focus group discussion with CDW's, Public Participation Programme practitioners, local communication manager (Administrators of communication and public interaction)

1. What is your view on the effectiveness of communication between rural area-based communities and the local Municipality in enhancing objectives of developmental local government?
2. Which are structures, platforms or channels the Municipality uses to communicate to rural community members?
3. How effective are these communication initiatives in bringing community members closer to government?
4. What is the level of your support to community involvement in the planning of matters of local governance?
5. How effective is the public consultation process in the Municipality in terms of bringing rural community members to be involved in issues of governance.
6. How effective do you think the notion of Developmental Communication is improving people's life in the rural communities?
7. What will you attribute the collapse of government rural development projects within the Municipalities to?
8. What is your opinion on the effectiveness of communication between local government (e.g. local municipality) and its rural communities?
9. If you are to improve on communication systems in the municipality what is going to be your improvement priority?
10. To your opinion how effective is the IDP consultation process in getting buy-in to planned projects by the community members?
11. Any support you need from the mayoral committee to improve communication systems beside what you currently have?
12. What is your understanding of developmental local government and how can you as government employee contribute in furthering its ideas?

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D. Focus group discussion with ordinary grassroots at ward community workshop in Mutale local Municipality

1. How often does the Municipality interact with you and through what channel?
2. How often do you get involved in planning at your Municipality?
3. How do you know when Municipality makes announcement on new projects and job opportunities in your area?
4. Who is your local councilor and when last did they communicate to you?
5. If they communicated to you what was the main matter for discussion?
6. Did you support the discussion or not? Why your answer?
7. How often will you need the Municipal representatives such as the mayor and management to visit your area?
8. What are your own initiatives in communicating your challenges to the Municipality?
9. How effective are these initiatives in terms of getting intervention/answers to issues you raised from the Municipality?
10. Given a chance to suggest to the Municipality, what will you suggest they change or maintain in the way they communicate to you and why?
11. Government comes with different community projects but most of them collapse. What do you think is the reason for the collapse?
12. According to your view what causes "violent" service delivery protest within the local sphere of government?
13. How useful or useless is the Municipal structures such as the desk for special programme (e.g. Youth, ward committees, IDP consultation process and the Public Participation Programme)?
14. If you become the ward councilor of your ward what would you make to keep closer to the communities?
15. Generally, what structure of the Municipality (e.g. Ward councilor, Mayor, IDP manager, Speaker, Communication, CDW) is the best in consulting you and why do you say so?

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F. Focus group discussion with delegates of the SALGA Knowledge Management, Innovation and Communication Conference

1. What are the structures and channels of communication used by local government (your Municipality) to communicate to rural area-based communities?
2. How effective are the community structures and channels of communication in the development of lives of people in rural areas?
3. To what do you attribute "violent" service delivery protests at local sphere of government?
4. What are your plans to maintain or to improve communication relationship between the Municipality and its rural area-based communities?
5. What do you think can be improved or maintained for good communication systems of the local Municipality in order to be able to improve community participation in matters of governance?
6. What is the level of community involvement in the planning of matters of local governance?
7. How effective are the ceremonial functions (e.g. mayoral tournaments) of the mayor in improving relationship between the Municipality and the rural area-based communities?
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10. How do you think communication can be used as a tool for rural development in your Municipality?
11. What are your views on effectiveness of Public Participation Programme, formally known as Imbizo's as a communication platform in your Municipality?
12. What is your understanding of developmental local government and how can you contribute in strengthening its ideas.

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13. According to your views, are local communities appreciative of services from government? Support your answer.
14. Does change of leadership (following elections) affects service delivery within communities? Why do you say so?
15. As community communicators when last did you consult community members of face-to-face basis and what was the event?

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