

Chapter One: Introduction

1.1. Introduction

This research report is aimed at exploring the nature of the relationship between two variables: knowledge of local governance and public participation within ward 62 of EThekweni municipality. There is insufficient literature in the field of public administration that can aid to create a conclusive understanding about the nature of the relationship between knowledge of local governance and public participation. Exploring this relationship is fundamental in terms of strengthening local governance.

The literature suggests that it is common for developing societies in transition to experience the challenge of public participation in local government. The sources highlight that the majority of the poor people in South Africa are unable to participate meaningfully in political and administrative processes that affect their welfare (Tapscott, 2007). South Africa in particular seems to experience a lower degree of public participation regardless of various legislations that were enacted to enhance public participation across the three spheres of government (Tapscott, 2007). This paper will demonstrate that there is considerable evidence of legislations and government policies that are designed to strengthen the public participation and local governance. The focus of this paper is therefore to establish the rationale for poor public participation regardless of the existence of local governance policies and strategies by investigating the nature of the relationship between knowledge of local governance and public participation.

The research report consists of six chapters. Chapter one covers introduction, background to the study, problem statement and purpose for the study. Chapter two is only dedicated to the literature review. The literature review is separated into two parts namely: theoretical framework and legislative implications. The literature review mainly focuses on conceptualizing key themes such as local governance and public participation. In addition, the literature review discusses the leading academic arguments associated with key themes while also unpacking the policy and legislative implications. The third chapter focuses on outlining the research question, hypothesis, data collection and sampling procedure. The structured process for managing and collecting primary data is presented in this chapter. Chapter four highlights the presentation of data. Chapter five provides the interpretation of the findings. The last chapter (six) presents the recommendation and conclusion.

1.2. Background

Various scholars such as Mogale (2005) point out that in South Africa, local governments have become central to the government's attempt at addressing and overcoming the apartheid legacy of underdevelopment, skills shortage, basic service delivery deficits and a dearth of entrepreneurial and business acumen in order to develop local economies. Local governments are constitutionally obliged to provide services in a sustainable manner, promote social and economic development as well as encourages the involvement of communities and community organizations in local governance (Act 108 of 1996, section 152). In order to achieve the above outlined mandate, the local government is constitutionally obliged to incorporate the practice of local governance and promote public participation to achieve the backlog of service delivery. In addition participation has emerged as fundamental to planning in post apartheid local government. Within this context participation gained currency as a mode of government which was meant to achieve development by engaging more directly with the people.

Since the beginning of the 21st century local sphere of government in South Africa has experienced a huge amount of community protests over service delivery. According to the document that was prepared by the African National Congress (ANC) for the three day local government summit in year 2010, it was reflected that since the year 2004 up to year 2009 community protests over service delivery had risen to 105 (City Press, 2010). In addition, the former national minister of safety and security Charles Nqakula reported to the national parliament during his tenure that 'since the advent of democracy in South Africa there had been 5085 protests against local government country-wide against issues like poor service delivery (Daily News 14/10/2005). According to Jacobson (2009) municipal service delivery protests evoked images of resistance to apartheid where residents took their grievances to the streets in an unlawful manner. The high level of service delivery protests paints a picture that many South Africans feel they have not yet benefited from economic growth that has made many government officials and ANC officials rich (Jacobson, 2009).

The issue of service delivery protests in South Africa creates a sense of paradox. Despite the fact that the relevant legislations were passed some seven years ago aiming at encouraging public participation and strengthening local governance, service delivery protests are still escalating in South Africa (Jacobson, 2009). The court ruling that the re-demarcation of Matatiele from KwaZulu Natal to Eastern Cape Province was improperly conducted due to a

lack of sufficient public consultation is another typical example of the challenge of public participation in the local sphere of government (Buccus, Hemson & Piper, 2007). Various legislations (to be discussed under literature review) that inform the existence of public participation in South Africa have a broad consensus that people should no longer be treated as the passive objects of development but actively participate in the development processes. It is in this context that the research examining the link of local governance on public participation is necessary.

According to Robert Mattes (2008) there are three widely held assumptions about local government and public participation in South Africa. The first widely held assumption is based on the speculation that hypothesizes a direct relationship between the size and physical proximity of government institutions to the citizens they serve, and the level of popular goodwill toward that government (Mattes, 2008). To qualify the above mentioned theory, if one was to compare national and provincial institutions to local governments with relatively smaller jurisdictions are presumed to be held in higher public regard due to their tendency to be closer to people and maximize opportunities for autonomy, participation, representation, accountability and responsiveness (Paddison, 1983).

The second assumption held by advocates of participatory democracy presumes that citizens have a natural predisposition to participate in public affairs (Mattes, 2008). According to Hanekom (1988) 'people's sense of place and their identification with a particular place or neighborhood imparts to them a need for participation.' The central task here is the importance of maximizing participation by creating mechanisms and forums for citizens to debate with each other and communicate policy makers (Mattes, 2008). The last assumption is based on the belief that low levels of voter turnout in local elections and increasing levels of public protests are a function of enduring poverty and inequality and growing dissatisfaction with service delivery (Friedman, 2005).

The study at hand investigates whether the relationship between the two variables: knowledge of local governance and public participation can aggravate the rate of withdrawal on municipal affairs by public members. Various municipal participatory events such as Izimbizo, Masakhane road shows, Integrated Development Plan (IDP), Municipal elections and municipal budget shows have been used in this research to measure the level of public participation by public members on municipal affairs. The scope of this research was limited to ward 62 that is located within the jurisdiction of EThekweni municipality. The whole of

South Africa is demarcated into Municipalities. All municipalities in South Africa are grouped into various district municipalities. KwaZulu-Natal province has 9 district municipalities and one metropolitan municipality as reflected in figure 1

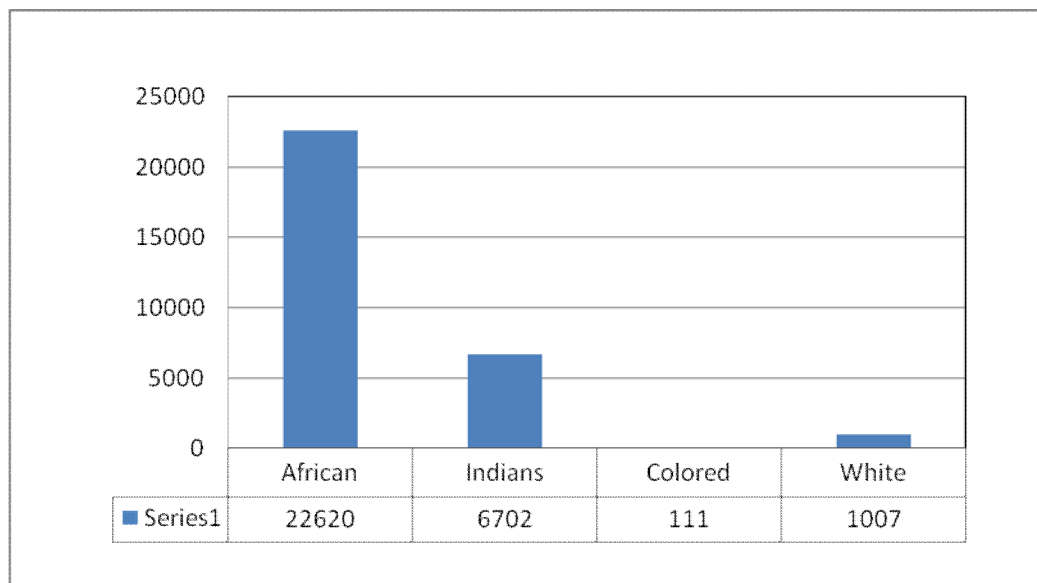


Figure 1: KwaZulu-Natal District Municipalities

The focus of this research was aimed at EThekweni metropolitan municipality. EThekweni municipality has 100 municipal wards. For the purpose of this research only ward 62 was selected. Ward 62 of EThekweni municipality was chosen for the study due to the fact that since the advent of democracy in 1994 two ward 62 councilors lost their lives on duty. Both of them were killed at gun point by unhappy residents due to unhappiness relating to community development. It is puzzling as to why residents prefers to resort to violence to resolve community related issues instead of utilizing already established communication channels with the municipality. The death of two councilors in ward 62 raises two fundamental questions. Do residents of ward 62 lack sufficient knowledge about local governance. Does lack of knowledge on local governance discourage residents to use formal municipal channels to communicate their dissatisfactions?

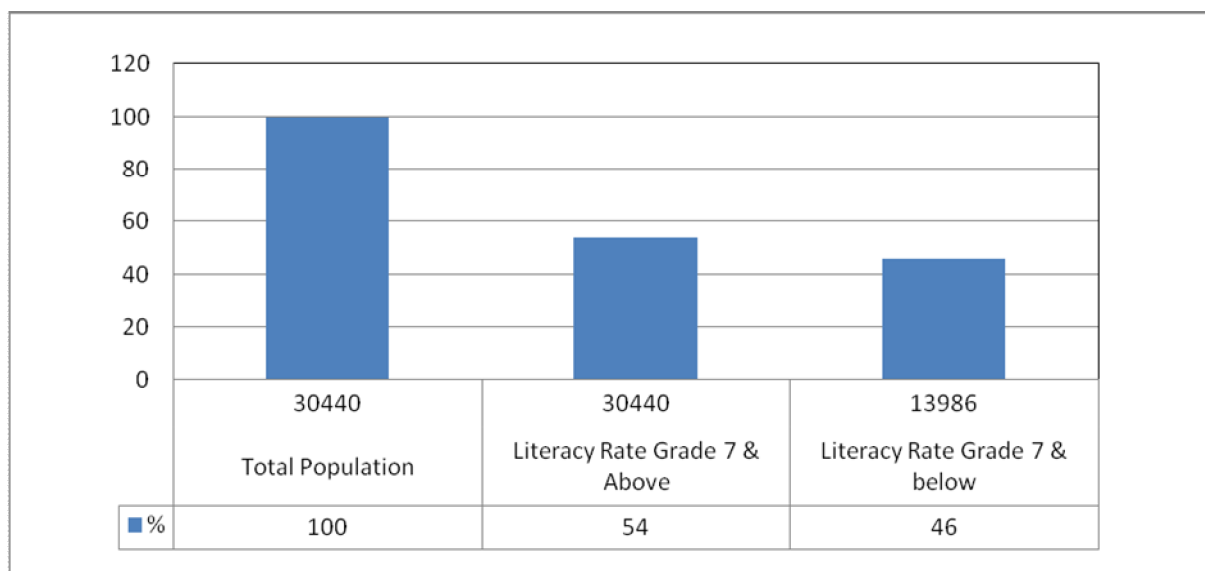
Ward 62 of EThekweni municipality is located north of Durban and is considered to be peri-urban. In terms of infrastructure ward 62 has the following facilities;

- Nine schools
- One police station
- Three community halls
- Four clinic
- One library



Graph 1: Population distribution for Ward 62 of EThekweni Municipality

The graph 1 indicates the ward population distribution. The ward 62 is mainly populated by people of African origin. People of Indian origin are the second largest group while coloured and white people occupy the bottom scale.



Graph 2: Literacy Rate for Ward 62 of EThekweni Municipality

The graph 2 indicates the literacy rate of ward 62 of EThekweni Municipality. 54% of the population of ward 62 has a qualification of grade 7 and above. The remaining 46% of the population has a qualification that is below grade 7. During the course of research no data was available from the EThekweni municipality or statistics South Africa displaying the amount of residents having tertiary qualifications and those that have below matriculation qualifications.

1.3 The selection of the study Area

For the purpose of this research only ward 62 was selected for the study. Ward 62 of EThekweni is located north of Durban and is considered to be peri-urban. Since the advent of democratic government in year 1994 two ward councilors were assassinated and one survived the assassination attempt in ward 62. No individual was apprehended for the murder of two councilors and the assassination attempt. However, several community members associated the death of ward councilors with the dissatisfaction with slow rate of service delivery. Municipal ward 62 of EThekweni Municipality was selected for this study based on the fact that out of 100 municipal wards, ward 62 is the only ward that has reported the assassination of two councilors while on duty within the period of 7 years.

1.3. Problem Statement

The 21st century in South African local government was characterized by the citizen's tendency to be distant or even alienated from municipal affairs. According to the study conducted by Reddy & Sikhakane (2008) local residents in various South African

municipalities are not aware of their rights and duties as citizens which consequently results in poor community participation on municipal affairs. There is no concrete academic evidence that reveal the link between public participation and knowledge of local governance. In order to make significant contribution to the process of promoting good local governance and public participation it is essential to assist decision makers by being pro active in terms of identifying factors that create institutional distrust by members of the public.

1.4. Purpose Statement

The purpose of this study is to investigate the link between two variables: level of public participation and knowledge of local governance. Since local governance has eight elements, this research only focuses on one element that is public participation.

1.5. Conclusion

This chapter presented an overview of vital elements justifying the need for conducting this particular research. The problem and purpose of the study was identified. Background to study gave us a clear picture about the geographic landscape and the population distribution of ward 62 of EThekweni Municipality.

Chapter Two: Literature review

This section aims to interpret and evaluate existing literature in order to establish the current knowledge about the impact of good governance on public participation. Various theories and legislative documents will be presented.

2.1. Understanding local government in South Africa

The government of the Republic of South Africa is divided into three spheres (see figure 2) that consist of national, provincial and local. National sphere of government is responsible for policy formulation, developing national standards and norms, rules and regulations (DPSA, 2003). Provincial sphere of government has functions that include regulations of abattoirs, ambulance services, provincial planning, provincial cultural matters, provincial roads and traffic. Local governments take care of local government matters which include local amenities, markets, municipal abattoirs, municipal roads, local tourism, refuse removal, fire fighting services, noise pollution and street trading (DPSA, 2003).

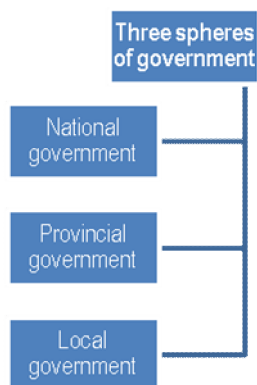


Figure 2: Three spheres of government

Local government is the sphere of government closest to the people because it operates at community level. It has a developmental role to provide local basic services like water provision, local markets, provision and maintenance of infrastructure, and local economic development (DPSA, 2003). Local government is also required to promote the involvement of public members and community organizations in matters pertaining to this sphere of government (DPSA, 2003). The involvement of public members on municipal affairs is the focal point of this research. Public sphere in this context is defined as a social space to which all citizens are guaranteed access; all citizens are considered equal; all citizens are free to engage in dialogue and express their opinions (De Villiers, 2001).

Each municipality has a council where decisions are made and the municipal officials who implement the work of the municipality. The council is made up of elected members who approve policies and by-laws for their area. They are elected by citizens to represent them and are responsible to ensure that services are delivered to the community. The council has to pass a budget for its municipality each year (DPLG: 1997). They must also decide on development plans and service delivery for their municipal area. The work of the council is coordinated by a mayor who is elected by council. The mayor is assisted by an executive or mayoral committee, made up of councilors. The mayor together with the executive also oversees the work of the municipal manager and departmental heads. The work of the municipality is done by the municipal administration that is headed by the municipal manager and other officials (DPLG: 1997). The municipal manager is responsible for employing staff and coordinating them to implement all programs approved by the council. Provincial and national government can delegate other responsibilities to municipalities provided that they account for the financial implications of the delegated responsibility.

All municipalities have key players. The *mayor* as the key player is the public face of the municipality and addresses public meetings, municipal stakeholder forums and media or can delegate this function. *Ward councillors* on the other hand are the representatives of specific communities and are ideally placed to be the link between the people and the municipality. They should bring people's needs and problems to the municipality and consult and inform the community around municipal services and programs. *Ward committees* are from different sectors in the communities (DPLG: 1997). Ten members are elected in each ward to assist and advise the ward councillor and increase community participation. They can be very useful in terms disseminating information, assessing needs, building partnerships, consulting the community and picking up local problems. *Community development workers* (CDW) are also regarded as key players deployed by government to work in communities to make sure that people can access government services (DPLG: 1997). They have to give advice, help people with problems, assess needs and work with local organizations to build partnerships with government. They usually know the community well, have good contacts with organizations and can help to do consultation, do research, spread information and monitor implementation. Stakeholder forums are also vital in local government. Other forums that are made up of stakeholders must be set up for specific projects and programs. Forums are very useful for quick and ongoing consultation as well as for building partnerships between the community and government (DPLG: 1997).

2.2. Theoretical Framework

2.2.1. Defining the concept of good governance

It is a common practice for people to use the concepts of government and governance interchangeably. Reviews of literature generally point out that there is a growing distinction between the concept of governance and government. According to Stoker (1998) government refers to the formal institutions of the state and their monopoly of legitimate coercive power. The new paradigm shift identifies the concept of governance as unique phenomenon that has positive link with the concept of government. Governance is concerned with creating the conditions for ordered rule and collective action (Stoker, 1998). Moreover, local governance is about how local government bodies ensure that they are doing the right things, in the right way, for the right people, in a timely, inclusive, open, honest and accountable manner (CIPFA, 2007). Local governance is born as a result of interactions, relationships and networks between the different sectors (government, public sector, private sector and civil society) and also involves decisions, negotiation, and different power relations between stakeholders to determine who gets what, when and how (UNDP, 2008). This definition emphasizes the relationships that exist between government and different sectors of society and determine how things are done, and how services are provided.

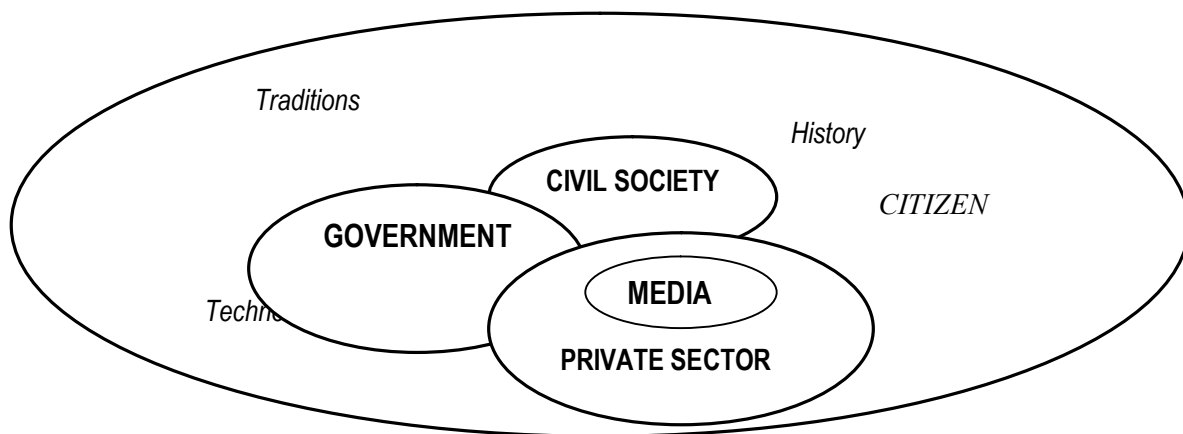


Figure 3: Adopted from Institute of Governance, Canada

Figure 3 above illustrates the four sectors of society situated among citizens at large (Graham, Amos, Plumptre; 2003). These sectors are inclusive of government, civil society, media and private sector. In South Africa the role of civil society and private sector is expanding in terms of delivering public services. State functions are being constantly transferred to private sector through the adoption of Public Private Partnership (PPP). It is therefore safe to conclude that governance it is about how governments and other social organizations interact, how they

relate to citizens, and how decisions are taken in a complex world (Graham, Amos, Plumptre; 2003).

Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance. In this paper the main focus is local governance. Government, civil society, private sector and ordinary members of the community are vital actors in local governance. According to Mills & Serageldin (1991) good governance reflects the following elements:

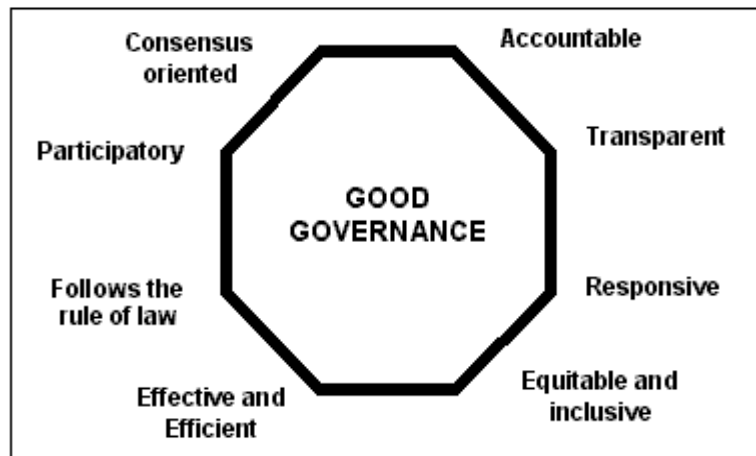


Figure 4: Characteristics of good governance

Good governance has 8 major characteristics consisting of participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and respect for the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Participatory

Participation by both men and women is very fundamental to strengthen good governance. Participation could be either direct or indirect in nature. In South Africa direct participation is observable through the use of integrated development plan (IDP) where all municipalities have the legal obligation to allow members of the public to participate in the process of developing a municipal business plan or better known as IDP. Direct participation normally occurs through the legitimate governmental institutions. Indirect participation may occur through the use of public strikes, picketing or signing of petitions. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand. In South Africa, freedom of expression is incorporated in the constitution of the country. South African constitution chapter 2 of the bill

of rights stipulates that everyone has the right, peacefully and unarmed, to assemble, to demonstrate, to picket and to present petitions.

In South Africa enhancing the governance system at local level of government is perceived by government as crucial to achieve its development objectives as well as consolidate its legitimacy (Memela, Mautjane, Nzo, Van Hoof, 2008).

There are various reasons that can deter the effectiveness of governance in any country. The World Bank (2007) identifies the following problems that may lead to poor governance.

- Salaries so low that government officials cannot feed their families
- favoritism and nepotism instead of rewards for performance
- outdated, slow systems for managing financial information, records, and other documents
- unclear rules, procedures, and objectives
- little oversight or transparency
- few penalties for abuses
- excessive control and monopoly power of government
- resistance to policies and programs

Problems associated with governance vary from one part of government to another. Corruption stands as one of the key governance problems especially in developing countries. It prevents proper resource management, effort to enhance growth and reduce poverty, and obstructs sustainable private sector investment (African Development Report, 2007). The intention of the state to provide all citizens access to education, health and legal system will be frustrated if bribery determines the allocation of these resources and services. The poor are the most reliant on public services and are the least capable of paying the extra costs associated with corruption. Perceptions of widespread corruption reduce donor assistance, as public support in donor countries is undermined.

Accountability

Accountability is very fundamental not only for the local government institutions. All spheres of government (National, Provincial and Local) are expected to be accountable to all relevant stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution (United Nations, 2008). In

general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law (United Nations, 2008).

Respect for the rule of law

Good governance requires fair legal frameworks that are impartially enforced. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force (United Nations, 2008). The doctrine of separation of powers in South Africa offer grounds for the clear and distinct roles between the judiciary, parliament and executive committee also known as cabinet. The parliament and executive committee have no legal or political authority to interfere with the judiciary system. There are various legislations in South Africa that encourages the involvement of communities on government affairs (e.g. The South African Constitution). The judiciary system is one of the essential components that ensures that the right of public members to participate is protected as stipulated in the constitution of South Africa against state organs or any local government institutions.

Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement (United Nations, 2008). In South Africa, the access to information act (act 2 of 2000) was enacted with an aim to give an effect to the right to access to "any information held by the state; and any information that is held by another person and that is required for the exercise or protection of any rights (DPSA, 2000).

Consensus oriented

Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development (United Nations, 2008). The Integrated Development Plan (IDP) refers to the approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve

good long-term development (DPLG, 1997). IDP is an overall five year plan for the municipality within its area of jurisdiction.

Responsive

Good governance requires that all institutions and processes try to serve all stakeholders within a reasonable timeframe (United Nations, 2008). In this context responsiveness goes hand in hand with planning. At local government level in South Africa, this responsiveness is laid out in the IDP processes. Projects and development initiatives have clear budgets and timeframes and the local officials are held accountable to these timeframes.

Equity and inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being (United Nations, 2008). Initiatives such as Broad Based Black Economic Empowerment (BBBEE) in South Africa aim to create equity and inclusiveness. BBBEE act 53 of 2003 is the act used by the South African government in its efforts to redress the exclusion of the majority of its people from ownership of productive assets and the possession of advanced skills due to past apartheid laws (BBBEE act 53 of 2003).

Effective and Efficient

Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment (United Nations, 2008).

2.2.2. Hindrances to local Governance

There are many obstacles to local governance in South Africa. The gap between constitutional rights, laws, policies and people's living realities on the other is a major obstacle in promoting good governance (Davids, 2005). The identified obstacles to access constitutional rights include:

- The administrative complexities [these include time consuming bureaucratic procedures for gaining access to socio economic rights]
- Poor implementation of existing legislation and lack of affordable legal services
- The physical obstacles [poor roads and inadequate transport infrastructure in general makes it difficult for poor people to access services if they are far away from there they live]

Corruption is also a major obstacle to local governance. Corruption is a universal disease causing harm to people and government almost everywhere in the world. Corruption can be defined as an illegal use of authority for personal gains. It prevents proper resource management, effort to enhance growth and reduce poverty, and obstructs sustainable private sector investment (African Development Report, 2001). The intention of the state to provide all citizen access to education, health and legal system can be frustrated if bribery determines the allocation of these resources and services. The poor are the most reliant on public services and are the least capable of paying the extra costs as associated with corruption. Perceptions of widespread corruption reduce donor assistance, as public support in donor countries is undermined (African Development Report, 2001).

2.2.3. Defining Public Participation

Various people in the field of public administration tend to attach different meanings to the concept of public participation. There is no single universally accepted definition of public participation (Beierle & Cayford, 2002). For the purpose of this research, public participation refers to the democratic process of engaging people in thinking, deciding, planning, and playing an active part in the development and operations of services that affect their lives (Beierle & Cayford, 2002).

2.2.4. Different forms of public participation

There are a variety of legal requirements that compel local authorities to consult with the public. There are several approaches ranging from traditional to innovation methods designed to allow smooth public participation. The fundamental prerequisite for effective participation is for the community members to be informed properly. Being informed means knowing what

is happening in your community and what the important issues are and knowing your legal rights. The traditional forms of public participation are inclusive of:

- Public meetings (Izimbizo in the case of South Africa)
- Consultation documents
- Road shows
- Municipal ward meetings
- Municipal budget shows
- Local government elections
- Public demonstrations

The innovative methods on the other hand are inclusive of:

- Interactive websites
- Focus groups
- Referendum
- Service satisfaction surveys
- Suggestion schemes

The promises of participation include various material benefits and intangible benefits such as empowerment and deepening democracy. In material terms, advocates of participation suggest that it can result in tangible outcomes. The material terms in the South African context refers to the delivery or physical installation of infrastructure (Fung & Wright 2001). Tangible outcome comes from creative and innovative solutions being found through the involvement of beneficiaries. On the other hand participation enables intangibles such as empowerment and accountability which are necessary outcome of an emancipator strategy (Fung & Wright, 2001).

2.2.5. Hindrances to Public Participation

According to Tapscott (2007) floor crossing in South Africa was one of the fundamental elements that contributed to the low level of public confidence on public participation. This provision allowed a limited period (the window period) twice in each term of office in which elected representatives could cross the floor from one political party to another (Tapscott, 2007). This process not only betrayed the mandate given to the councillors by their

constituencies but also had a capability of changing the balance of power in closely contested municipalities.

The political leadership of the African National Congress (ANC) has also readily acknowledged the challenges of nepotism and corruption as further limiting service delivery and moral of public members in participating on public affairs related matters. The perception that municipal councillors, Provincial and National government officials are uncaring is reinforced by an apparent reluctance to discipline corrupt or inefficient officials (Tapscott, 2007). Certain phenomenon such as administrative incapacity and corruption that restrict public participation tend to be rooted on a poor understanding of the meaning of participation. Participation in many municipalities is promoted in a top down fashion rather than being permitted to develop at grass roots (Tapscott, 2007).

Citing IDP as an example, one might mention that the act stipulates that the preparation of IDP must include an extensive process of public participation both to determine local priorities and to promote a sense of citizen involvement in the running of the municipality. Unfortunately in many municipalities this exercise has been carried out very superficially (Tapscott, 2007). Since municipalities in many instances lack the capacity to draw up an IDP document, they frequently hire consultants to design IDP document on their behalf. The consultants usually working on a template typically prepare a draft report from secondary sources rather than on the basis of information gathered through public consultations. The draft of IDP report is then presented to the community by local councillors (who themselves often do not fully grasp its contents) in a series of once off meetings (Tapscott, 2007). The result is the document lacking local relevance, rather than as a critical part of local governance (Tapscott, 2007).

The issue of public participation has begun to accumulate some degree of critique on academic discourse. The concept of participation opens up opportunities for patronage. In many cases the participation approach presumes homogenous communities and cover power relations within these communities (Cleaver, 2001). Group of elite individuals and gate keepers tend to dominate the process of participation in certain communities.

2.2.6. Defining the Integrated Development Planning (IDP) concept

Integrated Development Planning (IDP) is one of the key tools used by the South African Government to tackle its new developmental role. The IDP process is meant to arrive at decisions on key issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner (Qomfo, L. 2005). According to the IDP guide III by the Department of Provincial and Local Government [DPLG] in South Africa, IDP refers to the 'approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve good long-term development.' IDP is an overall five year plan for the municipality within its area of jurisdiction. The guide further stipulate that the IDP aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area while taking into account the existing conditions and problems and resources available for development.

According Coetzee (2005) the purpose of integrated development management is to foster appropriate service delivery by providing the framework for economic and social development within the municipality. The intended impacts of IDP are inclusive of strategic, implementation oriented and consultative process. The aim for the latter is for an IDP to become a tool for democratic local government by ensuring that:

- engagement is structured,
- community participation is institutionalized,
- Bottom up and top down decision making processes of engagement are inter linked
- Focus analysis takes place and a forum for debate on real issue affecting delivery is created.

2.2.7. The Role of Good Governance on IDP

Public participation is one of the fundamental aspects of good governance that is required to be reflected on integrated development planning. According to Ballard (2008) public participation is the mechanism for informing officials and elected representatives about the needs of the citizens. IDP process is founded on the principles of good governance as reflected on figure four. IDP places much emphasis on public participation which is a fundamental aspect of governance. IDP document which is known to be a business plan for

the municipalities must reflect the views of the community. This requires the strong sense of community participation and accountability from the side of EThekweni municipality.

2.2.7.1. International Context

The period of post 1994 in South Africa was characterized by transition from an oppressive apartheid to an inclusive democratic system. Various planning models were introduced with an aim of improving environmental and socio-economic conditions of the country. South African policy makers relied heavily on a multitude of international interlinked policy network to define and design the new planning model (Pillay, Tomlison, duToit: 2000). The key policy network were inclusive of world bank, united nations agencies, international development agencies of powerful nations such as the United States of America, United kingdom and Germany; private sector consultants (both local and international) and lastly academics (Pillay, Tomlison, duToit: 2000). The South African government opted for the planning model in local government that is known as Integrated Development Planning (IDP). The IDP was influenced by the accepted international discourse on governance and development that was linked to the concept of new public management (NPM).

New public management is the term used to describe management culture that emphasizes the centrality of citizens as well the accountability of results. According to the report on economic commission for Africa (2003) NPM shifts the emphasis from traditional public administration to public management, pushing the state towards "managerialism". The traditional model of organization and delivery of public services, based on the principles of bureaucratic hierarchy, planning and centralization, direct control and self-sufficiency, is apparently being replaced by a market-based public service management or enterprise culture. According to Hood (1991) the NPM place much emphasizes on:

- the adoption of private-sector-style management practices with an aim of increasing flexibility in decision-making;
- competition in the public sector (through term contracts and tendering) increased, as rivalry is the key to lower costs and better standards;
- Controls shifted from inputs to outputs, to stress results rather than procedure;
- Managers given powers to conduct hands-on professional management, because accountability requires clear assignment of responsibility, not diffusion of power.

Public sector reforms in various countries in Africa are based on ideas of market, competition, contracting, transparency and emphasis on incentive structures as a way of giving more choice and voice to service users and promoting efficiency in public service delivery (Hood, 1991). Improved efficiency is now the overriding aim of public sector reforms in Africa. Good public management and administration, with emphasis on accountability and responsiveness to customer needs, has been seen as an aspect of good governance by donor agencies supporting reforms in developing countries. To the World Bank, good governance consists of a public service that is efficient, a judicial system that is reliable, and an administration that is accountable to the public. The World Bank elaborates on four elements of good governance (World Bank, 1989, 1992):

- Public sector management emphasizing the need for effective financial and human resource management through improved budgeting, accounting and reporting, and rooting out inefficiency particularly in public enterprises;
- Accountability in public services, including effective accounting, auditing and decentralization, and generally making public officials responsible for their actions and responsive to consumers;
- A predictable legal framework with rules known in advance; a reliable and independent judiciary and law enforcement mechanisms; and
- Availability of information and transparency in order to enhance policy analysis, promote public debate and reduce the risk of corruption.

According to Pillay, Tomlinson, du Toit (2000) one of the principal consequences of the NPM was the diffusion, fragmentation and growing complexity of governance. This was the result of decentralization, privatization, the separation of policy making from operations, the creation of corporatized units, and the increasing involvement of non state agencies in government often through public private partnership (PPP).

2.3. Legislative Framework and Policy Implications

2.3.1. The Constitution of the Republic of South Africa 108 of 1996

The Constitution of the Republic of South Africa 108 of 1996 stipulates that all municipalities have a legal duty to develop their area of jurisdiction. In terms of chapter 7 (152)(1) of the South African constitution; all municipalities have a legal obligation to:

- a) To provide democratic and accountable government for local communities;
- b) To ensure the provision of services to communities in a sustainable manner;
- c) To promote social and economic development;
- d) To promote a safe and healthy environment; and
- e) To encourage the involvement of communities and community organizations in the matters of local government.

The constitutional mandate mentioned above emphasizes the role of municipalities to implement developmental local government as well as co-operative governance. The current goal of the municipalities is to establish a planning process that is aimed at eradicating the imbalances of the past created during the apartheid era.

2.3.2. The Municipal Systems Act 32 of 2000

The Municipal System Act 32 of 2000 was legislated in year 2000 and it focuses on the internal systems and administration of the municipalities. The Act introduces the differentiation between functions of the municipal services and sets out certain requirements for entering into partnerships. The legislation further stipulates the fundamental principles that are necessary to enable municipalities to provide for community participation; proper planning framework; performance management as well as pro-poor development. The chapter 4 (16) (1) (a) of the act further maintains that the municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose:

- Clarify definitions and standards for performance information in support of regular audits of such information where appropriate
- Improve integrated structures, systems and processes required to manage performance information
- Define roles and responsibilities for managing performance information
- Promote accountability and transparency by providing Parliament, provincial legislatures, municipal councils and the public with timely, accessible and accurate performance information.

2.3.3. The Municipal Finance Management Act 56 of 2003

The MFMA was adopted by Parliament on 26 November 2003, and assented to by the President on 9 February 2004, as published in Government Gazette number 26019. The Municipal Finance Management Act 56 of 2003 (MFMA) aims to modernize budget and financial management practices by placing local government finances on a sustainable footing. It also aims to put in place a sound financial governance framework by clarifying and separating the roles and responsibilities of the mayor, executive and non-executive councillors and officials. It consequently serves to maximize the capacity of municipalities to deliver services to all its residents, customers, users and investors. The MFMA emphasizes the importance of financial accountability and standardized procedures. The act clearly defines the roles of all relevant stakeholders such as national treasury, provincial treasury, municipal council, municipal administration, banks, and the general public members.

The act also requires all municipalities to develop a supply chain management policy with the aim of regulating the procurement of goods and services for the municipality or municipal entity. The Municipal Finance Management Act 56 of 2003 (112)(1) stipulate that the supply chain management policy of a municipality or municipal entity must be fair, equitable, transparent, competitive and cost-effective and comply with a prescribed regulatory framework for municipal supply chain management.

The act also requires the mayor to coordinate the budget process by taking into account the integrated development plan. Once the annual budget is presented to the municipal council, the municipal manager as the head of the administration is required to publish the proposed annual budget for public comment. The act allows community members and relevant provincial and national treasury to make submission to the proposed annual budget.

It is apparent that the MFMA is vital in terms of promoting good financial governance. MFMA emphasizes budget process that is inclusive of all key stakeholders in the municipality, transparency and accountability. Another positive feature about MFMA is that the municipal budget is linked to the integrated development plan. In conclusion, the MFMA encourages public participation in various financial activities of the municipality.

2.3.4. Municipal Structures Act 117 of 1998

The Municipal Structures Act 117 of 1998 was designed to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all. In addition, the act under review aims to define the legal nature of a municipality as including the local community within the municipal area, working in partnership with the municipality's political and administrative structures. To avoid confusion and provide clarity, the act clearly stipulates the manner in which municipal powers and functions should be exercised and performed. The act further specifies the intention to provide for community participation; to establish a simple and enabling framework for the core processes of planning, performance management and resource mobilization.

The act also highlights the procedure for the appointment of political officers and administration officers in the municipality.

2.3.5. The 1997 White Paper on Transforming Public Service Delivery (Batho Pele Principles)

Batho Pele, a Sotho translation for 'People First', is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement (DPSA, 1997). The 1997 white paper on transforming public service delivery also known as Batho Pele was introduced with an aim of establishing a framework for the delivery of public services which treats citizens more as customers and enables them to hold public servants to account for the services they receive (DPSA, 1997). Treating citizens as customers according to the white paper implies that listening to their views and taking into account of them in decisions about what services should be provided.

Batho Pele doctrine is founded on eight service delivery principles that are aligned with constitutional ideals of responding to people's needs; i.e. encouraging public participation in policy-making, rendering an accountable, transparent, and development-oriented public administration, providing service impartially, fairly, equitably and without bias; and lastly utilizing resources efficiently and effectively (SA constitution, 1996). According to the white paper on transforming public service delivery, the first Batho Pele principle is consultation that may be conducted through the use of customer survey, public meetings with relevant stakeholders such as NGOs, CBOs or consumer representatives (DPSA, 1997). In the local

sphere of government consultation is very fundamental especially in terms of formulating integrated development plans (IDP).

The second principle relate to setting service standards. This implies that all Departments are required to publish service standards for existing and new services. Customers should be told what level and quality of services they will receive so that they are aware of what to expect. The third principle is increasing access to information. Departments should implement special programs for improved service delivery to physically, socially and culturally disadvantaged persons. Information dissemination could be archived through mediums such as gateway, multi-purpose community centres, call centres, internet and booklets. The forth principle emphasizes courtesy. Customer care is the ultimate goal here where citizens are treated with respect. Another vital principle is information. Customers must get full, accurate and up to date information about services they are entitled to at all service points, local media and in official languages. Contact names and telephone numbers must appear in all departmental communications. The next principle is based on openness and transparency. Citizens must know how all spheres of government operate. The next principle is the redress. If the promised standard of service is not delivered, customers should be offered an apology, a full explanation and a speedy and effective remedy. When complaints are made customers should receive a sympathetic yet positive response. The last principle relate to value for money.

It is fundamental to note that Batho Pele principles reflect the strong foundation of good governance. The Batho Pele doctrine aims to establish ordered rule and collective action that will guide daily activities of all employees in public sector.

2.3.6. EThekwini Community Participation Policy

In line with the Municipal Systems Act 32 of 2000, the EThekwini municipality has developed the community participation policy within its area of jurisdiction. The aim of the policy is to provide mechanisms for active community participation leading to deepening democracy. This policy emphasizes that community participation is an open and accountable process through which individuals and groups within selected communities can exchange views and influence decision making. The policy under review also stipulate that community participation is a vehicle to the democratic process in terms of engaging people, deciding, planning, and playing an active part in the development and operation of services that affect their lives. In addition, the policy highlights the essential need to improve the accountability

of elected representatives and municipal officials to the community through their ward and other structures to bring about people centered development.

It is vital at this point to unpack the practice principles for community participation reflected in the policy under review. Any public issue that requires the attention of the municipality must be filtered by using proper procedures to specify who to participate or to be consulted. Various structures such as ward committees, sector forums, ward forums, zonal stakeholder's forums, regional stakeholder's networks, and citywide stakeholder's forum are the main organizational mechanisms for participation. Furthermore the policy specifies that structures like izimbizo, public hearings, conferences, workshops and road shows must be used in making participation possible. The municipality has an obligation in terms of the policy to clarify the purpose for engagement so that the community will understand the reasons for the participation and plan in an effective manner.

Lastly, the policy makes the provision that particular attention must be focused on previously disadvantaged groups such as women, youth and disabled people and also taking into account the different participation styles, cultures and location specific adjustments.

2.3.7. Draft National Policy Framework For Public Participation

This document provides a policy framework for public participation in South Africa. The framework defines public participation as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision making. The framework further defines public participation as a democratic process of engaging people, deciding, planning, and playing an active part in the development and operation of services that affect their lives. This definition identifies beneficiaries of state services as the vital stakeholder in decision making.

According to the framework under study there are four important elements that justify the importance of public participation. The first element is based on the fact that public participation is a legal requirement. Various legislations such as the constitution of the Republic of South Africa emphasize the role of public participation. The second element is based on the belief that public participation could be promoted in order to make development plans and services more relevant to local needs and conditions. The third element emphasizes that public participation must be promoted in such a way that community action and

responsibility for services is understood by beneficiaries. The framework also highlights that public participation is vital in terms of narrowing the social distance between the electorate and elected institutions while on the other hand it promotes the values of good governance and human rights. The national policy framework on public participation put forward different levels of participation by borrowing the work of Arnstein (1969).

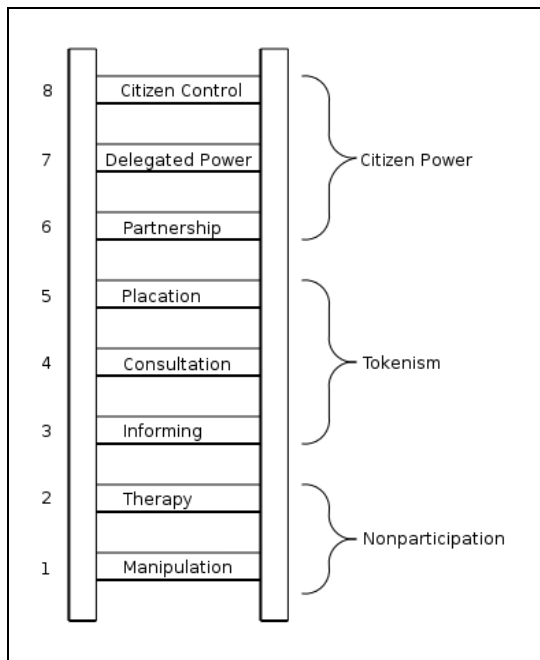


Figure 5: A Ladder of Citizen Participation

Figure 5 indicates different levels of participation. Citizen control (8) in the ladder of participation refers to the process whereby people take initiatives independently without any influence from higher authority. Delegated power relates to the process whereby government ultimately runs the decision-making process and funds it. This creates a platform where government and public members partner for projects. The delegation of power results in negotiations between citizens and public officials where citizens achieve dominant decision-making authority over a particular plan or program. At partnership point, power is in fact redistributed through negotiation between citizens and power holders (Arnstein, 1969). The placation stage is characterized by the citizen's tendency to have some degree of influence though tokenism is still apparent. Inviting citizens' opinions through consultation by informing them can be a legitimate step toward their full participation. Informing citizens of their rights, responsibilities, and options can be the most important step toward legitimate citizen participation.

The lowest stages in figure 5 which are therapy and manipulation are considered not to represent fair participation. In the name of citizen participation, people are placed on

rubberstamp advisory committees or advisory boards for the express purpose of "educating" them or engineering their support. Instead of genuine citizen participation, the bottom stage of the ladder signifies the distortion of participation into a public relations vehicle by power holders (Arnstein, 1969).

Chapter 3: Research Design

3.1. Introduction

This chapter describes the methodology followed in assimilating the research data, as well as the research design and the statistical techniques applied in analyzing the data.

3.2. Research Question

Research question is very fundamental in any research. Research question assist the researcher to focus his or her research and maintain coherent piece of writing. The research question for this paper is;

- I. Does knowledge of local governance affect public participation in ward 62 of EThekweni Municipality?

3.3. Research Strategy

3.3.1. Hypothesis Testing

This study was based on the hypothesis that the level of public participation does not vary with knowledge of local governance. According to Gay (1996), hypothesis state the researcher's expectations concerning the relationship between the variables in the research problem or what the researcher thinks the outcome of the study will be. There are two types of hypothesis. The first type of hypothesis is known as null hypothesis and is characterized by its ability to deny the difference between two variables. The second type is known as alternative hypothesis and is characterized by emphasizing the difference between two variables (Bless & Kathuria, 2001). The two hypotheses have been constructed as indicated below;

Null hypothesis (H_0): Level of public participation does not vary with the level of knowledge of local governance

Alternative hypothesis (H_a): Level of public participation varies with the knowledge of local governance

Formalized hypothesis contain two variables namely independent and dependent variables. The independent variable is a factor that is manipulated in a research and determines the outcome of other variable. Dependent variable refers to the factor that is changed by the effect of an associated factor called independent variable (Newmark, J: 1988). In this research both independent and dependent variables are constructed as;

Independent variable: Knowledge of Local Governance

Dependent variable: Level of public participation

In this research knowledge of local governance was regarded as an independent variable based on an assumption that the poor understanding of local governance by residents of ward 62 (eThekweni municipality) contribute greatly to the lower level of public participation. Structured interviews were used to collect data that was utilized to measure the independent variable.

Public participation was considered to be a dependent variable due to an assumption that changes on the knowledge of local governance might have an effect on the level of public participation. Part 2 of the questionnaire was used to collect data that was used to measure the dependent variable. IDP briefing sessions, Masakhane road shows and municipal budget road shows were used as variables to measure public participation.

3.3.2. Correlation Design

The type of research method that was employed in this study was correlation research study. This type of study allows the researcher to measure the closeness of the relationship between two variables (Newmark, 1988). Researchers employ numeric index known as correlation coefficient (represented by r) to measure the strength of the relationship between two variables. The literature suggests that coefficient of correlation ranges between a value of -1 and +1 (Newmark, 1988). It is essential to highlight that correlation coefficient reveal both the strength of the relationship between the variables, and the direction of the relationship.

The numerical value of correlation coefficient indicates the strength of the relationship while on other hand the sign in front of the numerical value indicates the direction. The direction of the relationship can be either positive or negative. Positive correlation occurs when a higher score in one variable is accompanied by higher score in the other. Negative correlation occurs

when an increase in one variable is accompanied by a decrease in the other. The numeric value of zero indicates no relationship at all (Newmark, 1988).

Procedure

This study was a non-experimental correlation study that looked at the relationship between knowledge of local governance and the level of public participation. Local governance in this study was defined as “how local government bodies ensure that they are doing the right things, in the right way, for the right people, in a timely, inclusive, open, honest and accountable manner” (CIPFA, 2007). Public participation was defined as “democratic process of engaging people in thinking, deciding, planning, and playing an active part in the development and operations of services that affect their lives” (Beierle & Cayford, 2002).

Working title	The role of knowledge of local governance on public participation	
Variables	Independent: Knowledge of Local Governance	Dependent: Public Participation
Measures	<i>1. Structured Interview</i> To measure Knowledge of Local Governance, structured Interviews that consisted of ten questions were utilized. However, question 9 of the interviews was excluded in all calculations. Question 9 was regarded as an opinion question rather than a question that test knowledge of local governance. All nine questions were closed ended and required 'yes' or 'no' response. One point was awarded for each 'yes' answer to each nine questions, thus creating a score on a theoretical scale of 0-9	<i>1. Questionnaire [Part 2]</i> To measure public participation, IDP briefing sessions, Masakhane road shows and municipal budget road shows variables were used.
Null hypothesis	Level of public participation does not vary with the level of knowledge of local governance	
Alternative hypothesis	Level of public participation varies with the level of knowledge of local governance	

Table 1: Summary of Research Design

3.4. Data Collection

Collecting data was the fundamental aspect of this research project. In this study the only source of information was primary data. Primary data refers to the data that is collected from the field in the form of raw data (Steyn, Smit, Du Toit, Strasheim, 2007). Primary data was collected from a heterogeneous population consisting of unemployed, employed and people with unequal levels of education. Due to the fact that this research report constitute 25% of the entire master's program, only 30 participants were selected as a sample from the entire population of 30 440 individuals.

Questionnaire

The data for this research was collected through the use of self administered structured questionnaire (see Appendix 1). The purpose of the questionnaire was to collect information about the respondent's attitudes & thoughts (Crawford, 1990). The questionnaire was divided into two parts. Part one consisted of six (6) questions requiring biographical information. Part two of the questionnaire was made up of questions relating to level of public participation.

Advantages and disadvantages of Questionnaire

A questionnaire is a data collection tool that is generally known to be inexpensive. When a questionnaire is administered, the researcher's control over the environment will be somewhat limited. This is why questionnaires are inexpensive to administer (Crawford, 1990). This loss of control means the validity of the results is more reliant on the honesty of the respondent. Questionnaires are very cost effective when compared to face to face interviews. The literature suggests that questionnaires reduce bias since there is uniform question presentation and no middle man interference. The researcher's opinions will not influence the respondent to answer questions in a certain manner (Bourque & Fielder, 1995). One major disadvantage of written questionnaires is the possibility of low response rates and it can lower the confidence in the results. Another major disadvantage of questionnaires is that there are unable to probe responses since there are structured instruments. They allow little flexibility to the respondent with respect to response format. Written questionnaires do not afford the respondents the luxury of relying on gestures or other visual cues. Therefore a questionnaire is incapable of probing sensitive issues or attitudes (Bourque & Fielder, 1995).

Procedure

To increase the response rate, the researcher identified and trained two field workers to administer the questionnaires. Field workers were mainly responsible for verbally translating the meaning of questionnaire into Zulu language. This process was essential since the majority of people in ward 62 are Zulu speakers. The completed questionnaires were collected by field workers one week after they have been handed out. Data collection was from 18 to 26 June 2011. Prior to the commencement of the data collection, support was sought from the municipal ward councilor's office.

3.5. Sampling Method

In order for the data collection exercise to be successful it is fundamental to take into account the sampling method. According to Howell (1999) sampling refers to the process of collecting data from a representative sample of the population. It was vital for the researcher to define the population before initiating data collection in this study. The concept of population in this research refers to the total group of persons to which the study refers (Durheim & Terre Blanche, 1999). Due to time and cost implications it was difficult for the researcher to measure each element within the entire population. Instead the sample was drawn from the entire population. A sample can be defined as the subset of the entire population (Durheim & Terre Blanche, 1999). For the purpose of this study two sampling methods namely systematic and purposive sampling were used. The researcher obtained the list of residential areas for ward 62 arranged in an alphabetical order from the ward councilor. Then the researcher randomly selected the number of residential areas based on the list that was obtained (see appendix 5). Every third element was selected from the list that was submitted by the ward councilor.

After selecting residential areas through systematic sampling, purposive sampling was then applied. A purposive sample is a sample selected in a deliberative and non-random fashion to achieve a certain goal. All subjects within the defined population do not have an equal chance of being selected (Durrheim & Terre Blanche, 1999). Purposive sampling was applied due to the unavailability of the list of people residing in each systematically selected residential area. In addition, the researcher wanted to consciously seek out respondents that meet the gender requirement of the sample. Finally, the researcher preferentially recruited participants that have educational experience that meets the sample requirements. Candidates were expected to

meet two categories in terms of educational level. Two educational categories consisted of tertiary level and high school level (see appendix 5).

Working title	The role of public participation on knowledge of local governance
Sampling	The researcher obtained the list of residential areas for ward 62 arranged in an alphabetical order from the ward councilor. Then the researcher randomly selected the number of residential areas based on the list that was obtained. Every third element was selected from the list that was submitted by the ward councilor. After selecting residential areas through systematic sampling, purposive sampling was then applied. Purposive sampling is a non-probability sampling because it does not involve random sampling. All subjects within the defined population do not have an equal chance of being selected. Since no sampling frame (numbered list of residential areas) was available the researcher was obliged to select candidate subjectively with an aim of obtaining the sample that will appear to be representative of the entire population. Since the researcher is a member of the community and has a reasonable understanding of the socio-economic profile of the community, he selected participants with a specific purpose in mind, and that purpose reflects the particular qualities of women and men chosen and their relevance to the topic of investigation.
Reasons for selecting ward 62	Ward 62 of EThekweni municipality was chosen for the study due to the fact that since the advent of democracy in 1994 two ward 62 councilors lost their lives on duty. Both of them were killed at gun point by unhappy residents due to unhappiness relating to community development. It is puzzling as to why residents prefers to resort to violence to resolve community related issues instead of utilizing already established communication channels with municipalities. The death of two councilors in ward 62 raises two fundamental questions. Do residents of ward 62 lack sufficient knowledge about local governance. Does lack of knowledge on local governance discourage residents to use formal municipal channels to communicate their dissatisfactions?

Table 2: Sampling Procedure

3.6. Data Analysis

After the collection of data through the use of questionnaire, the data was submitted to the statistician for analysis purposes. The software package 'STATISTICA' was utilized to process the data and the information emanating from the analysis was quantitatively interpreted.

- **Statistical Analysis**

Descriptive statistics contributed significantly in shaping data analysis. To acquire information about the characteristics of a sample group various measures were taken into account. In this study the measure of central tendency was utilized to better understand the distribution of scores for the both variables; knowledge of local governance and public participation. The scores determined whether variables in this study are related to each other or not.

3.7. Limitations of the study

Due to certain limitations that are outlined below the researcher's ability to explore the study on a deeper level was compromised.

- **Small sample size**

To be able to quote a percentage of $50 \pm 50\%$ in a population of 30 440 in the study area, the sample size of 379 people is required. Given the sample size of 30 used in the study, we have a precision of 18% for a measured proportion of 50%. For example, if we report that 50% of the sample said 'yes' to a particular question, the confidence interval for that proportion is $50 \pm 18\%$ which is not very useful. This justification implies that we can not generalize the results from this small sample to the population. A small sample was selected due to the fact that this research report contributes toward 25% of the entire master's degree program.

- **Involvement of the researcher**

The researcher is part of the defined population. The researcher was born in ward 62 of EThekweni municipality. He is familiar with the ward politics and social norms of intended population.

- **The use of non probability sampling**

The use of purposive sampling as non probability sampling affected the integrity of the research since participants did not have equal chance of being selected. Making generalizations about the findings in this research is therefore not feasible.

3.8. Ethical Considerations

The world of research requires the researchers to pursue the task of discovering new information to be in line with the ethical balance. According to Dane (1990) ethical balance refers to the belief that researchers must balance their obligations to promote intellectual freedom and contribute to knowledge with fair treatment of the very people to whom these obligations are owed and to whom the knowledge is to be distributed. This definition highlights the importance of treating the research participants fairly. All individuals that participated in the process of completing questionnaires in this study did so based on voluntary participation which refers to the participant's rights to freely choose to subject themselves to the scrutiny inherent in the research (Dane, 1990). All research participants in this study were given informed consent forms prior to the completion of a questionnaire (see appendix 4). Field workers were responsible for verbal translation of English language to Zulu language.

3.9. Validity and Reliability

Reliability and validity in research referred to the measurement of data as they will be used to answer the research question. The term reliability in any research refers to the extent to which research instrument yields same results over a repeated trial. The term validity on the other hand refers to the degree to which a test measures what it is supposed to measure (Durrheim & Terre Blanche, 1999).

3.9.1. Reliability

Five (5) of the participating individuals were asked to complete the questionnaire as a pilot study. During this process questions with dubious meaning were identified and corrected accordingly. The questionnaire was adapted until it produced the same results.

3.9.2. Validity

The questionnaire was developed to discover the nature of the relationship between knowledge of local governance and public participation. The following methods of estimating the validity of data collecting instruments were used.

- **Face Validity**

The researcher developed a questionnaire with an acceptable format with clear and easily understood wording. The questionnaire seemed to be an appropriate instrument and the best way to establish that which the researcher wanted to know.

- **Content Validity**

An in depth literature review was conducted to give an in depth description of the content and research problem. After the researcher had critically reviewed the literature, a questionnaire was constructed to cover the known content represented in the literature.

3.10. Conclusion

The chapter on research design was vital in terms of outlining the research question, hypothesis, data collection and sampling procedure. The structured process for managing and collecting primary data was presented in this chapter.

Chapter Four: Presentation of Data

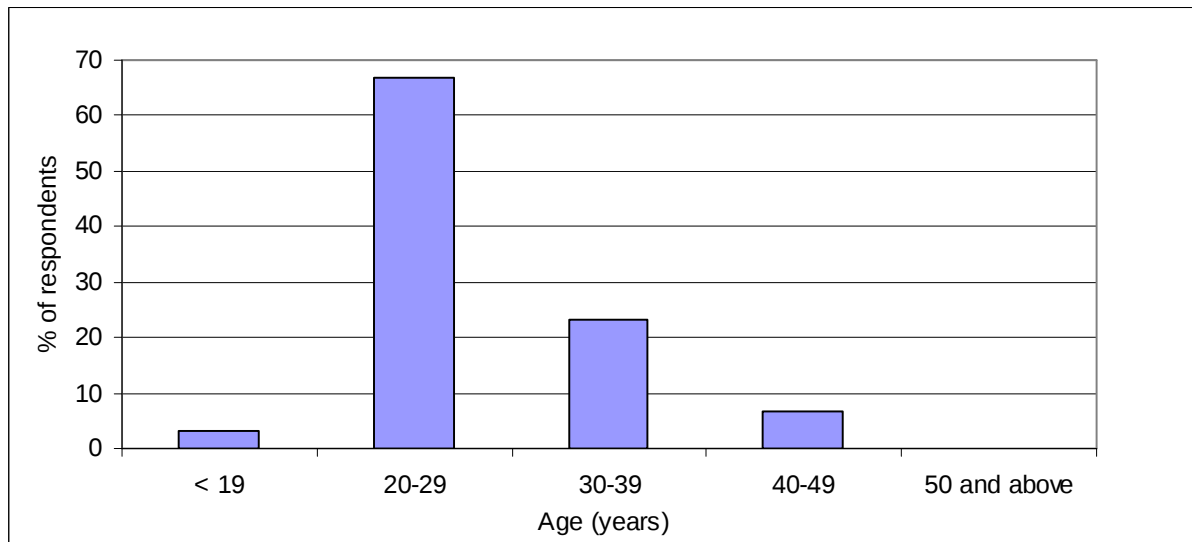
4.1. Introduction

This chapter deals with the presentation of data collected. Data will be presented in a summarized form following the sequence similar to the questionnaire and interview questions. The questionnaire was divided into two parts namely demographics and Public Participation.

4.2. Demographics [Part A of the Questionnaire]

The collection of biographical information was based on collecting attributes such as age, occupation, residential area, sex and educational level through the use of a questionnaire.

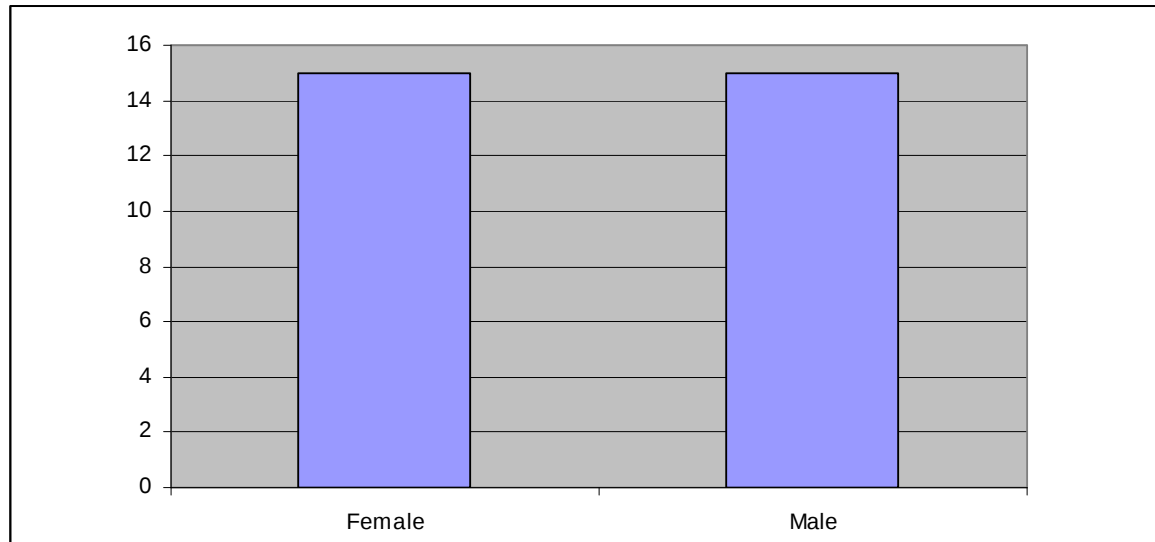
4.2.1. Respondents Age



Graph 3: Respondents Age

Two thirds of the sample was in the age range 20-29 years. This may indicate some sampling bias. Only one respondent was between the age range of 19 years and below. Seven respondents were between the age range of 30-39 years. Only two respondents were between the age range of 40-49. No respondents were recorded for the age range of 50 and above.

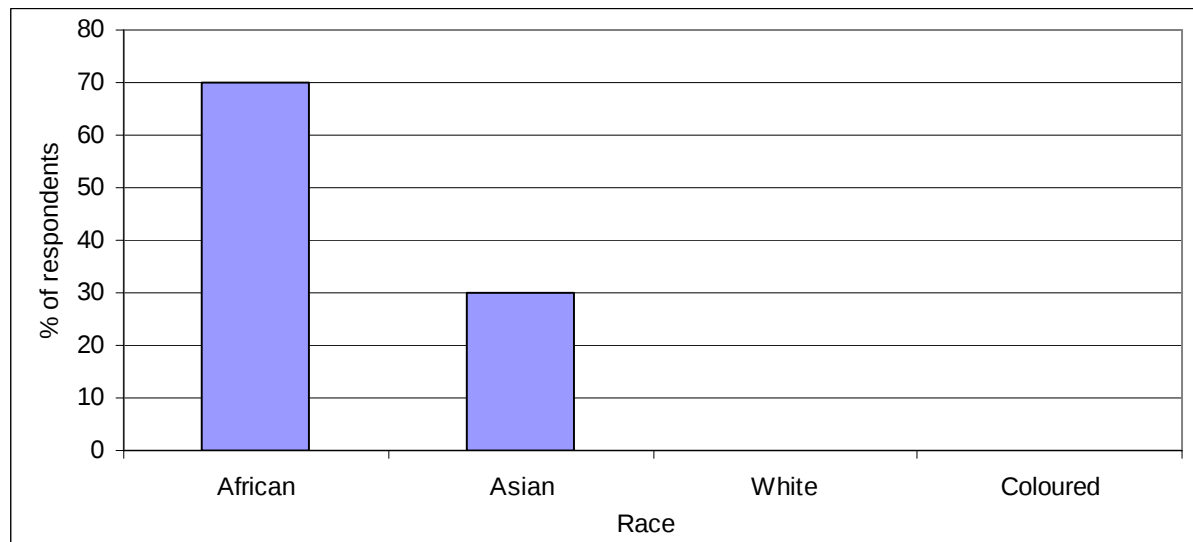
4.2.2. Gender



Graph 4: Gender

The research sample consisted of 15 females and 15 males as per research design.

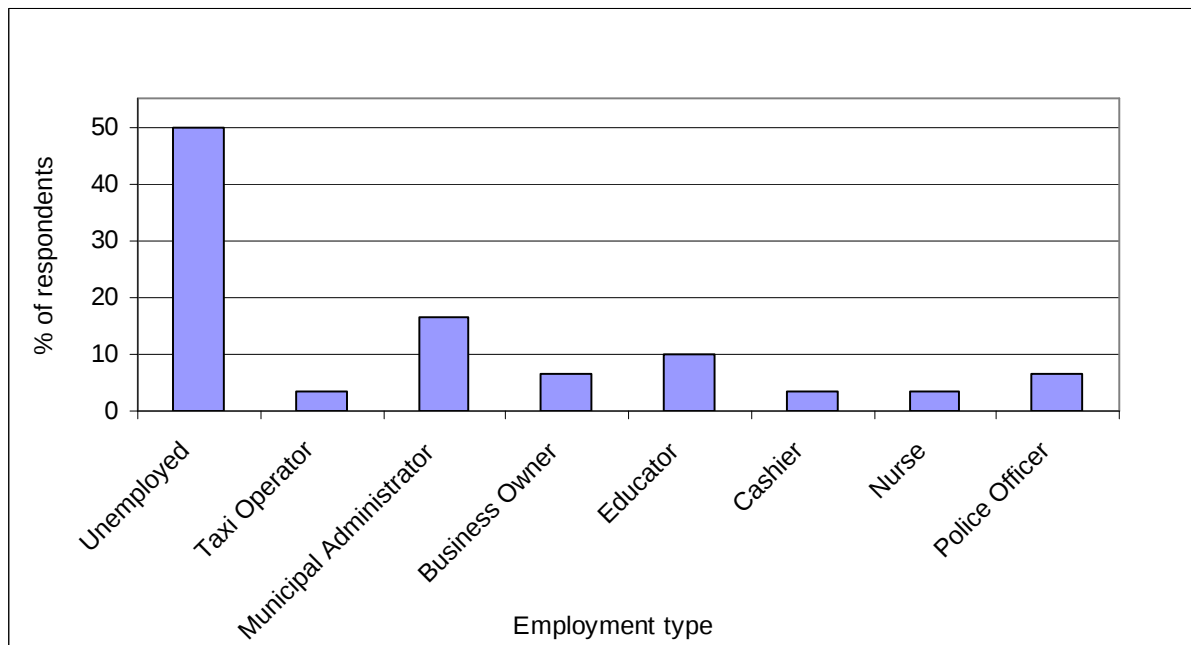
4.2.3. Race



Graph 5: Race

70% of the sample was African, which compares well with the known proportion of Africans in the study of 74.3%. Asians are slightly over represented (30% in sample vs 22.0% in population) while coloureds and Whites are not represented at all, which is understandable, given their low proportion in the population.

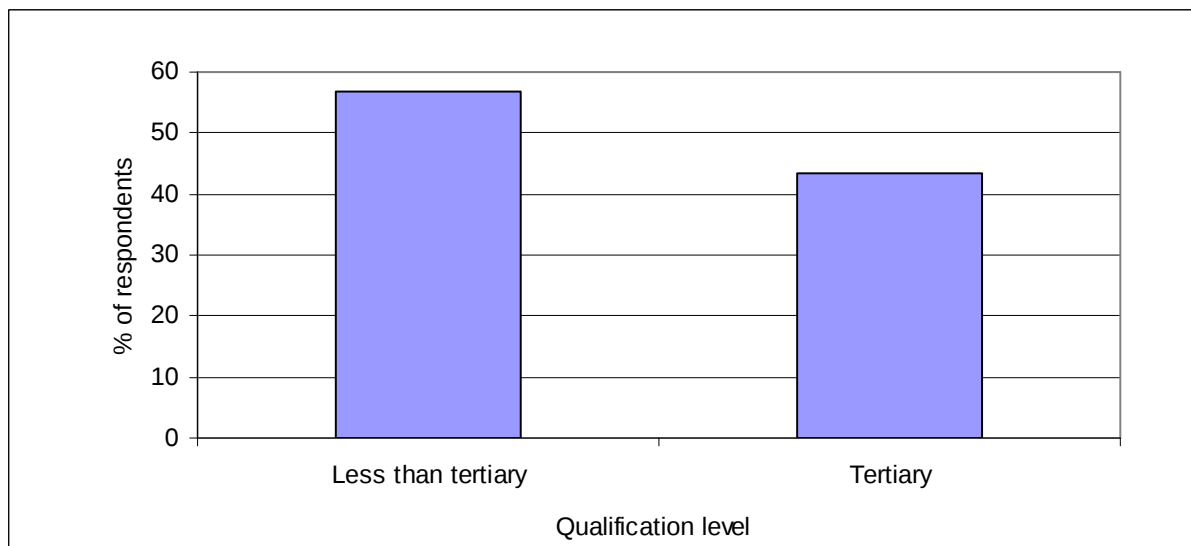
4.2.4. Occupation



Graph 6: Occupation

As per study design, 15 respondents were unemployed and the other 15 respondents were employed.

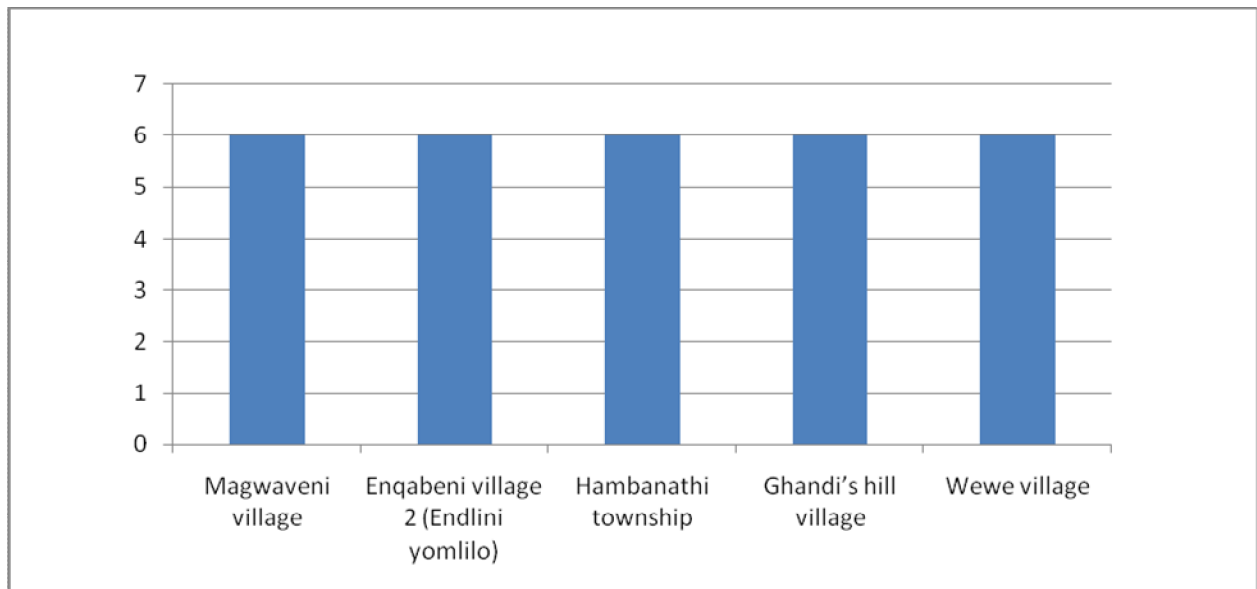
4.2.5. Qualification level



Graph 7: Qualification Level

57% of the sample had grade 9,10,11,12 as their highest qualification, while the remainder had either a diploma or a degree. However, as we might expect, there is a significant association between employment status and qualification level as determined by the chi-squared test at the 0.05 significance level. Those with tertiary qualifications are associated with those who are employed and those with less tertiary are associated with unemployed.

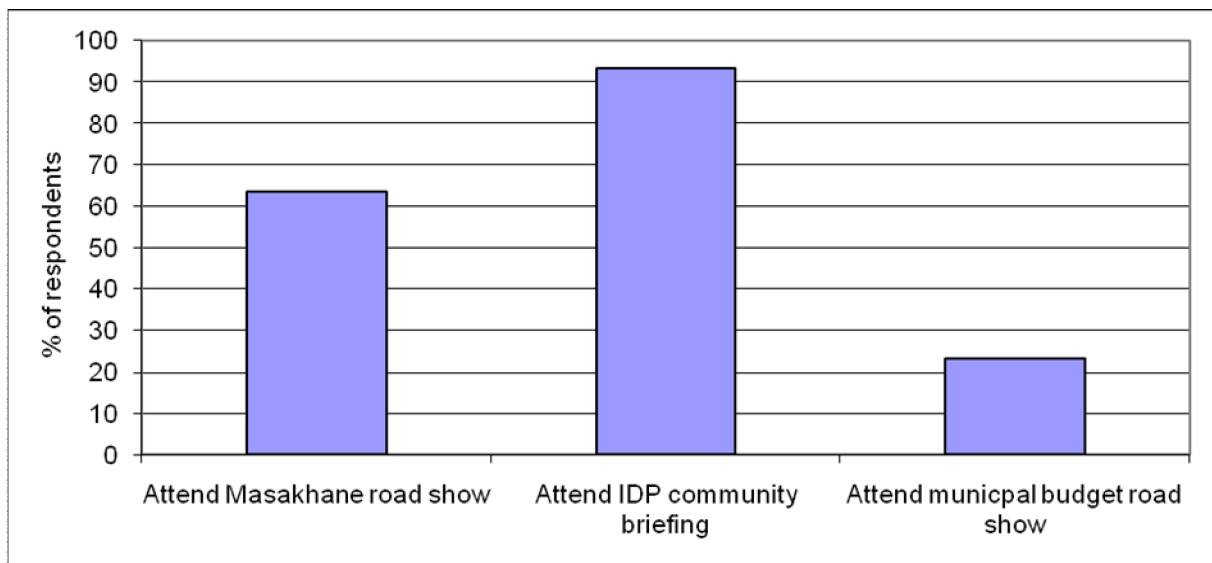
5.2.6. Residential Area



Graph 8: Residential Area

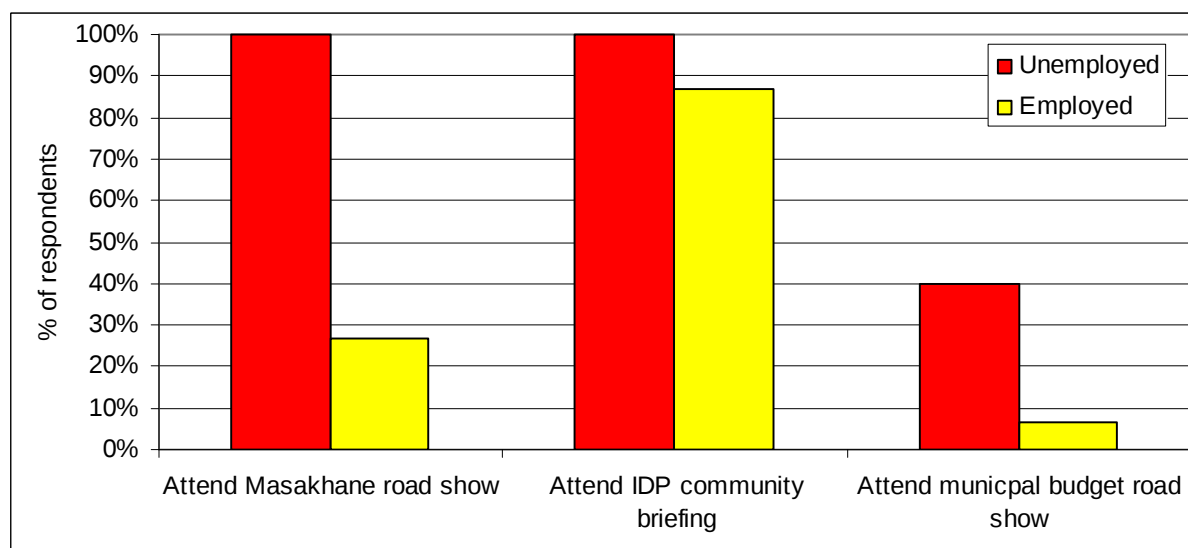
As per study design, six respondents were selected from each selected residential area.

4.3. Respondents responses about the extent of their participation on municipal events (Part two of the a questionnaire)



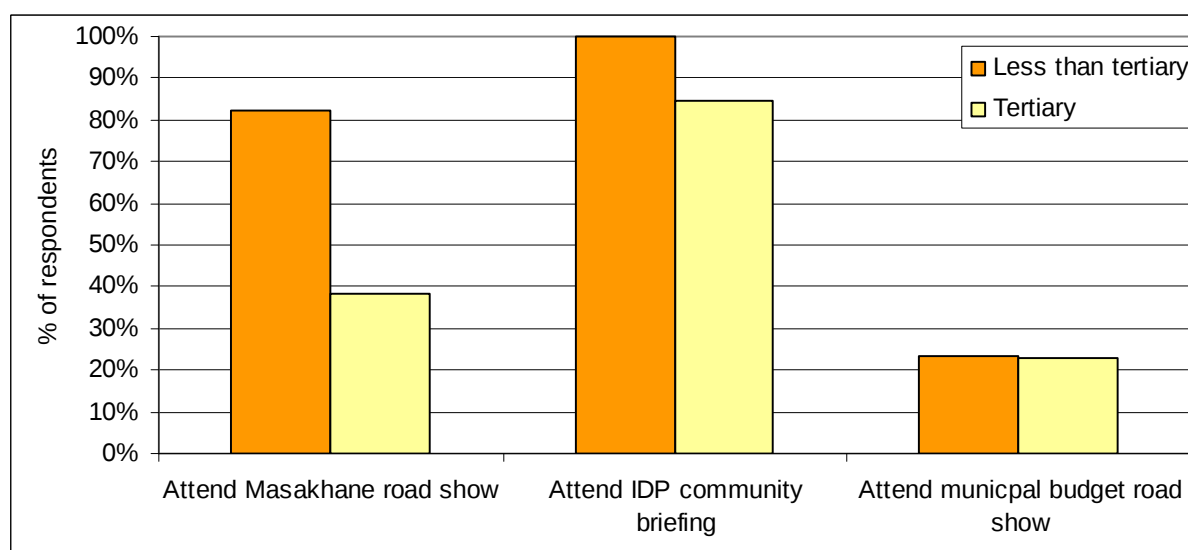
Graph 9: Municipal Events Attendance

In excess of 90% of respondents stated that they attend IDP community briefings meetings, compared to 63% for the Masakhane road shows and 23% for municipal budget shows.



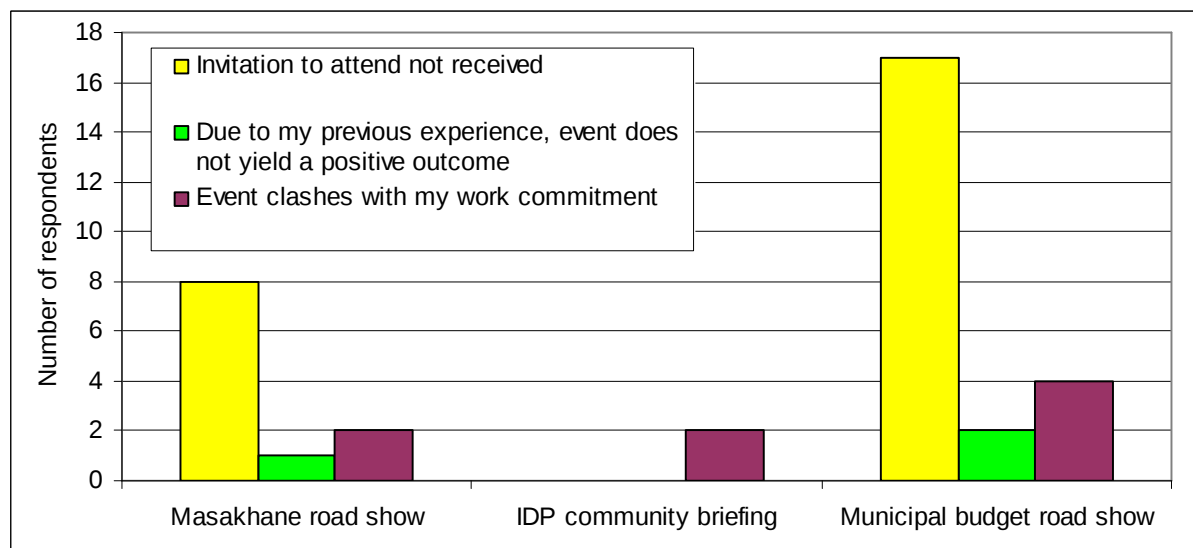
Graph 10: Employment Status vs Attendance

The graph above shows that IDP community briefings were well-attended by both unemployed and employed respondents, but the other two events (Masakhane road shows and IDP community briefings) were attended more by unemployed respondents



Graph 11: Qualification level vs Attendance

The IDP community briefings and municipal budget road shows were attended at similar levels by respondents from both education levels, but the Masakhane road shows were attended more by those with only secondary school education. This probably relates back to the employment status, since we already know that employment status and qualification level are strongly associated in this sample.

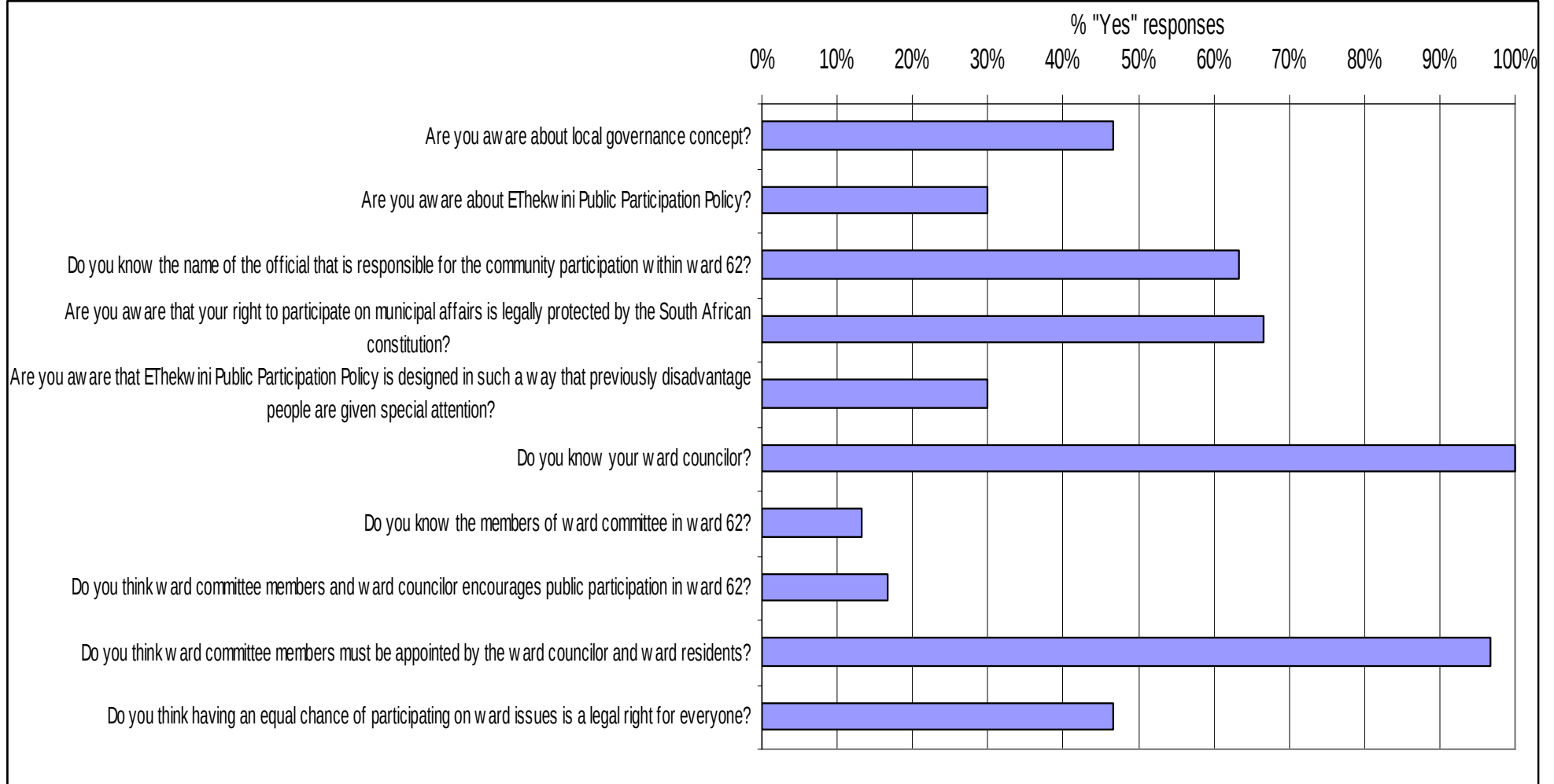


Graph 12: Non Attendance Reasons

The reasons for non-attendance are shown in the graph below (only for those respondents who indicated that they did not attend a particular event). It appears that the main reason for non-attendance at the events was that invitations to attend were not received by the respondents.

4.3. Interview Questions [Knowledge of local governance]

There was a large amount of variation in the proportion of positive responses for the different questions. All respondents knew their ward councillor. One respondent agreed that ward committee members must be appointed by the ward councillor and ward residents (see graph 13). In contrast, only 13% knew the members of their ward committee and 17% thought that the ward committee members and the ward councillor encourage public participation in the ward. In terms of knowing about the concept of local governance less than 50% of respondents agreed that they are familiar with the concept. EThekweni public participation policy seems to be less known by respondents. Only 30% of the respondents were familiar with the policy.



Graph 13: Interview questions

Chapter Five: Discussion of the results

5.1. Introduction

The previous chapter presented the findings of the study. This chapter is devoted to analyzing and discussing the significance of the results. The objective is to discuss the results against the theoretical background of the study. The interpretation will be done against the framework of calculating the correlation and rejecting or accepting the null hypothesis. The interpretation of the results in this chapter creates the link to the main research question.

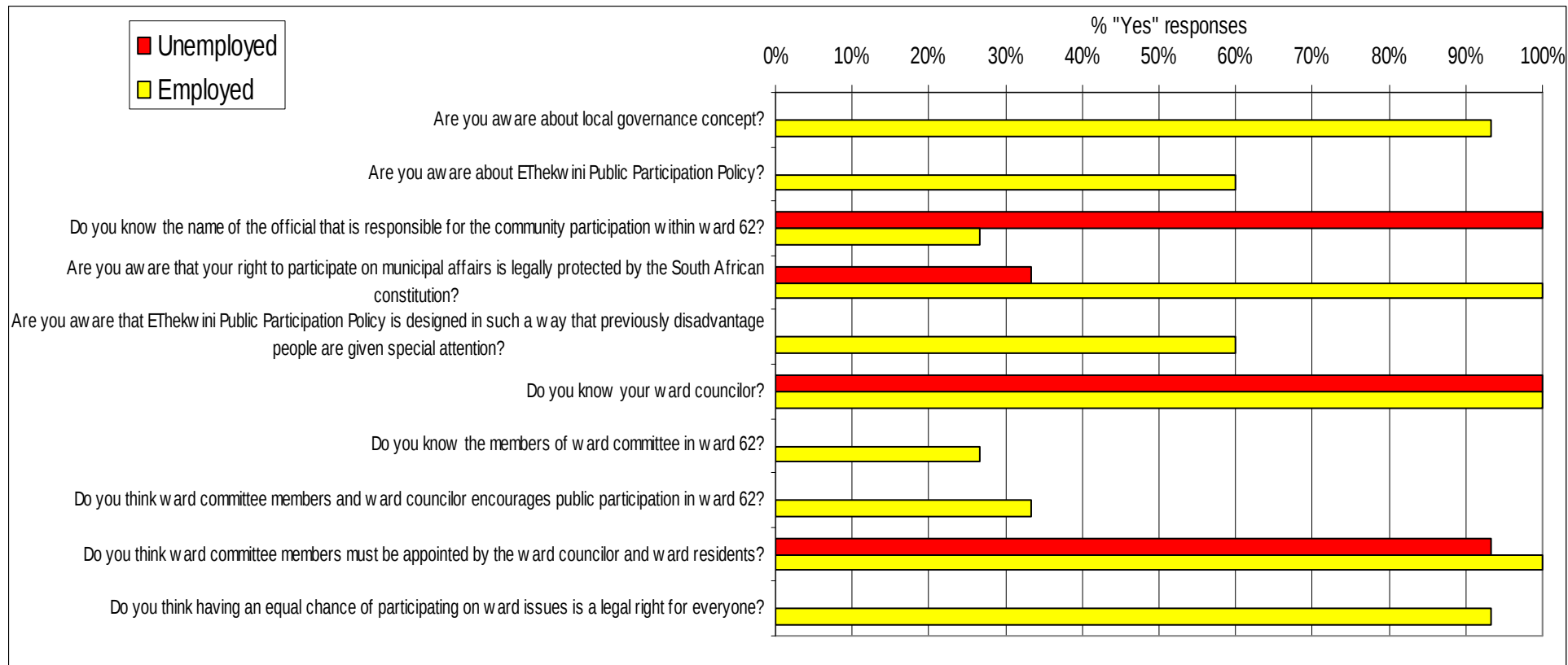
5.2. Interpretation of the results

As an initial point, it is fundamental to look at the significant differences between demographics and how interview questions were answered. There were significant associations as determined by the chi-squared test at the 0.05 significance level.

5.2.1. Interpretation of Structured Interviews

Question one and two [of structured interview]

The graph above shows the nature of the responses. Question number one of the interview shows that 94% of the employed respondents know about the concept of local governance. Unemployed people on the other hand show no awareness about the concept of local governance (see graph 14). Question two of the interview also shows that 60% of employed respondents are aware about EThekwini public participation policy. This type of finding raises concern. It is apparent that the majority of unemployed respondents has little or no information about EThekwini public participation policy. In terms of municipal Structures Act 117 of 1998 councilors have a legal duty to put into effect fundamental principles of good governance by encouraging community involvement on issues that affect communities. Municipal ward committees are very useful in terms of disseminating information, assessing needs, building partnerships, consulting the community and picking up local problems associated with service delivery (DPLG: 1997). It is fundamental in this case for ward committee members to intervene and distribute the necessary information to the community.



Graph 14: Interview Questions vs Employment Status

Question three [of structured interview]

Interview question number three (see graph 14) reveals that unemployed respondents know the name of the official responsible for community participation more than employed respondents. This might be explained by the notion that unemployed people tend to spend most of their time within the location having little or no other means of generating income. Therefore it is easier for the official responsible for community participation to get hold of such people.

Question four and five [of structured interview]

Question four (see graph 14) of the interview shows that employed respondents are more aware that their right to participate in municipal affairs is legally protected. Question five further reveals that 60% of employed respondents know more about certain aspects of EThekweni public participation policy than unemployed respondents. It is noticeable that employed people seem to know about legislative documents than unemployed people. This might be attributed to our earlier finding that there is a significant association between employment status and qualification level. All respondents with secondary school level tend to show less awareness about documents designed to ensure good governance such as EThekweni public participation policy.

Question six and seven [of structured interview]

Both unemployed and employed respondents seem to know the ward councilor extremely well. This is good since *ward councilors* is the representatives of specific community and is ideally placed to be the link between the people and the municipality ñ they should bring people's needs and problems to the municipality and consult and inform the community around municipal services and programmes (DPLG: 1997). The popularity of the ward councilor gives a positive picture about the link between people and ward council. Question seven further highlights that all unemployed respondents do not know the elected ward committee members. This finding is contradictory to the white paper on local government (1998) where it is stipulated that members of ward committee should strive to serve the best interest of the community from which they are selected. The fundamental role of ward committee members is to deepen and strengthen public participation. Such members are required to be accountable to the ward community that they serve.

Question eight [of structured interview]

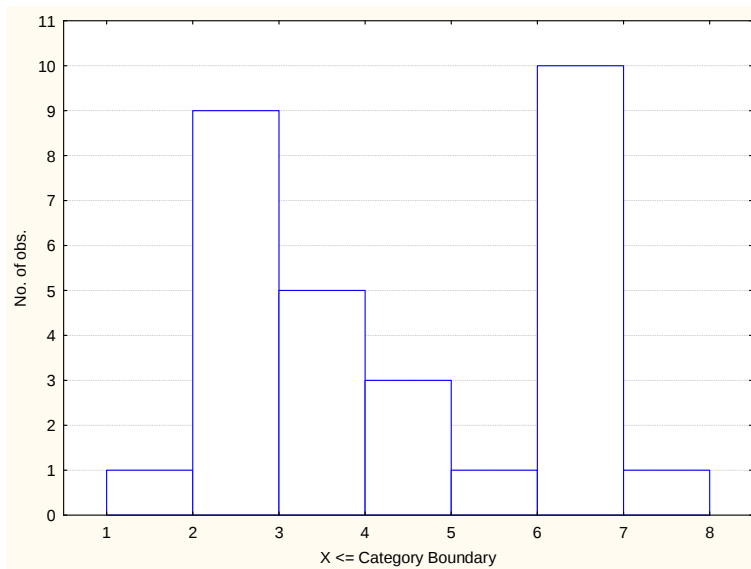
Question eight (see graph 14) also highlight that all unemployed people refuse to believe that the ward councilor and ward committee members encourage public participation. This is contradictory to the intentions of municipal Structures Act 117 of 1998. This act clearly specifies the intention to provide for community participation. The Constitution of the Republic of South Africa 108 of 1996 [chapter 7 (152) (1) (e)] further stipulate that all municipalities have a legal obligation to encourage the involvement of communities and community organizations in the matters of local government. The views of unemployed respondents in ward 62 of EThekweni municipality show that the ward councilor does not enforce the culture of community involvement enshrined by the municipal systems act and the South African constitution.

Question nine and ten [of structured interview]

The establishment of ward committees is provided for in Chapter 4 of the Municipal Structures Act of 1998. It is fascinating to observe that the majority of both unemployed and employed respondents in question nine believed that ward councilor and ward residents must be responsible for the selection of ward committee members. Question ten responses (see graph 14) on the hand showed that all employed respondents believed that having an equal chance of participating on ward issues is a legal right for everyone. All unemployed respondents indicated that it is not their legal right. This might be attributed to the lack of knowledge about various legislations such as municipal structures act and the constitution of the republic of South Africa that were designed to strengthen the principles of good local governance.

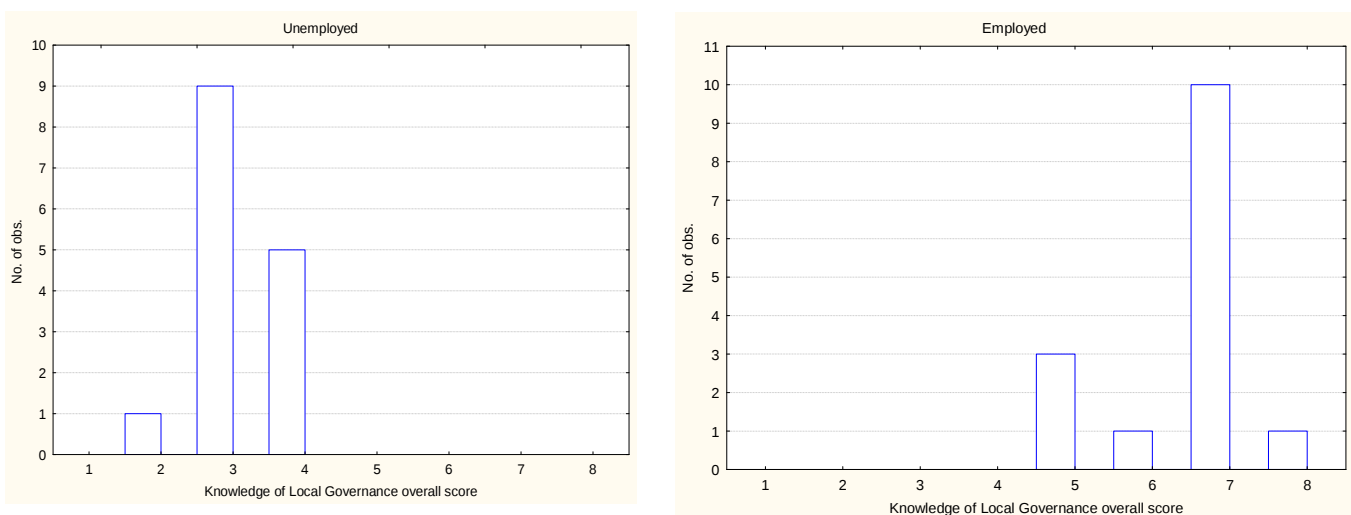
5.2.2. Descriptive Statistics

The frequency distribution of the overall Knowledge of local governance (KLG) score is distinctly bimodal, which reflects the difference in score of the employed and unemployed sub-groups in the sample. The ranges of the scores don not overlap at all.



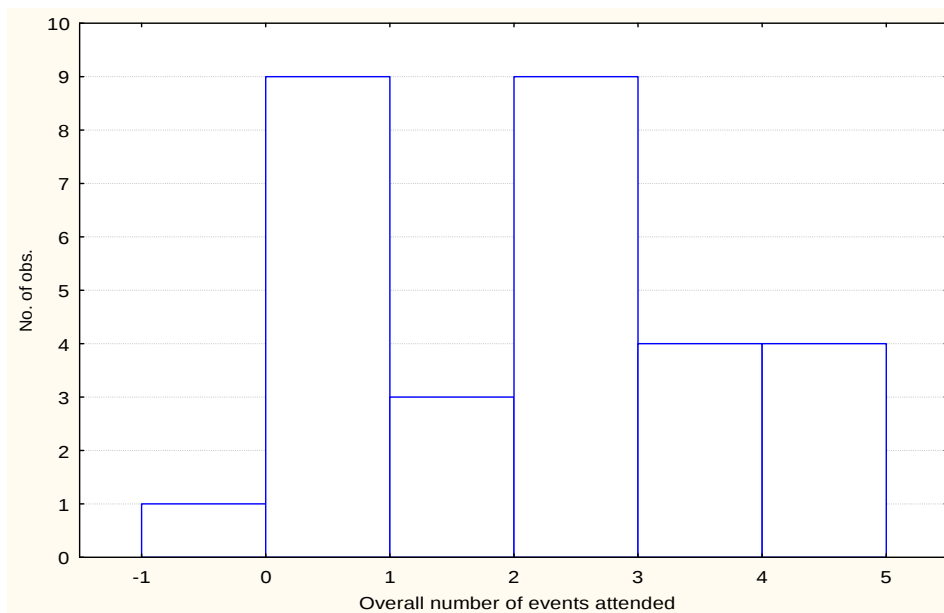
Graph 15: Frequency Distribution of overall KLG

The range of the overall KLG score is theoretically 0-9, but the range of the data itself is 2-8. However, since we will be treating the two employment status groups separately, their ranges are 2-4 (unemployed) and 5-8 (employed). Unfortunately this does not offer much discrimination for the planned correlation analysis with Level of Public Participation (LPP).

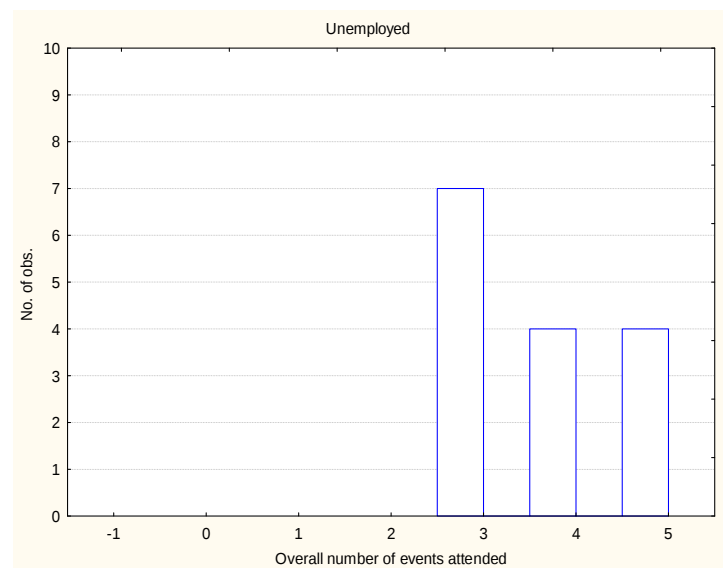
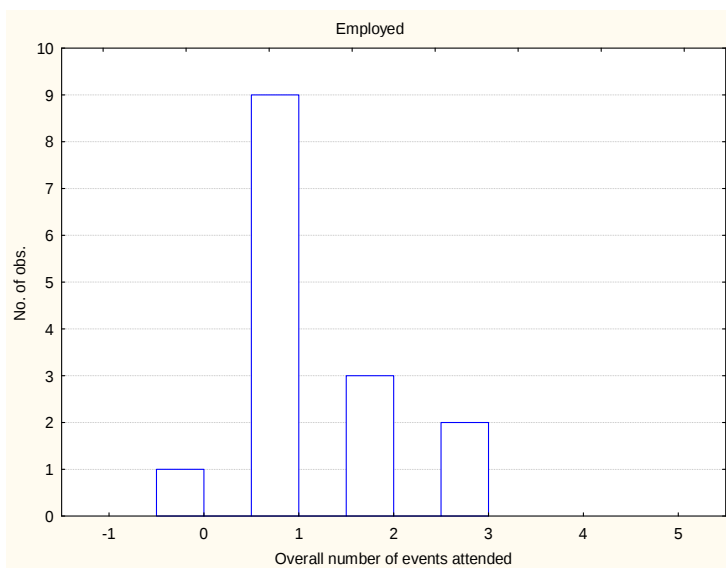


The mean overall KLG score for the unemployed group is 3.3 and that for the employed group is 6.6. This difference is significant at the 0.05 confidence level (t-test). The main conclusion we can draw from the KLG data is that the level of KLG varies significantly with employment status (and hence also with qualification level): the level of KLG is lower for the unemployed respondents in the sample than for the employed respondents in the sample.

The frequency distribution of the overall Level of Public Participation (LPP) score is distinctly bimodal, which reflects the difference in score of the employed and unemployed sub-groups in the sample.



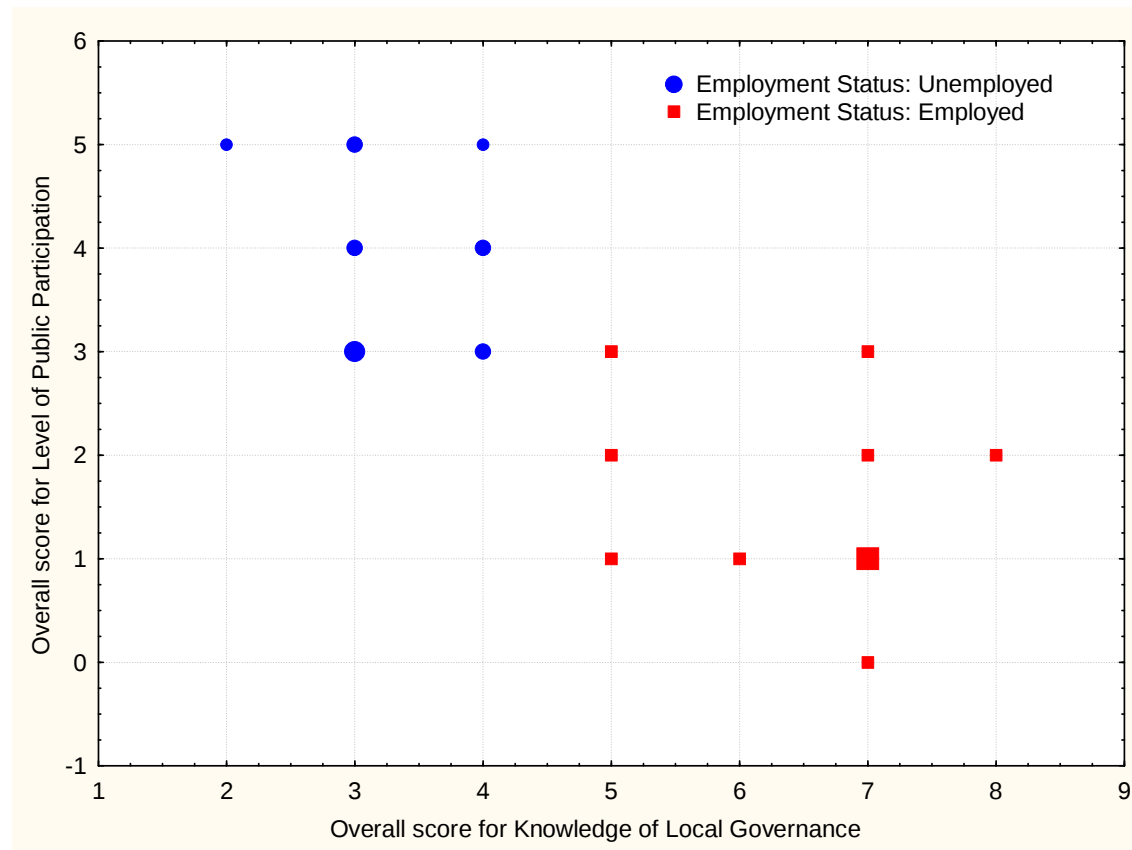
Since we will be treating the two employment status groups separately, their ranges are 0-3 (unemployed) and 3-5 (employed). Unfortunately this does not offer much discrimination for the planned correlation analysis with KLG.



The mean overall LPP score for the unemployed group is 3.8 and that for the employed group is 1.4. This difference is significant at the 0.05 confidence level (t-test).

The main conclusion we can draw from the LPP data is that the level of public participation varies significantly with employment status. LPP is higher for the unemployed respondents in the sample than for the employed respondents in the sample.

5.2.3. Correlation between KLG and LPP



We can see the differences between the scores for the employed and unemployed respondents, as highlighted in the discussions above. If we were to look at the correlation between all the data points we would obtain a negative correlation between KLG and LPP, which is not meaningful since it is confounded with employment status. So, as stated previously, we will do the correlation analysis on the two groups separately, bearing in mind that the range of the data for each group does not provide much discrimination between the respondents. The correlation coefficient between LPP and KLG for the unemployed respondents is -0.17, and that for the employed respondents is -0.25, both of which are not significant at the 0.05 significance level. We cannot reject the null hypothesis, and therefore cannot accept the alternative hypothesis, at the 5% level. This means that we cannot reject the null hypothesis that there is no relationship between KLG and LPP as measured by this survey on this sample. The findings show a marked difference in the opinions of the unemployed and employed respondents. The tendency to attend more municipal events displayed by unemployed respondents can be attributed to their unemployment status. Unemployed people are easily available. It is easier for municipal officials or political officers to find them if the need arises. This tendency is not surprising due to unemployed people desire to benefit. Employed people on the other hand seem to attend less due various factors. Community meetings are held at

times that are not convenient to those who are employed. Another contributing factor of non attendance by employed people is based on poor meetings invitation procedure. It seems invitations to attend meetings do not reach everyone in ward 62. This finding also answers the research question for this paper. It is now apparent that knowledge of local governance does not affect public participation in ward 62 of EThekweni Municipality. Other external factors that were not controlled in the research such as poor municipal events invitation procedure and inappropriate times for municipal events gatherings contributed to the poor attendance by employed people.

Chapter Six: Recommendation and Conclusion

6.1. Conclusion

The main aim of this research was to investigate the link between two variables namely knowledge of local governance and the level of public participation. This type of exercise was necessary to determine the possible causes of low rate of participation in municipal affairs. In addition, the need for this study arose due to the widespread of service delivery protests in South Africa. The process of determining the link between the two variables assisted the researcher to discover the reasons for failure by public members to use existing public participation mechanisms to voice out their concerns instead of engaging in service delivery protests.

To establish the link the researcher embarked on a three step process. The first process was based on data collection through the use of structured interviews and a questionnaire. The second process was based on measuring correlation between the two variables. Lastly data analysis was performed to make sense of the data collected.

The findings of the study showed that there was a no link between knowledge of local governance and the level of public participation. Despite the fact that the researcher cannot generalize the findings to the entire EThekweni Municipality due to smaller sample that was used, the findings are still useful in guiding us in terms of finding possible causes of low rate of public participation.

6.2. Recommendations

In the light of findings and discussions the researcher would like to make three recommendations.

Investment in training

The high rate of illiteracy in ward 62 of EThekweni municipality necessitates the need for the municipality to invest more finances on capacitating political officers. Funding for the training of councillors, ward committee members and the community is required. Although EThekweni public participation policy make provisions of other indigenous languages, it is necessary for the municipality to invest more money in designing awareness workshops in line with the language that is mainly understood by ward 62 residents. The majority of ward 62 residents speaks the Zulu language. Ward 62 has various existing social clubs. It is essential for ward committee and municipal ward councillor to use existing structures within the community to disseminate information about the importance of public participation and local governance. Schools, churches, social network clubs, Stokvels, community based organizations and business society must be treated as essential role players in community awareness about the importance of local governance and public participation. Food and entertainment tend to boost attendance. Minute-taking and follow-ups by ward committee officials is required for positive perceptions of real change.

Improving existing mechanisms

The Ward committee and municipal ward councillor must learn to arrange community meetings using time slots that are convenient to everyone. During the week days certain amount of ward 62 residents are mainly occupied with work related activities. Any community meeting during the week days has a potential of attracting fewer people. Weekends seem to be the better time slots for conducting community meetings. It is essential for the municipal ward councillor to notify people well in advance about his/her intentions to conduct a community meeting. It is advisable as well that the ward councillor must circulate agenda of the meeting in advance with an aim of allowing people to prepare for the meetings. Municipal ward councillor should have a fixed centralized office in ward 62 as opposed to city centre. This will allow the councillor to be accessible to people at all times.

Institutionalized Resource Based Support

There is an urgent need for the municipality to provide support for ward committee by effectively institutionalizing them. A proper constitution for ward committees needs to be established that will clearly define the role of ward committees in council processes. The formation of ward committees must take into account the inclusive requirements of government by extending the membership of ward committee to woman, youth and disabled people.

Future Research

Since we are confident that there is no measurable amount of relationship between knowledge of local governance and the level of public participation, there is a need to revisit the same study in the future upon the availability of funds. The sample of this research was too small and hence no generalization to be made.

In conclusion, this is not a challenge of political will but rather one of practical implementation. It is a challenge for those who want to participate, but cannot yet. With better organization and resources we can meet this challenge, and develop real public participation which improves delivery, builds local governance and deepens democracy.

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Appendices

Appendix 1: Questionnaire

Part One: Demographics

Please answer by placing **X** on an appropriate answer

1.1. In what age group are you?

☐	19 and under
☐	20 - 29 years
☐	30 - 39 years
☐	40 - 49 years
☐	50 and above years

1.2. Gender

☐	Male
☐	Female

1.3. Race

☐	African
☐	Asian
☐	White
☐	Coloured

1.4. In terms of your current occupation, how would you characterize yourself?

☐	Police Officer
☐	Nurse
☐	Teacher
☐	Bus/taxi operator
☐	Municipal employee
☐	Student
☐	House wife
☐	Business owner
☐	Other, please specify:

1.5. Please indicate the highest qualification level completed

☐	Primary school
☐	High school
☐	College/University
☐	Graduate school

1.6. Please indicate your residential area

	Blocks village
	Enqabeni village 1 (staramu)
	Enqabeni village 2 (Endlini yomlilo)
	Fraser
	Greyland-farm
	Ghandi's hill village
	Harris-farm area
	Hall village
	Hambanathi township
	Vanrova suburb
	San field suburb
	Westbrook suburb

Part Two: Public Participation

Please answer by placing **X** on an appropriate answer

2.1. Are you aware about government *IDP briefing sessions* gathering?

	Yes
	No

2.2. Do you attend *IDP briefing sessions* gathering?

	Yes
	No

2.3. If your answer is yes in question, 2.2 please indicate how often have you attended *IDP briefing sessions* in the past 12 months?

	1
	2
	3
	4
	5

2.4. If your answer is no in question 2.2, Please indicate the reasons for not attending

	Invitation to attend not received
	Not interested in Imbizo gathering
	Imbizo gatherings clashes with my work commitment
	Due to my previous experience in attending, Imbizo gathering does not yield positive outcome
	Specify other reason:

2.5. Are you aware about Masakhane road show?

☐	Yes
☐	No

2.6. Do you attend Masakhane road show?

☐	Yes
☐	No

2.7. If your answer is yes in question 2.6, please indicate how often have you attended Masakhane road shows in the past 12 months?

☐	1
☐	2
☐	3
☐	4
☐	5
☐	0

2.8. If your answer is no in 2.6, please indicate the reasons for not attending

☐	Invitation to attend not received
☐	Not interested in Masakhane road show
☐	Masakhane road show clashes with my work commitment
☐	Due to my previous experience in attending, Masakhane road show does not yield positive outcome
☐	Specify other reason:

2.9. Are you aware about municipal budget road show?

☐	Yes
☐	No

2.10. Do you attend municipal budget road show?

☐	Yes
☐	No

2.11. If your answer is yes in question 2.10, please indicate how often have you attended municipal budget road shows in the past 12 months?

☐	1
☐	2
☐	3
☐	4
☐	5

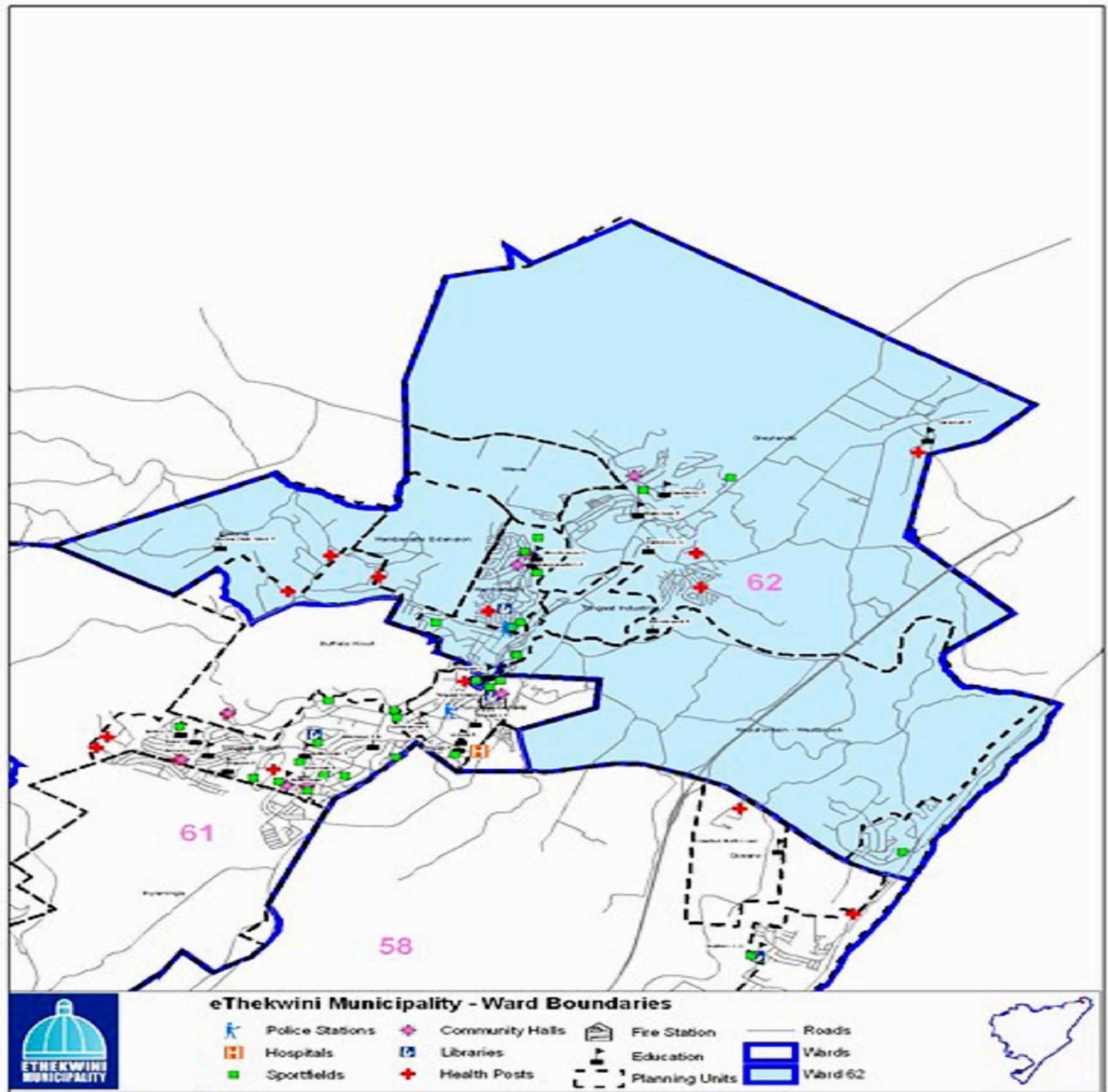
2.12. If your answer is no in question 2.10, please indicate the reasons for not attending

☐	Invitation to attend not received
☐	Not interested in IDP community briefing session
☐	IDP community briefing session clashes with my work commitment
☐	Due to my previous experience in attending, IDP community briefing session does not yield positive outcome
☐	Specify other reason:

Appendix 2: Structured Interview Questions

1. Are you aware about local governance concept?
2. Are you aware about EThekwini Public Participation Policy?
3. Do you know the name of the official that is responsible for the community participation within ward 62?
4. Are you aware that your right to participate on municipal affairs is legally protected by the South African constitution?
5. Are you aware that EThekwini Public Participation Policy is designed in such a way that previously disadvantage people are given special attention?
6. Do you know your ward councilor?
7. Do you know the members of ward committee in ward 62?
8. Do you think ward committee members and ward councilor encourages public participation in ward 62?
9. Do you think ward committee members must be appointed by the ward councilor or ward residents?
10. Do you think having an equal chance of participating on ward issues is a legal right for everyone?

Appendix 3: Boundary for Ward 62



Appendix 4: Informed Consent Form

The purpose of this research is to investigate whether the link between two variables: public participation and understanding of local governance does exist. If the research produces useful information, it may be used municipal administration or people from academia to enhance the role of public participation on local governance. In this study you will be asked to respond in writing by answering a series of questions about public participation and local governance. You are not required to disclose your identity or residential address. The information obtained in this study will be used to prepare a research report for academic purpose. Any information obtained from you in connection with the study will be kept confidential and available only to the researchers. Since the research report will be published on Witwatersrand University library, your name will not be disclosed.

You are making a decision whether to participate or not to participate. Your signature indicates that you have decided to participate based on the above mentioned information.

Signature of participant

Date

Mr. Kingwell S. Chirwa
Researcher

Date

Appendix 5: Residential areas for Ward 62 of EThekweni Municipality

	Residential areas for ward 62	Sample to be selected		
		Gender Profile & Education level		Total
		Tertiary	Secondary School level	
1	Blocks village			
2	Enqabeni village 1 (staramu)			
4	Enqabeni village 2 (Endlini yomlilo)	5 Females	5 Males	10
5	Fraser			
6	Greyland-farm			
8	Ghandiös hill village	5 Females	5 Males	10
9	Harris-farm area			
10	Hall village			
12	Hambanathi township	5 Men	5 Females	10
13	Vanrova suburb			
14	San field suburb			
15	Westbrook suburb			
Total		15	15	30

Table3: Residential areas for Ward 62 of EThekweni Municipality