



**SERVICE DELIVERY AND PUBLIC PARTICIPATION: AN EXPLORATORY CASE
STUDY OF ATTERIDGEVILLE - SAULSVILLE BETWEEN 1995 AND 2005**

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DEDICATION

I dedicate this study to my late grandmother Ms Nyaphophi Matamela Sigida for the support she offered during her lifetime.

ACRONYMS

ANC	AFRICAN NATIONAL CONGRESS
ASCORA	ATTERIDGEVILLE/SAULESVILLE RESIDENTS ASSOCIATION
AZAPO	AZANIAN PEOPLE'S ORGANISATION
BAAB	BANTU AFFAIRS ADMINISTRATION BOARD
BAT	BLACK AFRICAN TOWNSHIP
BLA	BLACK LOCAL AUTHORITY
CBO	COMMUNITY BASED ORGANISATION
CDW	COMMUNITY DEVELOPMENT WORKER
CODESA	CONVENTION OF DEMOCRATIC SOUTH AFRICA
COSATU	CONGRESS OF SOUTH AFRICAN TRADE UNIONS
DBSA	DEVELOPMENT BANK OF SOUTHERN AFRICA
DPLG	DEPARTMENT OF PROVINCIAL AND LOCAL GOVERNMENT
ESKOM	ELECTRICITY SUPPLY COMMISSION
FBO	FAITH BASED ORGANISATION
GEAR	GROWTH, EMPLOYMENT AND REDISTRIBUTION
GPMNF	GREATER PRETORIA METROPOLITAN NEGOTIATING FORUM
IDP	INTEGRATED DEVELOPMENT PLANNING
IEC	INDEPENDENT ELECTORAL COMMISSION
LGNF	LOCAL GOVERNMENT NEGOTIATING FORUM
LGTA	LOCAL GOVERNMENT TRANSITION ACT
MERG	MACRO ECONOMIC RESEARCH GROUP
METRO	METROPOLITAN COUNCIL
NGO	NON- GOVERNMENTAL ORGANISATION
PAC	PAN AFRICANIST CONGRESS
PPP	PUBLIC - PRIVATE PARTNERSHIP
RDP	RECONSTRUCTION AND DEVELOPMENT PROGRAMME
RSC	REGIONAL SERVICES COUNCIL
SACP	SOUTH AFRICA'S COMMUNIST PARTY
SALGA	SOUTH AFRICA'S LOCAL GOVERNMENT ASSOCIATION
SANCO	SOUTH AFRICAN NATIONAL CIVIL ORGANISATION
TEC	TRANSITIONAL EXECUTIVE COUNCIL
TLC	TRANSITIONAL LOCAL COUNCIL
TLCC	TRANSITIONAL LOCAL COUNCIL COMMITTEE
TMC	TRANSITIONAL METROPOLITAN COUNCIL
TPA	TRANSVAAL PROVINCIAL ADMINISTRATION
UDF	UNITED DEMOCRATIC FRONT
UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME
UN	UNITED NATIONS
WLA	WHITE LOCAL AUTHORITY

EXECUTIVE SUMMARY

This exploratory study focussed on service delivery and public participation in one selected case, namely Atteridgeville-Saulsville between the years 1995 and 2005. The study exploited a qualitative research approach where the primary and secondary literature used were backed up by six face-to-face interviews with actors involved in local government over the period investigated.

A theoretical framework on policy making known as the *delivery mix* or *welfare mix* mainly underpins this mini-dissertation. The question as to what extent local government over the selected time frame succeeded in attaining optimum levels of service delivery, underpinned by a democratic ethos and practice of public participation is addressed. In order to situate the research within the current context some references are made to the modus of service delivery and (the lack of) public participation pre-1995.

The study concluded that democratic changes that took place in South Africa since 1994 resulted in the readjustment of local governments as a third tier of government. Local government is the sphere responsible for delivery of services and is closer to local communities. The Constitution of the Republic of South Africa, Act 108 of 1996 determines the following functions for local government:

- (1) Provide democratic and accountable government for local communities;
- (2) Ensure the provision of services to communities in a sustainable manner;
- (3) Promote social and economic development;
- (4) Encourage the involvement of communities and community organisations in matters of local governance, in other words encourage public participation.

The constitution places local government at the centre of government delivery and representative system. The researcher exploited the issues mentioned above as a basis to research the complimentary aspects of public participation and service delivery within the relevant community. The democratisation process brought about changes in the expected role of local government structures as opposed to the

apartheid era. The apartheid era local government was based on an elaborate set of urban controls, aimed at administering people, instead of promoting development through public participation in the policy-making and implementation processes. The new political dispensation outlines the role of local government and makes public participation and service delivery two important imperatives in the local political process.

The study also highlights the importance of co-operative governance amongst national, provincial and local government. The three spheres of government should support each other in ensuring better service delivery and an enhanced environment for citizens' involvement in policy processes (people-centered governance). In the South African context local government is a logical point of co-ordination and necessary vehicle for the implementation of policies as provincial government decentralises some functions to local government.

In acknowledging this challenge posed by sub-optimum structures and participatory processes, The White Paper on Local Government calls on municipalities to provide resources to local organisations operating within the community as a means of support and building partnerships with organisations committed to service delivery improvement. Local government systems in the new dispensation are linked to a political economic context that calls for involvement of the market or business sector. Currently the market is seen as playing a central role in the delivery of services. Government has not yet sufficiently been able to deliver services to communities due to a lack of resources and administrative capacity. In cases such as Atteridgeville-Saulsville the developmental state approach requires government institutions such as local government to work with other organisations in the field for development and not to rely entirely on the state.

The establishment of a sound working relationship between the public-private sector can contribute positively to the delivery of services. However, government may subsidise private sector organisations. The inescapable priority remains to take

services to the local communities in such a way that it adds value to service delivery and in turn ensure a better quality of life.

The study demonstrates that Atteridgeville-Saulsville Township was established with the required services such as water, electricity and sewerage though they were low-level services compared to services provided in the white residential areas. During the apartheid era, community members were not allowed to participate in the decision-making processes such as local planning, development and management of Atteridgeville-Saulsville Township.

With the Convention of Democratic South Africa (Codesa) a new democratic era arrived. Local Government Negotiating Forum (LGNF) was established to negotiate the transition of local government. The negotiations on the future of local government in South Africa started at the end of the national negotiating process. The negotiation process took place in three phases: Pre-interim, Interim and Final. The first phase took place with the first democratic local government elections of 1995. The South African local government inherited huge service delivery challenges that range from provision of services within the communities to addressing the culture of non-payment of services as resistance to “top-down” policies. The foregoing impacted on the case study under scrutiny and subsequent local government developments.

The study concludes that the Tshwane Municipality still faces huge challenges with regard to service backlogs, optimum service delivery and public participation. Some suggestions are made towards future steps to be taken regarding service delivery and public participation in the designated area. Finally some pointers are provided for future research in this area.

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CHAPTER ONE: INTRODUCTION

1.1. BACKGROUND

“The democratic state that was born in South Africa in 1994 evolved through four transitional phases: the pre-colonial state characterised by the politics of conquest and incorporation, followed by the brutal land dispossession of the colonial state, the constitution of the segregationist state premised on cheap labour and the apartheid regime characterised by the systematic destruction of indigenous social capital and black family and community life” (Houston and Muthien in Muthien *et al*, 2000:37). At the centre of the 1994 election campaign of the African National Congress was a promise to implement a radical programme to improve the quality of life for all, especially for those who were disenfranchised. In essence the first democratic government committed itself to the empowerment of the poor, and those who were historically disadvantaged, namely, rural women and blacks. The promise to deliver affordable quality services, the creation of jobs and the repeal of all apartheid laws played a key role in the election victory of the African National Congress (Khosa, 2000:247).

The democratic changes that took place in South Africa from 1994 resulted in the establishment of local governments as the third tier of government responsible for the delivery of services towards sustainable development. The signing of the new Constitution in 1996 heralded the adoption of local government as the epicentre of the government’s delivery system and at the heart of poverty eradication initiatives (Mogale in Mhone and Edigheji, 2003:227). The present developmental local government model is premised on the recognition of the primacy of linkages between development, service delivery and local citizen participation, defined as the organised effort to increase control over resources and regulative institutions by groups and movements, especially of those excluded from such control (Mogale in Mhone and Edigheji, 2003:219-220). The White Paper (RSA, 1998:33) recognises the local government sphere as primarily developmental in the sense of being “committed to working with citizens and groups within the community to find

sustainable ways to meet their social, economic and material needs, and improve the quality of their lives” (Mogale in Mhone and Edigheji, 2003:229).

The White Paper on Local Government argues that, “building local democracy is a central role of local government, and municipalities should develop strategies and mechanisms continuously to engage with citizens, business and community groups”. Public participation can take different forms. As voters citizens can ensure that there is democratic accountability by their political leadership, as citizens who contribute to the policy process through their participation and representation in a variety of stakeholder organisations. Citizens can also contribute as consumers and end-users of services who expect “value for money” and affordable services, and lastly, as organised partners engaged in resource mobilisation for developmental objectives (Mogale in Mhone and Edigheji, 2003:220).

The *Constitution of the Republic of South Africa*, Act 108 of 1996 determines the following functions for local government:

- (1) Provide democratic and accountable government for local communities;
- (2) Ensure the provision of services to communities in a sustainable manner;
- (3) Promote social and economic development;
- (4) Promote a safe and healthy environment;
- (5) To encourage the involvement of communities and community organisations in matters of local governance, in other words encourage public participation.

The constitution of Republic of South Africa provides for a broadly representative constitutional democracy with adult suffrage, the protection of individual rights as enshrined in the Bill of Rights, and emphasis on public participation and a consultative process of policymaking. Among the rights enshrined in the Bill of Rights are: the right to life, equality and human dignity; the right to freedom and the security of the person; the right not to be subjected to servitude or forced labour; the right to privacy, freedom of religion, belief, opinion and expression; the right to freedom of association, assembly, demonstration, picketing and petitioning; the right to freedom of

movement and residence, trade occupation and profession; the right to fair labour practices and strike; the right to a safe and healthy environment; the right to property; and the right to socio-economic benefits such as health care, food, water and social security, whereby “the state must take reasonable legislative measures within its available resources, to achieve the progressive realisation of each of these rights” (Constitution, 1996; Mhone in Mhone and Edigheji, 2003:19-20).

The constitution also guarantees equality on the basis of race and gender. In other words the constitution provides for both formal democracy, as generally understood and accepted, and for the possibility of realising what may be called emancipatory or subjective democracy, implying the need to ensure the participation of the populace (Mhone in Mhone and Edigheji, 2003:20). The 1996 constitution places local government at the centre of government’s delivery system and at the heart of the country’s representative system (DBSA Development Report, 1998:16). Local government structures are clearly charged with promoting sustainable development including service delivery. The democratisation process in South Africa brought with it changes in the role that local government structures have to play in the former African areas or historical black townships under their jurisdiction. Under apartheid, local government for Africans was based on an elaborate set of urban controls, aimed at administering people, instead of promoting development through public participation in policy-making and implementation processes. Parsons (1995:515) refers to such an approach as a legalistic, centralised and autocratic style of service delivery. This approach by the then government was particularly relevant to the former Black African Townships (BAT). In essence, apartheid local government was premised on upholding the standards of living for a white minority at the expense of the underdevelopment of service delivery to urban environments for African people.

In contrast, local government is currently faced with the obligation of ensuring that the needs and aspirations of the people are taken into consideration in policy making, implementation and delivery. As with provincial governmental

relations, co-operative governance at local government level is also required (Green Paper on Local Government, 1997: vi). In short there should be constant interaction between the “*governors*” and the “*governed*”, the servants of the people and the people.

According to Gildenhuis, Fox and Wissink (1991:124), public participation in decision-making should be regarded as an imperative (read: obligation) for democratic government at local levels. Public participation in the local government sphere is a mechanism by which information related to local conditions, needs, desires and attitudes could be obtained and translated into policies that ensure workable service delivery. Gaining such knowledge on policy development leads to relevant actions and guidelines to ensure that the obligations outlined in the constitution are fulfilled (See points 1-5, but especially 1, 2, 3 and 5 outlined above).

In some instances public participation is an indication of power shift from citizens’ daily interaction with the system to a situation where the element of trust exists between “governors and the governed”. It is important to note that it is not in all matters that affect the community where public representatives will have to consult as they are also required to make best decisions. Such powers are conferred to the public representative the moment they are elected. In return community members trust that the powers that are bestowed to public representatives are not abused (Mogale in Mhone and Edigheji, 2003:223).

Public participation facilitates the involvement of citizens in the decision-making processes. Consequently, local government should also seek to create a better environment for citizens’ to engage with the government on matters that affect them. Public participation at the local government level needs to be emphasised and should embrace all structures within the communities. Through public participation those who were previously marginalised will be able to play a meaningful role in the democratic process. In essence, participation affords an opportunity to the previously disadvantaged sectors of society to examine the participation indicators and

the effects that such participation holds in the improvement of their lives (Mogale in Mhone and Edigheji, 2003:225).

In the new local government dispensation, citizen participation is expected to transform the manner in which the systems operates. Such a transformation requires public participation to enrich and empower the marginalised groups of the society. Community empowerment can be in ways such as: empowerment that provides an understanding of the significance of participation, and how such involvement in the decision-making process can help improve the lives of the poor and vulnerable groups of society. Through empowerment, the poor and marginalised sectors of society can be organised into groups that are able to fight for their rights, i.e. better service delivery. The sector or group is aware of their political, social and economic environment to an extent that they mobilise each other to create better conditions for themselves. Thirdly, through public participation citizens are able to provide for themselves without having to rely on government for the services and opportunities that may be available for utilisation. Citizens, who belong to interests groups, are able to provide for each other and, as a result, they are able to deal with challenges posed by lack of services.

Through participation the sectors of the community are able to make inputs through community structures that exist within the community. Through these structures, community members are able to articulate their needs and demands without been marginalised. As a result, these groups are able to play a meaningful role in the community regardless of their gender. This leads to community empowerment that is felt by the ordinary members of the community as this improves the lives of the poor and provides a sign of respect and recognition (Mogale in Mhone and Edigheji, 2003:225).

Delivery of sustainable services in close interaction with community participation forms the main focus of the new approach. However, due to the inter-relatedness of the constitutional obligations set for local governments the five subdivisions above will inform the discussion and subsequent analysis as

they all relate to the sustainability of service delivery and public participation at local government levels.

1.2. RESEARCH PROBLEM

The implementation of policies during apartheid was done without consultation due to the top-down nature of the successive apartheid governments (White Paper on Local Government, 1998 ix; Cloete, 1995:2; Houston, 2001:208). Local government delivery processes were marked by huge inequalities and black people were not given opportunities to participate in the policymaking and implementation processes, less so service delivery (Cloete, 1995:2; Houston, 2001: 208; Rogerson, 2001:249). The function of controlling citizens' actions at local government level was strongly emphasised (White Paper on Local Government, Notice 423 of 1998). Involvement in the policy-making processes was limited to compliance with public policy. Black citizens of these metropolitan areas faced problems with regard to the provision of basic services such as the supply of water, electricity, provision of housing and related matters. Lack of participation in decisions on delivery compounded the problem (Cloete, 1995:3). "Civil society participation in black local government was absent" (Houston, 2001: 208).

During the apartheid era the poor and vulnerable members of society were not able to participate in governance and government institutions were not there to cater for their needs and aspirations. Through the segregation of towns and rural areas, the apartheid government started to confine blacks and the poor through apartheid restrictions sought to prevent poor (black) people from interrupting the urban areas that were meant for white people. Black people were denied the right to become entrepreneurs and were also restricted from working in certain urban areas.

Apartheid thus prevented black people from gaining relative wealth or access to a middle class status. Through grand apartheid and labour legislation, the majority of black people or workers were confined to permanent labour class status. This was done through the failure of the government to allow black

people to participate in the decision-making processes even in matters that affected them. In essence, black people become passive citizens who were taught to rely on government for services. The services provided were not of a high quality as the government provided only that which it deemed necessary to maintain a stable workforce (DBSA Development Report, 1998:4). The current poverty challenges, and a large poor population as well as one of the most pronounced disparities of wealth in the world are a result of the apartheid policy of segregation. This view is clearly articulated thus, such disparity is not only morally indefensible, but is also a major contributor to social inequality. Meeting basic needs of all South Africans is not only an essential requirement for redressing the inequalities of the past, but is also important in normalising the economy in order to achieve the economic growth necessary for sustainable development” (DBSA Development Report, 1998:4).

Unlike the apartheid governance system that catered for the interests of the White minority, the governance system in the new dispensation has to cater for the needs of all South Africans. In its electoral manifesto the ANC set the scene for future policy. Accordingly, it pledged to promote representative and participatory democracy. This entailed the restructuring of state institutions to make them “efficient, effective, responsive, transparent and accountable” (Edigheji in Mhone and Edigheji, 2003:70).

The release of the new constitution, the Green and White Papers (1997, 1998) changed current thinking to include co-operative governance, development roles and public participation (See Green and White Papers, 1997 and 1998; Ismail et al, 1997:66; Houston, 2001:208-209). Co-operative governance would mean fostering a constructive relationship between civil society, trade unions and the democratic government. This would involve the establishment of participatory structures to promote consultation and enable civil society to take part in decision-making processes and implementation. Policy formulation and implementation would be a people- driven process. As the ANC (1994:5) argued: “Our people, with their aspirations and collective determination are our most important resource”. This is premised on the

assumptions that social and economic development would require empowerment of the people for active participation in the policy process (Edigheji in Mhone and Edigheji, 2003:70).

In this exploratory case study, the researcher will investigate whether the Tshwane Metropolitan Council has been able to implement sufficient and sustainable service delivery programmes in tandem with public participation in one former African township, namely Atteridgeville-Saulsville since 1995.

The study is predicated on the understanding that, following two electoral terms of establishing legal frameworks and institutional mechanisms, the majority of people expect township development and service delivery to take place more efficiently and in a sustainable way.

One of the assumptions of the research is that during the apartheid era policy decisions on the desires and needs of citizens were taken without proper consultation. A second assumption is that local communities in areas previously known as townships (including Atteridgeville-Saulsville) expect better and more sustainable services under the new regime. This relates to the general rise in expectations by the populace since the advent of democracy in 1994.

1.3. AIMS OF THE STUDY

This research project and the resultant research question to be answered in terms of the selected case study aim at the following:

- (1) An exploratory investigation into the immediate past and current ability to implement sustainable service delivery programmes.
- (2) Whether the relevant municipality/local government is indeed promoting service delivery in Atteridgeville-Saulsville.
- (3) Whether there is an observable positive impact of public participation in policy formulation and implementation and the service delivery processes.

1.4. THEORETICAL FRAMEWORK

The democratic changes in South Africa presented an opportunity for citizens to participate in several policy processes such as the formulation, implementation and delivery thereof. It requires that in all decisions taken, citizens' views should be informed by needs and interests for the community. Through the attainment of democracy, citizens are able to participate fairly and are treated equally with one common objective of creating a better service delivery in the quest to address social imbalances (Khosa *et al*, 2001). This is also to apply to local government and service delivery (Manchidi and Merrifield, 2001:409ff; Rogerson, 2001:271ff).

Delivery analysis has become an important part of understanding sustainable development (Kaufman in Bigham *et al*, 1991; Hogwood and Peters, 1983:165; Parsons, 1995:491). The research approach here relates to the three aims above and will utilise two related frameworks regarding delivery analysis.

Delivery analysis encompasses:

- The delivery mix in which the public sector/bureaucracy and community networks play a role (Parsons, 1995:493).
- The community as a complimentary – for some even an alternative-source that contributes to community development, community action and community service aimed at sustainable delivery adds a second perspective to delivery “success” (Parsons, 1995:493-494; 504-505).

In terms of these related frameworks the researcher will investigate service delivery by the local governments in question over the past years in relation to Points 1-3 and 5 above (see page 2). The crux of the matter is whether the living conditions of black citizens and policy in relation to this sustainable service delivery, have since changed for the better under current delivery systems. In other words, are the constitutional obligations delegated by the new constitution and the White Paper after democratisation to local

government being translated into sustainable delivery of services through increased community participation? The above research question will receive attention here.

The researcher proposes that a possible solution to these problems lies in the clear implementation and delivery of policy, coupled with maximum public participation. Lack thereof creates disparities in the implementation of sustainable development programmes in the area under discussion.

By making use of insights from decision analysis, especially perspectives on delivery-analysis, the research question will be addressed (Parsons, 1995:457ff). The study maintains that interactive governance is essential to promote service delivery. In answering questions 1, 2 and 3, the study aims at optimising implementation and delivery at local government level in the Atteridgeville-Saulsville area. This will be done through the use of policy insights around policy delivery analyses mentioned above.

Delivery analysis, having become an important focus since the 1980s in the public sector management (Hogwood and Peters in Parsons, 1995:491) the notion of the *delivery mix*, sometimes called the *welfare mix*, needs closer scrutiny. Such scrutiny includes taking a closer look at community and community networks and their interface with the bureaucracy (or as Colebatch and Larmour, 1993:108 refer to it – the hierarchy of public management). Closely tied to this is the community as an alternative or resource in attaining satisfactory levels of sustainable service delivery and local government development [Parsons, 1995:503) See also Gildenhuis, Fox and Wissink (1991:124] on public participation in decision-making as an imperative for accountable, delivery-orientated democratic local government.

Governments are “accountable” if citizens can discern representative from unrepresentative decision-making and can sanction and/or censure them accordingly, retaining in office those incumbents who perform well and ousting from office those who do not. Elections are a “contingent renewal” accountability mechanism, where the sanctions are to extend or not to extend

government tenure (Przeworski et al, 1999:40). Through election, citizens are able to make a decision on the preferred candidate to lead them or represent their interests. Elections are able to bring an individual into part of the whole or collective in the sense that, they can influence elections and policy outcomes. The institution of elections play three most critical roles, which are, confirmation of rights and duties for individuals within the state or public, right to determine their leaders and to influence policy decisions (Rose, 1989:39). Gould suggests that increased participation at all levels in a polity is the most viable mechanism for the representation of difference (Benhabib, 1996:11).

1.5. RATIONALE FOR THE RESEARCH

An exploratory case study such as this may assist in identifying shortcomings in the delivery of services in one particular case. As such it may assist in streamlining service delivery in a particular area. Some of the insights gained in this study may provide useful pointers for other local governments to improve service delivery and public participation.

Lastly, an exploratory study such as this may motivate other researchers and practitioners to take up research in similar areas in order to assist in problem solving and enhancing service delivery through increased public participation.

1.6. HYPOTHESIS

It is postulated that local government has in the past years, despite legal obligations and the development of policy frameworks to do so, failed, to a large extent, to deliver basic services to the majority of people mainly because of lack of consultative and participation process with Community Based Organisations (CBOs) in the urban area under discussion.

The hypothesis here suggests that lack of delivery as outflow of policy on sustainable development in the urban area resulted (and still results) significantly in a failure to implement sustainable development programmes at local government structures. More importantly, the research question

suggests that service delivery (the *delivery mix* or “*welfare mix*”) in tandem with public participation under-performed in Atteridgeville-Saulsville.

To restate the research hypothesis in simple terms: The question is whether policy related to sustainable service delivery has, since 1994, changed for the better? Whether the constitutional obligations delegated by the new constitution and White Papers to local government from 1994-1998 are being translated into sustainable delivery of services informed by the needs of citizens and the local communities of Atteridgeville-Saulsville? Are service delivery and public participation sufficient in one chosen case study when seen against the theoretical approaches outlined above?

1.7. METHODOLOGY

Information will be gathered from primary and secondary sources in order to answer the research questions and to achieve the objectives of the study. A limited qualitative component will compliment the research through in-depth interviews with civic leaders, community and council members. The interviews will be conducted by means of a pre-prepared interview schedule (See Appendix A for the Schedule) Organisations involved in local government affairs such as South African Local Government Association (SALGA) will be approached for information/documentation to add to the understanding of local government processes around service delivery.

The study will focus on policy documents to provide an analysis of the impact of sustainable development policies with reference to service delivery. The use of policy documents will provide insight into public participation in the policy- implementation and delivery processes under discussion. In terms of the research design, the researcher will access all relevant policy documents as well as public policy statements related to the chosen topic, inclusive of available documentation from the Local Government and Metropolitan Council. These may include notes or statements by councillors, community leaders and, where available, resolutions by the Pretoria/ Tshwane Metropolitan Council. The outcome of the analysis seeks to provide a better

picture of the state of improvement in the lives of the Atteridgeville-Saulsville citizens, and on issues of enhanced service-delivery.

The research frameworks or perspectives on the delivery mix or welfare mix (Hogwood and Peters, 1983:165ff; Parsons, 1995:491-502) and the role of community participation (Parsons, 1995:502-508; Houston, 2001: 209:214) will underpin the theoretical and analytical part of the study. In doing so, the researcher will make use of the afore-mentioned perspectives of the intermediate policy analysis, but especially delivery analysis (Parsons, 1995: 457ff). This suggests that strengthening relations with citizens and policy-makers should improve public participation as a core element of good governance and service delivery.

This exploratory case study will mainly rely primary on sources such as relevant policy documents and development reports, official government publications, South Africa's constitution, white and green papers, legislation and policy documents of the Tshwane Metropolitan Council and documentation related to Atteridgeville-Saulsville. Secondary sources will also be utilised. Secondary literature can be divided into, published books, journal articles, thesis, dissertations and media sources such as newspapers and digital media, statements and agendas, where available. It is likely that a greater part of the study may be descriptive. Where, in the course of the study, insights may be gained on weaknesses or strength, achievements or under-achievements, these would be shared with the reader.

Articles in the media where available and applicable will be utilised to inform the context and illustrate the views of community members vis-à-vis council officials. In this way the printed media (especially local media) may enrich the "collage" of community politics related to service delivery and participation.

Extensive consultation and analysis of written sources will be complimented by a limited qualitative approach where interviews will be held with two selected members of civics, two selected community members and two councillors. These six interviews will be recorded, transcribed, summarised

and analysed. Face-to-face interviews will add value to the research. The aim of this qualitative component is to gain further insights in the weaknesses and potential strengths of service delivery at local government level in Atteridgeville -Saulsville.

In accordance with qualitative research practice elsewhere interviews will be conducted anonymously and no names will be attached to any statements. As required the researcher will strictly maintain confidentiality throughout the research.

It lies in the nature of exploratory research and in the case study approach that sources, materials and qualitative interviewing may lead the researcher to new insights. The outcomes of a study such as this are not predictable but aim to provide a better understanding of the processes involved and, hopefully, through preliminary analysis identify pointers to enhance policy processes and delivery of services on local government levels.

1.8. LITERATURE REVIEW

According to the White Paper on Local Government, Notice 423 of 1998, the implementation of policies during apartheid was done without consultation because black people were not given an opportunity to participate in the policymaking and implementation processes (Houston, 2001:20). Their involvement in the policy-making processes was limited to compliance with public policy.

Apartheid has left its misery on South Africa's spatial settlements and municipal administrative institutions. The Group Areas Act, no 41 of 1950 and 77 of 1957, as amended is a key piece of apartheid legislation that instituted strict residential segregation and compulsory removal of black people to 'own group' areas. Various theorists and historians pointed out that the Group Areas Act, together with legislation on racial classification, underpinned pre – democratic South Africa's urban identities (the White Paper on Local Government, 1998:1; Horrel, 1971:31; Liebenberg and Zegeye, 1998:3,7,9ff)

Apartheid depended on multiple strategies of urban control including job reservation, racial and residential segregation, the manipulation of African urbanisation, the differential regulation of building codes and land provision, the provision of separate and inferior services such as public transport and, of course, outright racist representation in the urban sphere through the removal of land rights, the denial of tenure and the removal of the vote. As a result of the complex web of laws and regulations black people suffered and are poor (Parnell *et al*, 1998:79).

The post-apartheid political dispensation in South Africa requires that local government restructuring should take factors such as democracy, efficiency, effectiveness, responsibility, responsiveness, non-racialism and non-sexism into account (Ismail *et al*, 1997:13). The holistic nature of the concept of development is illustrated by Burkey (1993:35-39) when he argues that development embodies four interdependent dimensions: human (personal), economic, political and social development. Development should thus be seen as an interdependent, multidimensional process that places high emphasis on participation and, through participation, empowers those who are the beneficiaries of a sustainable development process (Liebenberg and Theron in Liebenberg and Steward, 1997:124-125). Commonly the poor have been reduced to passive recipients of often-inappropriate goods and services supplied individually rather than on an integrated basis (Brohman, 1997:270).

Participatory democracy at local government level encompasses a different view of people and of the kind of leadership that is pertinent to their lives (Houston, 2001:208-209; Laver, 1983:147-166). “Local government must promote public participation in the management of its affairs. This can be done by creating avenues and opportunities for the public to participate in local policy making structures ... local government must be accountable to its electorate and, where necessary, to other stakeholders ... local government must promote transparency and supply the public with timely and sufficient information ... local government must provide reasons for decisions taken and communicate these to the public”. Local government should create a conducive environment for community members to participate in the decision-

making process. It should facilitate community participation by ensuring that voters are able to exercise their voting rights, and that community structures, as organisations that represent community interests, are involved in the decision-making processes. It is the responsibility of local government to provide quality services in return of the service payments made by community members (Ismail, 1997:10; Mogale, 2005:137).

Local government should ensure participation in the decision-making process, and target all sectors of the society including marginalised groups such as women into the government structures. When the marginalised begin to understand the extent to which government operate and also issues that constitute the social environment, they begin to cooperate with the political system or public representatives. The result will be that both the “governors” and the “governed” will start to work in a collective manner to address community needs. The end result will be that significant changes begin to take place in the locality, which includes the empowerment of communities through access to services (Mogale, 2005:138).

Developmental local government has a crucial role to play in providing basic services (such as water, sanitation and electricity) that are fundamental to both social and economic development, and through promoting local economic development (LED) they support national economic growth (DBSA Development Report, 1998:3-4). Developmental local government also focuses on meeting the needs of the poor through increased delivery of services.

Local government structures and Developmental Local Government are described as, “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives” (Odendaal, 2000:222).

Omiya in Hussein (2003:87) regards popular participation as a cornerstone of good governance and defines it as the active involvement of people at the

grassroots level in the choice, execution and evaluation of programs designed to improve their livelihood. The process of citizen participation involves legal residents or citizens taking part in purposeful activities in relation to the political units at the local level in which they are part. Citizen participation is regarded as the best way to address the felt needs of the local people; to realise grassroots democracy; to ensure fair and equitable distribution and access to resources; and obtain maximum utility of local resources to development (see Hussein, 2003:87ff).

Popular participation is about the facilitation of opportunities that will permit community members to play a meaningful role in the development process and to equally share the benefits. Accordingly, the government has the responsibility to respond to the needs and aspirations of the people. This is in line with the understanding of democratic principles that view democratic government as “self-government – that is, government that derives from and responds to the wishes of the people”. Serving the interests of citizens does not mean that such interests will be satisfied all the time; but rather in the long term. However, the new dispensation requires that local government serves people with sensitivity as well as being responsible to the needs and demands of the community. Local government should be committed to the improvement of services at the grassroot level (Atkinson, 1992:7).

Local government structures should seek to facilitate maximum participation of civil society, private sector and communities in decision-making and developmental initiatives of local authorities. The process of public participation is there to demonstrate the process of policy-making and implementation (Masango, 2002:52). Through participation in developmental issues, citizens are able to gain motivation in engaging with the political system to an extent that, they develop self-confidence, self-reliance, pride, initiative, creativity, responsibility and cooperation... and a basic human need. They begin to understand their social, economic and political situations to an extent that, they are able to develop mechanisms to be taken in order to address the challenges (Burkey, 1993:56).

Participatory democracy emphasises direct involvement in the decision-making process. According to Turner, (1978:37-38), “participatory democracy is a social system required for the satisfaction of human needs and must be one that enables (1) individuals to have maximum control over their social and material environment and (2) encourages them to interact creatively with other people”. The researcher has noted that, for most analysts, participation emphasises the decision-making role of the community. Such participation helps to improve the design of policies so that they correspond to the needs and conditions of the people to whom they are directed (Brohman, 1996:251-252). But more importantly in this study, the researcher focuses also on what follows decision-making; namely, implementation and delivery (Parsons, 1995:457ff).

According to *The Green Paper on Local Government* (1997), local democracy can be fostered in many ways. The importance of effective representation of community interests by elected Councillors in the decision-making structures of local government, for example, can never be over-emphasised. The elected council remains at the heart of local democracy, provided that, electoral competition is open and regular. However, the contact between municipalities and communities need not be limited to election and representation. On the contrary, increased citizen involvement will increase municipalities’ ability to effectively shape viable human settlements (Ismail *et al*, 1997:110).

The decentralisation of government is meant to promote opportunities for citizens to engage or participate in public policy. However, such participation can be done through various forums of interaction such as consultative meetings, town meetings and organs of civil society such as civic organisations and ratepayers associations. Citizen participation in public policy, whether direct or indirect, is essential for democratic local government. However, participation becomes meaningless unless local authorities have sufficient functions, powers and resources to implement policies and decisions (Ismail *et al*, 1997:110).

It is important to note that Local Government structures should be in such a way as to ensure maximum participation of civil society and communities in decision-making and developmental initiatives related to the delivery of services by local authorities, in this particular case Atteridgeville-Saulsville. Public participation is thus necessary in order to democratise the process of policy-making and implementation (Masango, 2002:52).

Service delivery represents another path for municipalities to address the social backlog created by the apartheid policy of segregation. The White Paper on Local Government (1998) asserts that “ basic services enhance the quality of life of citizens, and increase their social and economic opportunities by promoting health and safety, facilitating access to work, to education, to recreation and stimulating new productive activities”. Service provision to the newly incorporated communities is often difficult to achieve, with the huge challenges being in areas where large sections of this communities are afflicted by high levels of unemployment and poverty, historical backlogs in infrastructure and services, and the uneven spread of economic resources. Under these circumstances, notions of a constitutionally guaranteed “right to services” linked to full cost recovery become highly problematic, especially where service subsidies for the vulnerable are unavailable (Mogale in Mhone and Edigheji, 2003:233).

Access to water was recognised in the constitution as a fundamental human right, the provision of which government is committed to. The majority of respondents ranked access to running water as the most important local service in December 1998. It is significant that government has also prioritised this service since 1994 (Khosa, 2000:251). During the election campaign, the ANC promised to deliver one million houses in five years. Apart from introducing new housing policy legislation, new institutional arrangements were also created to deal with the housing backlog (Khosa, 2000:4). Apart from health care delivery and job creation, the provision of affordable housing has been one of the most central delivery issues since the 1994 elections (Khosa, 2000:256). The electrification programme forms part of Eskom’s distribution function. Eskom estimates that approximately 59% of all

households were electrified by the end of 1997 (Khosa, 2000:5). The denial of adequate health care to the majority of South Africans was one of the most inhumane aspects of the apartheid system. Since 1994, the government has spent enormous resources and energy to extend health care to those who were disenfranchised prior to 1994 (Khosa, 2000:7).

The new governance system, while acknowledging the changing role of the state, stresses that government, civil society and markets all have important roles in public governance – achieving social good and minimising social ills. All these actors must adhere to basic norms of good governance: transparency, accountability and absence of corruption. UN definitions tend to confine the role of the state to that of the night-watchman, providing a conducive climate for private agents to function. However, it is argued here that government does not imply the importance or the end of the state, as asserted by scholars such as Ohmae (1990), but a reconfiguration of the state and governance capacity. It is especially so as the state is a major agent of some of the transformations taking place in the global arena. As governments reduce their role due to the privatisation of previously public functions, civil society organisations have sprung up to fill the gap in the supply of basic services. Also, new global problems have engendered the revival of civil society organisations, including human rights organisations, environmental groups, the feminist movement, and HIV/ Aids advocacy groups (Edigheji in Mhone and Edigheji, 2003:74).

It is, therefore, argued that the emergence of new social actors and new problems calls for co-operative governance. The argument is that through intense linkages between the civil state and civil society (that is, co-operative governance), the state agencies are able to gather sufficient information and co-ordinate policy formulation and implementation and by extension, enhance the robustness of the state apparatus. Co-operative governance thus provides a mechanism for feedback, information sharing and co-ordination between the government and civil society organisations. Where civil society participates in the agenda-setting, the formulation and implementation of policy to address the issues of social exclusion engendered by corporate globalisation, it

enhances its belief that the policies will actually work in its favour. Another justification for co-operative governance is that it enhances openness and transparency in the formulation and implementation of socio-economic policy, as well as incentives for public participation in public life and, consequently, minimises the distance between citizens, communities and the state (Edigheji in Mhone and Edigheji, 2003:73-74). Participation in decision-making, as well as in implementation, means that stakeholders can hold the government accountable for public policy and services. As scholars such as Paley (2001) note, participatory processes and structures have the potential to demobilise civil society and legitimise the neo-liberal agenda. Civil Society Organisations that participate in agenda setting and implementation are more unlikely to protest against such policies (Edigheji in Mhone and Edigheji, 2003:75-76).

1.9. DELIMITATION OF STUDY

The study will be limited to Atteridgeville-Saulsville as a historically disadvantaged local government and area of jurisdiction. The research will investigate the nature of participation in the delivery process. The case study has been selected to gain maximum information from one particular community within a chosen geographical area covering the years 1995-2005 in order to enhance knowledge (and where possible make proposals) on service delivery in the area. Horton and Hunt observe: "The case study is a complete, detailed account of an event, situation, or development" (1987:34). As such it can provide powerful evidence to be used by future researchers.

1.10. CONCLUSION

The apartheid policy of South Africa has denied black people access to basic services and, consequently, led to a governmental system that provided inferior services. This was because blacks were not allowed to participate in the decision-making processes. They were also denied the right to be entrepreneurs and accumulate wealth. This denial resulted in high poverty levels within the black communities, which are a challenge for the new government. However, the establishment of democratic local government

system may be seen as a milestone in the improvement of the lives of the poor and vulnerable sectors of society. Central to it is the mandate given to local government structures to deliver quality services informed by the needs of the people. Citizens, represented by various civil society organisations are encouraged to engage with the system. However, it is important to note that, public participation may also have its flaws. The delivery of services may also not be the responsibility of one sector of society. In essence, such a responsibility may not be the mandate of the state alone but also of other sectors within society such as voluntary and private sectors. So, public-private partnerships are important in the delivery of services.

The analysis of the welfare mix and/ or delivery mix will help to create an understanding of the importance of partnership in the delivery of services. Secondly, it will reflect on the strength and weaknesses of public participation and the manner in which such strength can be maximized to contribute in the delivery of services.

1.11. STRUCTURE OF THE MINI- THESIS

Chapter One: Introduction

The chapter introduces the research by explaining what the research will be about and how it is structured. The research approach, aims and methodology are discussed. The chapter elaborates on the chosen research methodology to be applied and its possible value.

Chapter Two: The two approaches on delivery of services

The chapter outlines theoretical underpinnings as well as the two theoretical approaches, namely the mixed delivery or welfare approach and the need for and interaction of community participation through a survey of available official documentation and scholarly review of literature. It demonstrates the complimentary nature of the two approaches towards enhancing service delivery in the Atteridgeville-Saulsville local government area. This approach

forms the basis from which the local government structures and operations in the area of discussion are investigated.

Chapter Three: Atteridgeville-Saulsville: Historical background and focus on the case study

The historical background and the origin of local government in Atteridgeville-Saulsville are outlined in this chapter. Attention is also given to the transformation or democratisation of Local government since 1995 in the area under discussion. Where necessary to highlight the case study ample references to, or information regarding the changes in the Tshwane Metropole are made. The case study is then be addressed in terms of the delivery of services and public participation making use of the theoretical framework(s) and methodology as outlined in Chapter 2 above.

Chapter Four: Public participation and delivery of services in Atteridgeville-Saulsville

This chapter attempts to describe firstly, and analyse secondly, service delivery in the chosen case study and the relevance thereof. The close link with, and context of public participation in the delivery process forms part of the discussion.

The chapter critiques delivery-policies in Atteridgeville-Saulsville in terms of the two chosen theoretical approaches and examines how such delivery of services can be enhanced. Both the study of documentation (original or secondary) as well as the interviews as part of the qualitative approach, contribute to this chapter. An analysis of primary, secondary and public materials as well as that of the six interviews inform the descriptive and analytical element of the study and leads to the concluding chapter where proposals are suggested.

Chapter Five: Conclusion and Recommendations

This chapter summarises the project and offers possible recommendations towards sustainable service delivery complimented by public or civic participation with regard to the case study. Some pointers relevant to other local governments – where such insights are gained by this exploratory case-study are offered. The latter may be of use for other local governments in their deliberations on public participation and optimum service delivery. It may also be of help to future researchers and practitioners in the field.

CHAPTER TWO: THE TWO APPROACHES ON DELIVERY OF SERVICES

2.1. INTRODUCTION

This chapter seeks to highlight the importance of a multi-prolonged approach to service delivery in South Africa. According to the constitution, South Africa is comprised of three spheres of government. That is national, provincial and local. “These spheres are distinctive, interdependent and interrelated” (Constitution of the Republic of South Africa, Act No. 108 of 1996). The *delivery mix* will focus on the services to be provided by the local government sphere in partnership with other spheres of government such as the provincial and national. It will also look at the public-private partnerships existing amongst the government, private sector and Community Based Organisations.

The research will look at the manner in which all these partnerships can contribute to the delivery of services in order to create a better life for all. The chapter will also reflect on how the public sector or state can integrate with various community-based organisations in their planning and implementation of programmes. Whilst, it is important for the three government spheres to have inter-governmental relations, such relationships should focus on participation by members of the public in what is referred to as *people-centred development*.

Local government is regarded as that sphere of government that is closest to the people. This chapter will also examine the relationship or partnership between the government and the private sector or market in the delivery of basic services to the poor, needy and vulnerable groups.

2.2. SPHERES OF GOVERNMENT IN SOUTH AFRICA

The South African Constitution of 1996 established the three spheres of governance in South Africa. According to the constitution, each of the three spheres has a specific mandate in the advancement of the government's

service delivery programme. According to the constitution, the national government is required to focus on the development of national policies, whilst the provincial government is given the mandate to provide services that cannot be provided by the local government. The provincial government, through the provincial legislature is entrusted with the responsibility to ensure citizens' participation in the decision-making process. The South African Constitution does not merely allow citizen participation but it makes it the responsibility of government to ensure public participation. Local government is regarded as the government closest to the people and, therefore, it is entrusted with the responsibility of providing services such as water, electricity, and refuse removal to local communities.

Local Government is entrusted with the responsibility to provide users with services like electricity, water and sanitation, but also provide public facilities such as municipal and household infrastructure, streets, street lights, and refuse collection. Furthermore, the South African constitution encourages co-operative governance that forces the three spheres of governance; national, provincial and local governments to cooperate and negotiate political and budgeting issues amongst them (White Paper on Local Government, 1998:23)

2.3. PRIVATE SECTOR ORGANISATIONS

The South African government is comprised of various structures that are referred to as public sector organisations. This is in contrast with Rose's assertion that public sector organisations includes organisations such as Non-Governmental Organisations and Civil Society Organisations. According to Rose, an organisation implies the existence of public sector organisations that are not part of government (Rose, 1984:14). This is in contrast to the South African Constitution that refers to public sector organisations as only government institutions and refers to other organisations that are not public entities as voluntary organisations, Community Based Organisations or private sector organisations. According to Cloete, (1996:4), the private sector embraces numerous private economic enterprises, voluntary organisations and interest groups such as trade unions, political organisations or parties,

and other organisations representing the needs and interests of members of society or a community. The researcher will use the above-mentioned description of the private sector as a basis for the subsequent discussion.

Civil society is seen in different forms, that which is identified with the business sector and trade unions, those that see civil society as a public sector, community and business organisations; others see it as community organisations and political parties or issue directed civic groups without business involvement. Civil society is defined as “an inherently pluralistic realm, distinct from, yet interacting with the state, and processes of production, consisting of numerous associations and organised around specific interests with the following characteristics in common: communally organised, independent, voluntary, autonomous, able to form links with other interest groups and do not, in any way, seek to set themselves up as an alternative authority to the state” (Camerer in Liebenberg, 1993:14). The researcher understands civil society as voluntary sector that consists of various interest groups operating independently and able to link with other community structures for the common good of society. In the whole of the research when I refer to civil society, I will apply the one definition that I have just discussed above.

These organisations play a meaningful role within society and have influence by reaching areas where the government cannot because of their ability to operate as interest groups. As a result they are able to influence all sectors of communities. The role of these organisations cannot be seen in contradiction to that of government organisations. It should rather be seen as a complementary role. It has to be acknowledged that there are issues that Community Based Organisations or any other organisations cannot perform unless the government offers support. Also, there are services that government, on its own, has no capacity to take to the communities’ such as electricity, water provision and refuse removal without the cooperation of the private sector.

2.4. PUBLIC-PRIVATE PARTNERSHIP IN THE DELIVERY OF SERVICES

Government, in line with the philosophy of public-private partnerships, has to contract private sector organisations to deliver such services on its behalf. The contract between government and the private sector is important for the improvement of the lives of the poor. This mix between the government and private sector organisations is important and likely to remain in South Africa for some time. For government to address the social imbalances created by apartheid, there has to be a workable social contract between the public and the private sector. The mix is important in dealing with the problem of social backlog.

In terms of current requirements, both the public and the private sectors should establish what are referred to as public-private partnerships. The argument is that both the public sector and the private sector need each other in the delivery of basic services within communities. For quality services to be provided there is a need for the public and private sectors to work together in partnership. The partnership should be on services that the government does not have the ability to deliver, such as provision of electricity. The South African constitution requires that municipalities be able to attract the private sector so that the two can work together in the delivery of basic services to the communities. In this case, municipalities are encouraged to lobby the private sector in the delivery of services. The same partnership should be established amongst the three spheres of government.

2.4.1. The role of local government in public-private partnerships

Local government is entrusted with the responsibility to deliver services to the communities. The Tshwane Metropolitan Council, which is the Metropole that this study focuses on, is currently providing these services to communities. “Metropolitan Councils were assigned powers to deliver a multiplicity of programmes, such as social services, public health, housing, refuse collection and policing, which are divided amongst four or five ministries in central government” (Rose, 1984:159-160).

In essence, local government exists to deliver basic services to all citizens under its jurisdiction. There is a clear distinction between what the local government offers and what private organisations offer. For the local government to be able to deliver quality services, it should be informed by the needs or demands of its citizens. Accordingly, forums should be established to facilitate citizens' participation in determining demands and needs. That is, it provides a mechanism in which citizens are able to interact with the elected officials specifically, in this regard, the councillors. This accords well with the mandate of local government, that of ensuring citizens' participation through ward committees established through-out the country at a local government level.

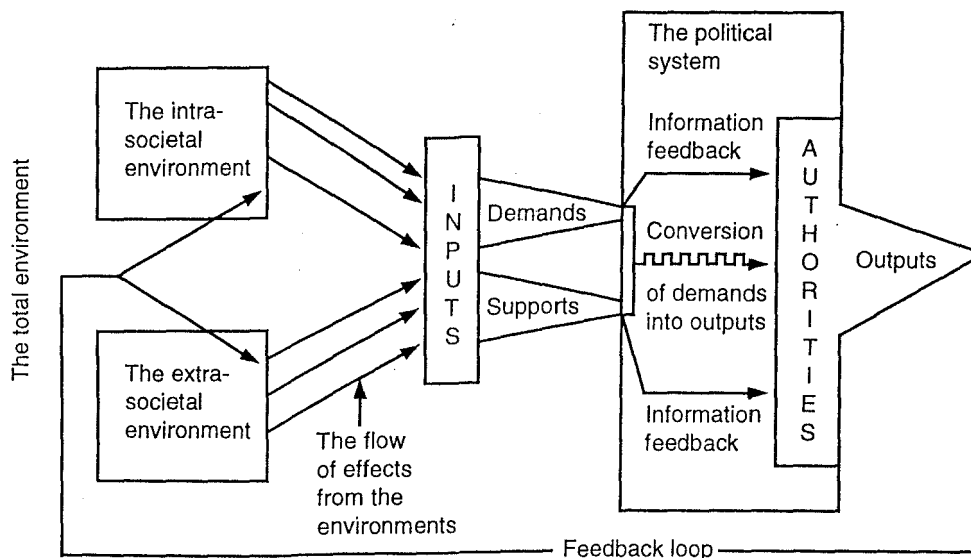
By virtue of its being closer to the people, local government is mostly regarded as the most organised as compared to other organisations outside government whose leaders are not appointed according to the wishes of its citizens or elections. These organisations are required to be transparent and accountable to their constituency. However, recently, in South Africa, there have been protests taking place in which citizens' complain that elected councillors are no longer accountable to them. The Tshwane Metro Council has also come under pressure by dissatisfied community members unhappy about poor service delivery and what they see as the municipality's flawed billing system. Newspapers and Atteridgeville/Saulsville Concerned Residents Association (Ascora) spokesperson further reiterates this by saying that: "Service delivery had gone from bad to worse". There were scores of residents throughout the area who were without electricity and water-borne sewerage" (Hlahla, 2005:1). The Metro Watch has recorded complaints from citizens thus, "The city's utilities have responded well to the individual complaints but some residents are angry that they had to resort to a newspaper to get their problems solved. Some say, they have been waiting for years to get their complaints attended to, yet after one phone call from *The Star*, they were resolved instantly" (Cox, 2004:7).

The indication is that, local government is not able to facilitate that interaction with the communities, in trying to understand the needs and complaints of

such communities. The lack of such interaction between the spheres of government and its individual citizens results in poor service delivery or in the implementation of service delivery programmes that are not informed by the needs and aspirations of the ordinary citizens.

In this regard, the state will be absconding from its responsibility of providing social order through the provision of services. The state has been assigned the responsibility to ensure that there is social order and stability within the society.

Figure 1: The Eastonian 'black box' model



Source: Parsons: 1995:23

Local government should be informed of the needs and demands of the citizens of the state. The state is comprised of the political system that has the executive, legislative and judicial authority. The author refers to society as comprised of three interdependent areas. The interaction is comprised of demands and support that flows from the environment as inputs. Accordingly, all these processes interact timeously between each other through the inputs that filter through the political system as community values, needs and wants. These values, wants and needs come out of the political system as outputs in the form of a policy that needs to be implemented. The political system is

comprised of the Executive made out of elected officials, the legislative comprised of members of the legislature, lawmakers intended to provide safety and security or protection services to the citizens. The executive authority responds to issues from the environment through outputs such as policies and service delivery (Van der Walt and Helmbold, 1995:15-16; Easton, 1965:21-30; Dye, 1998:35-36).

According to Dye, (1998:35), “the concept of system implies an identifiable set of institutions and activities in society that functions to transform demands into authoritative decisions requiring the support of the whole society”. This statement clearly indicates that for the system to be able to deliver services, there is a need to do so in partnership with the society. These processes should not be seen as an obligation of the state but an initiative society should also take forward in order to achieve the objective. For development to take place, there should be collective action amongst all the stakeholders within the community. In this context, “government will provide public goods that could be costly when provided by the market”(Dye, 1998:35).

People or members of society are required to interact with the political system. A case in point is the Mayoral meeting that takes place between the Mayor of Tshwane Metropolitan Council and members of the Metropole. During this meeting, the Mayor listens to the needs and demands of people and also responds to some of the questions that are posed by members of society. On the basis of these kinds of meetings, the Council is able to implement the required services to all the areas under its jurisdiction.

The system theory as presented by Dye, (1998:35), gives an indication that society operates in a manner that is interdependent. This means that society and the state operate as one organisation that exists as long as humanity exists and is determined by continuous interaction in terms of policies and service delivery. It also shows that the organisation is not only functional because there are elected officials but that such elected officials are there because of a mandate that needs to be executed. The issue of partnership is ideal in the sense that for the constituents to remain effective, there is a need

to ensure interaction between the elected and their constituents. The point is further strengthened by Dye when he mentions that “elements of the system are interrelated and can respond to forces in its environment, and that it will do so to preserve itself”(Dye, 1998:35).

The same interaction between the environment and the political system happens between the government organisation and its citizens. The government has the responsibility to listen to the demands of citizens and allow such demands to filter into the system. In the case of local government, councillors are seen as comprising the executive authority and the Mayor’s forum as the legislative authority. In this case, society takes its demands to the local government sphere or the metropolitan council. The demands filter as inputs or needs that have to be translated into service delivery. The demands or needs filter into the system through public participation processes and come out of the political system as outputs or required services. It is important that efforts to deliver quality services to the public happen in effective co-ordination between the state and private organisations. This is because though local government has been given the responsibility to deliver much needed services to communities, the role of the provincial and national governments should not be undermined. In the South African context, the national government sees local government as a logical point of co-ordination and necessary vehicle for the implementation of policies.

The provincial government may decentralise some of the functions to the local government. However, a recent study conducted by the Department of Provincial and Local Government identifies service delivery as a challenge in some of the municipalities in the country. The report reflects that some municipalities are not able to deliver quality service as a result of inherent challenges relating to institutional inability to respond to the demands and supply coming from the environment. This problem is exacerbated by weak structures and mechanisms to encourage public participation so that the demands and interests of the public are met (Department of Provincial and Local Government, 2005. National Capacity Building Framework for Local Government:18, www.dplg.gov.za/documents/generaldocuments).

2.4.2. Involvement of Public Sector in service delivery

The challenge that faces local government is to address the legacy of apartheid. This may not only be done through the application of partnership amongst the three spheres of government but also by other organisations that are involved in the betterment of lives of the poor. In essence local government should strive to promote co-operative governance and the application of the redistributive economy that seeks to improve the lives of all South Africans for the better. This is in line with the South African government's theme, "*Building a people's contract for a better life for all*". The government has noted the importance of partnerships with the people and various organisations in order to achieve a better life for everyone.

In order to bring closer the private sector organisations, the government moved closer to a *laissez-faire* approach to the economy. The more open approach to economic delivery implies a less-state centred hold on the economy. It reflects the decentralisation of functions (also with regard to service delivery) and a "smaller" or "leaner" state. The adoption of the current macro-economic programme GEAR, after the Reconstruction and Development Programme (RDP) has been jettisoned, changed the policy landscape – also with regard to local governance. GEAR is aimed at attracting both foreign and domestic investment into the economy. It was influenced by the view that the liberalisation of the economy will help address challenges posed by the apartheid legacy. It was also influenced by the understanding that domestic and foreign investment will create jobs and lead to the privatisation of some of the state assets which, in turn, will facilitate better economic growth.

Municipalities were also encouraged to establish partnerships with the private sector with the view of exposing local resources that will result in the growth of local economies to an extent that, people no longer rely on government for employment and for other services that can best be offered by the private sector. In so doing the government developed the Growth, Employment and

Redistribution Strategy (GEAR). GEAR was also meant to deliver services that cannot be provided by the state to communities. The GEAR policy emphasises economic delivery as a responsibility of the public and private sector. This delivery could only be achieved through partnerships and not by regarding the private sector as a source of private investment. Through the partnership, the state should aim to address infrastructural and other service delivery needs whilst simultaneously reducing state expenditure (Marais, 1998:165). Similarly, local government structures are required to enter into partnerships with the private sector as they cannot deal with infrastructural and service delivery backlogs without the involvement of private sector organisations (White Paper on Local Government, 1998:33-35).

2.5. PUBLIC- PRIVATE PARTNERSHIP

2.5.1. Partnerships with the markets or business sector

When the democratic government was established in 1994, a new culture was brought within governance where government sees other role players such as business and trade unions as equal partners. In so doing the government was addressing an attitude that existed prior to 1994, where government saw itself as the dominant force within the society. During the apartheid period, government viewed other partners as inferior and incapable of playing a developmental role in society. The government did not want a situation in which it imposes itself on other partners or use its powers over the subsidiaries. The importance of involving other partners was emphasised with the introduction of the Reconstruction and Development Programme (RDP). The programme came as a result of government's effort to accommodate divergent views that exists within society. The government consulted all relevant stakeholders towards the finalisation of the RDP document. These stakeholders include, amongst others, the business sector, labour unions and civil society. In so doing, the government was trying to fulfill its constitutional mandate of ensuring that there is co-operative governance that will bring together public-private sector organisations. The RDP document calls upon all sectors within the society to co-operate towards a common vision of

providing basic needs, economic growth, vigorous civil society participation and initiative, and a democratised state geared towards addressing the needs of the society (Marais, 2001:232, 236-237).

The idea of co-operative governance as put forward by the new government is contrary to the apartheid government policies. Unlike the apartheid governance system that has provided services to a small section of the society, the governance system of the new era provides or aims to provide services to all South Africans regardless of race or colour. The establishment of this relationship will result in the development of participatory structures that encourage civil society organisations to participate in policy-making and implementation processes (Edigheji in Mhone and Edigheji, 2003:70). The White Paper on Local Government calls on municipalities to provide resources to local organisations operating within the community as a means of unleashing trust, support and building relationships or partnerships with organisations committed to service delivery improvement (Parnell *et al*, 2002:174 -175).

The researcher, however, would like to suggest that the whole idea of partnership could also be seen as flawed. This is because unless a line of clear demarcation has been drawn between the state and the private sector, it may have a negative impact on the delivery of services. The “public” and the “private” should therefore be able to agree on their mandates or clarification of roles within society. The latter may result in some important tasks or initiatives not being taken because there will not be a clear indication as to whose responsibility it is to deliver a particular service. The provision of health is an example where the state has a role to play in ensuring that health services are extended to the poor and marginalised groups of society. The private sector, on the other hand, also has a responsibility to deliver such services to local communities. Therefore, if the two institutions do not deliberate on service provision, there may be overlaps leading to sub-optimal service delivery.

Both the public and the private sector need each other in order for them to succeed in their mandate of providing basic services to communities. The

operation of the private sector is based on a regulatory framework provided by the government and, as a result, has to offer services to the state in return. The legal right for the private sector to operate is provided by the state and as such the private sector is accountable to the state. The state in return is accountable to society on what both the state and private sector are doing jointly. In this regard the two are required to have a cordial or co-operative relationship so that they can both play a meaningful role in a society wherein services are to be delivered (Martinussen, 1997:265).

2.5.2. Local government and the markets or private sector

The system of local government in the new dispensation is linked to the political economy. According to the post-apartheid development model, the market is seen as playing a central or critical role in the delivery of services. The assumption of this model is that there should be profit in the service provided to the communities. It is more about producer-consumer relationship which indicates that in order for the service provider to deliver more services, the consumer should be made to pay for the services. This is premised on the capitalist ideology as opposed to a socialist ideology. One could argue that for the state to deliver quality services, citizens should be made to pay for all the services such as water, electricity, health and refuse removal.

The government of South Africa has, over the past decade, been constrained in terms of facilitating economic growth that will benefit its citizens. The government has not been able to deliver services to communities due to a lack of resources and administrative capacity. In order for government to attract the private sector, it should free up markets and remove state controls and intervention in the private sector responsibilities.

The state on the other hand has a role to play that it can facilitate the development of non-tradable goods such as labour, infrastructure and public administration. Both the state and private sector should move from the same premise particularly as it relates to issues of employment creation and the provision of social safety nets. It is important that the private sector advocates

a “freer” labour market and other public works programmes and micro-enterprise credit. Unless these matters are not dealt with properly, there will always be conflict-taking place between the state and the private (Final Report: Poverty and Inequality in South Africa–Executive Summary, 1998:10. (www.info.gov.za/otherdocuments/1998/poverty/report.pdf)).

Whilst the view seems to be understandable, it also has its own disadvantages. For a country such as South Africa with two economies, the first and second economy, people living in the second economy may have problems in paying for such basic services. This will then mean that they are denied access to services due to lack of funds. The result hereof be increase of the gap between the rich and poor where the rich get richer and have access to services and opportunities that better their own lives. Similarly, it will result in the poor getting poorer, thus being denied access to services such as water, drainage systems, electricity and housing.

The apartheid government policy of segregation has contributed in the escalating of poverty levels in South Africa. It has also contributed in creating the gap between the rich and poor with the rich and those with access to services being mainly whites and blacks being denied such access to basic services, opportunities and therefore not being able to contribute meaningfully in the decision-making process. The same applies to the current situation where the market or private sector involvement contributes to the increase in the level of poverty. This is because of private sector rates that are so high to an extent that the poor and most vulnerable members of society are not able to afford them. The challenge South Africa is faces at the moment is a high unemployment rate which makes it difficult for the poor to pay for such services. The partnership between government and profit driven organisations or the private sector has some negative impact in the sense that though such institutions are able to deliver quality services, access to such services by poor members of the society becomes a major challenge.

Recently, there have been protests throughout the country with people demanding better services and a reprieve in the high payment rates paid for

access to basic services such as water, electricity and so forth. During the protests much blame was placed on the councillors for not been committed to the delivery of services, and also that councillors are not consulting with the grassroots citizens to get the feel of the needs and aspirations of the people. Therefore, it is important that councillors must reside within the communities they serve so that, they are able to consult communities regularly to get the citizen's views on matters affecting them through the use of questionnaires, community forums and other communication mechanisms. This will make them to understand community challenges and give them an opportunity to understand the needs of the citizens. This way problems could be addressed pre-emptively without the community becoming involved in protests (Reddy, 1996:12; Ismail *et al*, 1997:111).

2.5.3. Partnership with voluntary or non- profit organisations

Part of the private sector organisations may be the voluntary organisations, which have played an important role in South Africa during the apartheid era. It is important for the government to bring closer this sector of society because of its ability to reach-out to larger sectors of society such as, the poor and vulnerable groups. This sector has historically proved to be effective in the provision of welfare services. This is evidenced by the role it played during the apartheid government where the sector took over the responsibility of providing welfare services such as counselling, provision of care services to the old, children and vulnerable groups.

2.5.4. Local government and civil society organisations

In the current dispensation the same organisations may be used to reach out to the vulnerable and destitute groups of society which government might not be able to reach on its own. Through the involvement of the voluntary sector, the poor and the needy within society can be reached. Faith Based Organisations (FBOs) such as churches also played an enormous role during the apartheid era. Such institutions gave birth to charity organisations that provided welfare services such as food, blankets, medicines to the elderly,

those living with disability and other vulnerable groups within society. The partnership between local government and the voluntary sector, which includes the Community Based Organisations, Non- Governmental Organisations and other community organisations, will add value in service delivery because such organisations are able to deliver services to specific individuals in the community that the government on its own cannot reach. It is important to note that, these organisations are also referred to as private sector organisations (Parsons, 1995: 499).

These organisations according to Parsons should be “described more extensively and more accurately in terms of being private agents of public policy”. These organisations are, at the moment, part of what forms the *delivery mix*. These organisations have a stake in what is referred to as public-private partnerships, with their being part of the private sector. This view is contrasted by Rose who asserts that, “an organisation implies the existence of public sector organisations that are not part of government” (Rose, 1984:14). The researcher will refer to this sector as private in line with the market sector (Parsons, 1995:499).

It is important that the role of government in the community is augmented by the existence of both bureaucratic and non-bureaucratic institutions or organisations. Public and private sector institutions that include, amongst others, Community Based Organisations and private interest groups support the government’ role. This kind of relationship in most cases happens at local level. The reason is that organisations that are based at local level are best suited to articulate the needs of the community. Civil society remained the voice for blacks during the apartheid era when it challenged the oppressive policies of apartheid. The civil society further played an important role during the apartheid era by organising communities to challenge government’s attitude of making choices on behalf of the communities without the involvement of such communities. These organisations also mobilised community members to challenge government on the provision of a wide range of services as well as representation at the local level (Reddy, 1996:253; Mogoro in Maphai, 1994:124).

It is important that the role of this sector is not seen as only providing services but also to mobilise the local communities to be active participants in their own development. This role was mentioned by Reddy, (1996:257), “NGO’s have often been viewed as vital for democracy because of their strong support at grassroots and their capacity for development and empowerment of the poor”. This view is further buttressed as follows “This sector should be expected to continually play a leading role in development process and should form a useful partnership with a future democratic government” (Mogoro in Maphai, 1994:124-125). The researcher’s view is that the sector could be influential in the identification of community needs and the mobilisation of communities towards action, which is one of government priorities through “*Vukezenzele*” programme which literary means “Rise up and do it yourself”. The fact is that South Africa, as a developmental state, requires government institutions such as local government to work with other organisations in the mobilisation of people to start using local resources for their own development and not rely entirely on the state. The voluntary sector in this regard ensures that the lives of the poor and the vulnerable are able to change for the better if they rise and deal with the situation that affects their lives. This is because such people will be able to start projects that will be able to eventually develop into key programmes (Drucker, 1990:53, 150).

The voluntary sector, if given the necessary support, may grow to an extent that government structures may rely on it for the provision of basic services to the poor. These services may be those that the government on its own, cannot be able to deliver and also those that the public sector has no sufficient resources to provide local communities. Civil society could play a fundamental role within the community by taking some of the responsibilities of government. This will limit government from acting as both provider and guarantor of services (Parsons, 1995:501; Reddy, 1996:257).

2.5.5. Partnership towards a common developmental goal

The establishment of a sound working relationship or partnership between the public-private sector can contribute immensely to the delivery of services. In areas where the market or private sector will experience problems in the delivery of services, the state may intervene by regulating the provision of services. An example in this case is that of electricity supply by Eskom. The government may subsidise Eskom as a private sector organisation that supplies electricity to all members of society. Secondly, the government can also ensure that those that are unable to access electricity are assisted to access such services though they cannot afford to pay for such services. For government, priority would be to take such services to the local communities in such a way that it adds to better service delivery and in turn, a better quality of life.

Secondly, the working relationship or partnership will also ensure that government is able to provide services to certain social groups that have been previously denied by the private sector or market due to apartheid policies. Apartheid policies enforced the removal of Black people from cities to what is now called townships that were created with no economic viability. This policy resulted in people in the township relying on businesses based in the white areas for sustainability, thereby servicing the white areas. In essence, the black townships lacked resources. The problem was exacerbated by the fact that the market or private sector was not investing in the local market. The townships were also experiencing problems of service delivery as there was little that the government was offering. The situation gave rise to the emergence of the voluntary sector, which took it upon itself to assist in the establishment of resources and in providing welfare services to the poor (Martinussen, 1997:268; Drucker, 1990:53,150).

The notion of a developmental local government requires that government works closely with communities in order to meet social, economic and material needs. The government should do so to ensure access to services. Local government can achieve such a goal by entering into partnership with the

private sector. This partnership between the public and private sector should mobilise resources that will in the end improve the lives of the people. Municipalities should enter into partnerships with the aim of improving access to services by members of the community. Local government should be the main role player in the partnership so that it champions the course of the community. In essence, it should monitor and manage the private sector, which includes the role of business, community based and non- governmental organisations (Parnell *et al*, 1999:61; Kroukamp, 2001:31).

Through co-operative governance, the government can give a voice to all the participants and stakeholders that may contribute to the legitimacy of the state. Both the public and the private sectors need each other and can contribute towards addressing social problems such as unemployment. The public-private partnership is critical for human development. But the state has an important role to create a favourable political and legal environment. To facilitate this the private sector needs to generate jobs and income whilst civil society organisations have a role to facilitate political and social interaction. Civil society organisations can be entrusted with the responsibility to mobilise groups to participate in economic, social and political activities of the local government (Mhone and Edigheji, 2003:72; Burns, 1999:70-73). Civil society is important in new democracies as it provides for citizen participation and monitors on the state's exercise of power (Reitzes in Atkinson and Reitzes, 1998:130 -132).

According to Agere, (2000:72-73) "there are three key actors that appear to be appropriate in forging a partnership in development and delivering service to the people. Such actors are the state, private sector and civil society". Agere further indicates that the role of the state is to establish and maintain a stable, effective and fair, legal-regulatory framework for public-private activity. Secondly, the state has the responsibility to ensure that there is stability in the market place. Thirdly, the state has the responsibility to provide and facilitate the provision of essential public goods or services and ensure access to services such as safe water and sanitation, health care, affordable housing and so forth by members of the public. The state has to act as an arbitrator for

the benefit of the public good. The private sector, on the other hand, is regarded as an engine for development in that it creates jobs that provide enough income to improve living standards. The private sector also has a social responsibility to deliver services that cannot be provided by the state. The private sector's responsibility is to create jobs, income, technological infrastructure and other economic opportunities related to investments that are important for the growth of the economy. The private sector has to ensure that its role in the development of the community is able to capacitate civil society organisations so that they are able to play a meaningful role in the society. Civil society on the other hand, should play the role of connecting members of the public with the political system as comprised of the relevant authorities (Agere, 2000:72-73, Olowu and Sako, 2002:76-77, Cloete, 1996:4-5)

The above implies that the state, the market and civil society have a key role to play in public governance, and also in achieving and maximising social problem-solving strategies. It is important that the three actors ensure that all relevant stakeholders are part of the decision-making process and the process by which such decisions are implemented. In essence, the parties should ensure that there is transparency, accountability and absence of corruption in all the decisions taken. According to the United Nations Development Programme's (UNDP) definition, the state should play the role of night-watch providing checks and balances to the operation of private and civil society organisations.

Civil society emerged as the provider of the services once provided by the state. Faced with the challenges of globalisation, Civil Society has been taking a retreat in the provision of basic services to the needy and the poor. Problems posed by globalisation require co-operative governance in which all the societal actors are involved. Through partnership between the state and civil society organisations, the state organisations such as the national, provincial and local government sphere will be able to provide information and co-ordinate policy processes inclusive of all the sectors within society (Edigheji in Mhone and Edigheji, 2003:73).

Growth, Employment and Redistribution (GEAR) was seen as an economic programme that would create partnerships between the state and the voluntary sector particularly in the welfare services targeting vulnerable, especially in underserviced areas, while freeing resources from expensive institutionally based services (Growth, Employment and Redistribution, A Micro-Economic Strategy, 1996:15). Macro- Economic Research Group (MERG) was formed in 1991 by the ANC with the mandate to develop a new macro-economic model for the country. Fundamental to the document was the view that the economy could best be restructured through the labour market and through the state's contribution to institutional arrangements and by ensuring a better business environment for operation. In essence the programme advocated government focus on training, education, skills development and payment of higher wages in order to attract relevant skills in the country. It further emphasised state intervention in the area of social and physical infrastructure such as housing, electrification, roads development, health services and school education. In addressing social and economic challenges, MERG proposed that family incentives should be introduced and in families with more than five members two-thirds of the incentives should be considered.

According to the document, the implementation of incentives will help to solve issues that impede economic growth such as reduction in absenteeism, illness and labour turnover. The document also suggested that government should provide incentives for the business sector in order to facilitate human resource capacity. The MERG growth plan was comprised of two fundamental phases that are "public investment led phase" and "sustained growth phase". MERG proposals take into consideration empowerment of the marginalised groups through various capacity building or redress programmes, which include providing training, skills development and so forth. The role of the private sector was to increase substantially during the second phase. The critics of the document mentioned that it would undermine or discourage emerging agreements that are coming out of the negotiated settlement. The report was, therefore, put aside and within a period of two years was replaced by the

RDP. The introduction of GEAR dealt a major blow to the document (Marais, 2001:130, 136-138; Habib *et al*, 2000:249-250).

Critics of GEAR on the other hand believed that public spending, especially on social services provided by the private sector should be meant for employment creation. They believed that the government expenditure should focus on two important areas: employment creation and provision of social infrastructure, Hein Marais in his analysis, argues that the MERG and RDP proposals or programmes would have been able to do this for they relied on or assumed that redistribution would “kickstart” growth. GEAR in contrast is postulated on the assumption that growth will or may lead to distribution. Thus distribution before growth (RDP/MERG) versus growth before distribution or redistribution through growth. They advocate that government has a responsibility to create a better environment for the private sector to be able to create employment opportunities. The government, on the other hand, should note that it too has the responsibility to create employment opportunities. Together with this responsibility, the government has a key responsibility to provide a more comprehensive safety net for poor people (Elbadawi and Hartzenberg, 2000:10; Marais, 2001:136-138).

According to the government, the uniqueness of GEAR with other programs was that it has three-dimensional areas: political, economic and social. Their argument is that, politically GEAR carries with it the principles of the Reconstruction and Development Programme (RDP). They indicate that both the RDP and GEAR share the same objective to alleviate hunger and poverty. According to government, GEAR is a programme that has been set to put key economic requirements in place to achieve the objectives of RDP. In essence GEAR is underpinned as a programme for the acceleration of the RDP delivery. The proponents of GEAR believes that the economic growth to be accrued through trade could be used to support RDP programmes such as infrastructure backlog, a consequence of the apartheid policy of separate development (Marais, 2001:187; Pottie in Atkinson and Reitzes, 1998:84).

2.6. PUBLIC PARTICIPATION PROCESS

Public participation has been dominating the South African discourse. According to Mogale, (2005:137), “public participation is defined as organised effort to increase control over resources and regulative institutions by groups and movements especially of those excluded from such control”. The integration of members of public to service delivery is one of the priority areas emphasised in the South African policy and legislative documents such as the White Paper on Local Government (1998), Municipal System Act (2000) and the South African’s constitution of 1996. In other words, all members of the community should equally participate in the political processes regardless of their political standing (Mogale, 2005:137; Deegan, 2002:45).

Post 1994, citizens are beginning to see public participation as a requirement that enables them to converse with their political representatives regarding their demands and needs as a fundamental factor for local governance. According to Masango (2002:53), “public participation can be defined as a process in which members of the public—as individuals, members of groups, or group representatives deliberately take part in a goal oriented activity”. Public participation in the context of policy making and implementation refers to an exercise in which members of the public-as individual citizens, interest groups, or interest group representatives- deliberately take part or participate in relevant public policy making and implementation processes (Masango, 2002:53).

Under public policy, policy formulation and implementation becomes a *people-driven process*. As the ANC (1994:5) argues: “ Our people, with their aspirations and collective determination, are our most important resource”. This statement is based on the understanding that social and economic development would require the empowerment of people for active participation in the policy process (Edigheji in Mhone and Edigheji, 2003:70).

The legitimacy of local government is crucial to economic empowerment due to its daily interface with the grassroots. In other words, Local government has an important role to play in the new developmental framework. The

developmental model of local government aims to strengthen and extend markets, and to draw those previously marginalised to the formal economy into the market relations of that economy, partly through state assisted development programmes. In order to achieve this model, spaces need to be attractive to investment that is driven by stability and profit making opportunity. Therefore, the responsible administrative and regulative agency must stabilise conditions, and stimulate the development of markets. Among the tools at their disposal are government infrastructure and service programmes, with state resources being made available either to kick-start development or to 'crowd-in' private sector investment. By strengthening markets or the operation of the private sector, both institutions will be able to deliver quality services.

Through the *delivery mix* developed and assumedly growing relations between local government structures and the private sector or markets, the private sector will be obliged to render services to the local areas. Such services will include, amongst others, the creation of jobs through infrastructure development. An example hereof will be the establishment of retail and food processing companies that will bring services closer to communities. It is important to note that the Atteridgeville-Saulsville communities were previously denied such services in their own localities. In essence, for services to be delivered, there is a need for other actors to contribute in the improvement of socio-economic conditions of the country's citizens. These could result in the eradication of poverty and the improvement of the lives of the poor and needy sectors of society.

The transformation of local government in South Africa went through different phases starting with the pre-interim phase in 1993, which started with the enactment of the Local Government Transition Act (209 of 1993, Second Amendment Act, 1995). During this period, representatives from the established local government bodies and all the previously excluded organisations operating at the local government level were included as part of the established forum to formulate the Local Government Acts and the White Paper on Local Government. However, the final phase of local government is

guided by the principle provided for in the Constitution of the Republic of South Africa.

The Constitution mandates local government with the responsibility to promote local social and economic development. In essence it has to look at the well being of citizens and their economic empowerment. According to the constitution of the Republic, development is seen as linked to the decentralisation process and the inclusion of citizens and community groups in the design and delivery of municipal programmes. This is clearly emphasised in the four key development outcomes of local government that are: provision of household infrastructure, creation of liveable integrated cities, towns and rural areas, local economic development and, community empowerment and distribution (McLaverty, 2002:39).

The White Paper on Local Government sees building local democracy as an important role of local government. It encourages municipalities to develop partnerships with citizens, business and other community-based organisations. The participation of citizens in the decision-making process may be done in the following manner: as voters, as citizens who raise their issues through different interest groups in all policy development processes to ensure that policies reflect community preferences and needs, as consumers and end - users, and as organised partners involved in the mobilisation of resources for development via business, non-governmental organisations and community based organisations (McLaverty, 2002:40).

Through voting, citizens are able to communicate their message to the political leaders. Citizens are able to put forward their preferences to their elected officials. Voting is provided through elections that are conducted regularly for citizens in order to vote for leaders who can best serve their interests. In the case of local government, voters are provided with an opportunity to elect local councillors entrusted with the responsibility to deliver basic services. Through voting, community members are able to communicate their preferences (Verba *et al*, 1978:53).

With regard to participation in the policy process, municipalities are encouraged to establish mechanisms that are intended to facilitate citizen representation and participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation. Public participation can be facilitated through the following mechanisms: forums to initiate/ or influence policy formulation, structured stakeholder involvement in council committees, participatory budgeting initiatives, focus group participatory action research and support for the organisational development of association in marginalised areas (McLavery, 2002:40).

The most important mechanism for popular participation in the political system is that it provides citizens with powers to elect leaders from competing political organisations and parties. There is a view that political representatives are the ones that uplift the values of democracy rather than members of the public. This creates a situation wherein the same political leaders or representatives are the ones that influence public policy. This problem of the dominance of the masses or public by the elites or political leaders can only be neutralised when citizens are given not only voting rights but also efficient channels for public participation. Through the system, citizens entrust political leaders to make public policy decisions. Public participation is important in the new dispensation in that it consolidates the belief that government is 'by the people'. Participation by ordinary members in the system strengthens the role of the system. Through public participation, community members are empowered to take required actions if they find that the councillor or officials within the municipality are abusing their powers (Ismail *et al*, 1997:34). Participation by member of the public promotes democracy. The growing problem with participation is that the poor are not necessarily the ones to participate as compared to the wealthy group of the society whereas this seems to be important (Roefs and Liebenberg in Muthien *et al*, 2000:280, 291).

Local government is required to facilitate decision-making processes that will embrace the views of all affected members of the society. Public participation is about the enhancement of citizenship by encouraging individuals or groups

of individuals to be active participants in the discussion and determination of public policy. It is essential for citizens to participate in the decision-making processes, as the policy outcomes will have to be carried by them. Through public participation, the political leaders can promote consultative democracy through the involvement of major organisations to 'the improvement of people themselves' (Sewell and Coppock, 1977:30).

2.7. CONCLUSION

In this chapter, the researcher has looked broadly at the role of public-private partnership in the delivery of basic services. The researcher has focused on the role to be played by the state, the market or the private sector and civil society organisations in the delivery of quality and most sought after services. The researcher also focused on the role of public participation in the empowerment of the people. The researcher has emphasised the importance of public participation in the delivery of services and the significance of provision of quality services informed by the needs of the people. The concept delivery mix was discussed, on the basis that, partnership is a result of a mixture of various stakeholders who agreed to work together towards a common objective. The delivery mix is about public-private partnership aimed at providing quality service to the communities. For effective service delivery to take place, there is a need for state to create a conducive environment in which both business and civil society are able to provide such services that the government, on its own, could not be able to provide. The researcher has elaborated the manner in which the state, market or private sector and civil society can work together towards the creation of a better life for all South Africans.

CHAPTER THREE: ATTERIDGEVILLE-SAULSVILLE: HISTORICAL BACKGROUND AND FOCUS ON THE CASE STUDY

3.1. INTRODUCTION

This chapter gives the historical background that led to the establishment of Atteridgeville-Saulsville as a black township in Pretoria. The researcher will trace the process that led to the establishment of the township and explore the origin of local government in the Atteridgeville-Saulsville Township, to establish whether there have been interaction or mechanisms through which members of the public participated in service delivery during the apartheid era. The link between citizen engagements with their governors in service delivery at the time will receive attention. The researcher will identify gaps and establish, in the next chapter, whether such gaps have been addressed in the new political dispensation. This chapter will also explore the provision of services during the apartheid era and find out if there has been participation by the ordinary citizens of Atteridgeville-Saulsville in the decision-making processes. This information will be predicated on documents and other data that were gathered throughout the research process.

3.2. A HISTORICAL BACKGROUND

3.2.1. Establishment of Pretoria

The establishment of Pretoria was associated with the political and constitutional development of the Voortrekker state north of the Vaal River. The independence of the Voortrekker North of the Vaal River from British authorities took place in 1852. The South African Republic remained divided, as it was comprised of four communities, each with its own leaders. The first group settled in the South-Western area next to the current Potchefstroom and Rustenburg and was led by Andries Pretorius. The other group settled in the far north under A H Potgieter. This group settled in the Soutpansberg area with Schoemandal currently known as Makhado or Louis Trichardt as their centre. The eastern group settled in the areas of Ohrigstad and Lydenberg.

The fourth group and smallest group chose Utrecht as their communal centre. This group favoured the idea that government should settle in the south-east along the Buffels River. When M W Pretorius took over the leadership of the South-Western group from his late father, Andries Pretorius, in 1853, he decided to buy part of the farms Elandspoot and Daspoort along the Apies River. The purpose of buying these farms was to establish a centrally situated capital. Following this, Pretoria was established as a town on the 16 November 1855 and recognised as a capital in 1860. From this date, Pretoria named after Andries Pretorius, the father of M W Pretorius, remained the capital city of the country. The city acquired municipal status in 1903, while the city status was conferred in 1931. It remains South Africa's administrative capital to date (Heydenrych and Swiegers, 1999:10-17; Kirkaldy, 2005:20).

3.2.2. Establishment of black townships in Pretoria

South Africa's Black townships were not established with a view to become viable townships or cities. They were established as residential areas intended to provide labour to their neighbouring white towns and cities (Thornhill, 1995:13). These areas were established to cater for migrant labourers. The temporary nature (or envisaged temporary nature) of these geographical localities could be seen in the notion of them called "locations" (Afrikaans: lokasies) under British and later White Afrikaner minority rule. The same applies to the establishment of black townships in Pretoria such as Atteridgeville-Saulsville, Mamelodi and Shoshanguve. The establishment of townships in Pretoria followed the naming of Pretoria as the capital city of South Africa in 1855. The proclamation of Pretoria as a city led to a growing number of people, including blacks from the rural areas, settling in Pretoria in order to secure job opportunities. The majority of the people settled in the village of Maraba. The Maraba village was named after a Sotho speaking headman, who often served as a court interpreter. The area was located west of Steenoven Spruit near the Apies River, South of Daspoort (Potgieter and De Kock, n.d:22).

Schoolplaats was the first residential area in Pretoria where black and coloured people could own properties. This residential area was established in 1867 on land owned by the Berlin Mission Society. As Schoolplaats became overpopulated the government decided to proclaim a second township in 1888. The township was proclaimed in the land of Maraba village and was named Marabastad. The township grew into a larger residential area accommodating all the racial groups such as blacks, whites, coloureds, Asians and other population groups. The “non-racial” existence amongst these groups was disrupted by the apartheid policy of forced removals that separated these groups according to racial lines. Black residents of Marabastad were removed from 1940 to 1950 to the newly established Atteridgeville township (Potgieter and de Kock, n.d:22; Heydenrych and Swiegers, 1999:10-17).

According to the Municipality, the decision to relocate blacks was as a result of the increasing overpopulation in surrounding black residential areas such as Marabastad, Bantule and Hove’s Ground. The overcrowding, according to municipal officials, caused a threat to public health. The Pretoria Council indicated that, as a result of these conditions, they decided to identify an unutilised piece of land outside the confines of the council but not far away from the city for the resettlement of blacks. It was mentioned that such piece of land should be closer to the city so that the black labour market would always reside near the city where they would be able to provide labour to the city. This move was also influenced by the fact that the envisaged establishment of Iscor, a steel company developed during the 1930’s, would largely rely on black labour (National Archives and Record Services, File no: NTS, 87/313).

The apartheid government estimated that there were about 5000 to 6000 blacks working in the town of Pretoria in the early 1930’s. The increase in the number of black residential areas of Marabastad, Bantule and other surrounding areas was influenced by the number of people moving from rural to the urban areas, mostly family members of black employees in the city. Most of the people that became urbanised as a result of increasing

industrialisation and the effect of the land laws were employed in city utilities – the same applies to Pretoria.

The black residential areas of Marabastad and Bantule's origin were different from that of areas such as Atteridgeville-Saulsville. Marabastad, Bantule and the surrounding areas had its origin in the South African Republic before 1902. During this period and afterwards, blacks were regarded as temporary citizens or sojourners of 'white cities', whose principle was clarified in the Native Land (Urban Areas) Act of 1923. According to the Act, the government mandated all Local authorities in the country to establish black locations. Blacks were not allowed to own property in the townships or black locations (Heydenrych and Swiegers, 1999:19; National Archives and Record Services, NTS: 87/313).

Atteridgeville was the first black township established by the municipality of Pretoria under the Native Land (Urban Areas) Act of 1923. The township was to be named Motsemogolo, a Sotho word meaning "capital city". In 1940, the township was named Atteridgeville, after a former councillor of Pretoria, who fought for the rights of the people both black and white (Potgieter and de Kock, n.d:22). Atteridgeville was established as a black township that fell under the Pretoria Municipality for administrative purposes. This, because it was established under the direct jurisdiction of the municipality (Moolman, 1970:10). The township is bordered in the south by the Schurverberg mountain range and in the east by the South African Police Service's Dog School (Potgieter and Smit, 2002:18)

Atteridgeville's establishment followed the passing of the Natives (Black Urban Areas) Act no 21 of 1923 and the Slums Act of 1934. The Natives (Black Urban Areas) Act forced black people to the borders of urban areas. The Act advocated for the establishment of black segregated townships and prohibited permanent settlement of blacks in what was referred to as "white land" (Thomashausen, 1988:1-2). Through the passing of the Act, the South African government entrusted White Local Authorities (WLAs) with the management of native affairs in the urban areas. The Act mandated local

authorities to provide segregated areas for African residence and to set up native advisory boards and Native revenue accounts. This empowered local authorities to establish a machinery for the registration of service contracts, to control the influx of Africans, and to remove “surplus” persons not employed in the area. Local Authorities were also entrusted with the mandate to provide basic services such as shelter, water and electricity to black people residing in the urban areas (Public Works of South Africa, 1948:23; Heydenrych and Swiegers, 1999:21; Horrel, 1971:2-3).

The Native Administration Bill of 1927 was formulated to introduce a uniform system of black administration in the country. It advocated the forced removal of blacks into township designed for blacks in the urban areas. The forced removal was contained in section 5 (1) (b) of the Black Administration Act. The order of removal would, in some cases, be given without prior notification (Murray and O’Reagan, 1990:14-19)

Similarly, the Slums Act of 1934 provided for the clearing or cleaning of town and the surrounding areas of Marabastad, Bantule and other numerous informal settlements. The Act resulted in the destruction or clearing of slums by the apartheid government that led to the disintegration of families and communities. Many people were left homeless when this exercise took place. The Act provided for the re-settlement of blacks to the identified piece of land, west of the Church Square, in what is known as Atteridgeville.

The plan for the establishment of the Atteridgeville Township was finalised in 1936. Soon after its establishment, the government passed the Native Laws Amendment Act of 1937. The Act mandated and entrusted local authorities with the responsibility to establish a township and to provide housing services. Following this Act in 1939, Atteridgeville was declared as the first township of Pretoria. On the 26th May 1940, residents of Marabastad, Bantule and Hove’s Ground were relocated to Atteridgeville. The three residential areas were located in the land currently occupied by the Marabastad Business Centre, Tshwane National Produce Market and Tshwane University of Technology. In the 1960’s Lady Selborne was declared a white settlement area, and coloured

people were moved to Eersterust whilst Indians were relocated to Laudium. Lady Selborne was a unique residential area in Pretoria as it was the only urban area where black people owned land. The present Suiderberg is situated in the former Lady Selborne area (Mananyetse and Modiba, Record West, n.p); Atteridgeville Soul City, 1999:1-3; Heydenrych and Swiegers, 1999:18 and 21; National Archives and Record Services, NTS: 87/313; Smith, 1992:187; Murray and O' Regan, 1999:15).



4-B

Fig 2: Photo of Atteridgeville, *circa*, 1939

Conversely, Saulsville was established as a “white- only” area in 1931 and was named after Messrs. Saulsville Estates (Pty) Ltd, the registered owners of Saulsville Township (Letter from Podlashuc, Mentjies, Liepson and Klagsbrun to the Secretary of Native Affairs, 30/ 04/ 1946) This area was later allocated for residential purposes and formed part of Atteridgeville in the 1950s to accommodate residents from so called ‘black spots’ such as Mooiplaas and Lady Selborne that were evicted under the Group Areas Act of 1950. (Black

spots referred to land owned or occupied by blacks in the white areas) [Atteridgeville Soul City, 1999:3, Heydenrych and Swiegers, 1999:21; Thompson, 2001:193]. The Township was established in the portion of farm Elandsfontein as indicated in a letter from Secretary for Native Affairs to the Provincial Secretary dated 11 December 1952, "In furtherance of my Minute No: 87/313N (3) of the 4th December, 1952, I have to advice you that the local authority has now applied for the establishment of a location and Native village on the above farm. This area adjoins the Atteridgeville location and was approved by the Honourable the Minister for the use of a location" (National Archives and Record Services, File No: 87/313N (3). The Saulsville area forms part of the present Brazzaville, Phomolong, Mshengu and Vergenoeg informal settlements. It is important to note that most of the informal shacks are illegal occupied (Hlahla, 2003:5).

The government enforced strict residential segregation with the passing of the Group Areas Act of 1950. The Act was the key piece of legislation that instituted strict residential segregation and compulsory removal of blacks to "own group" areas. It resulted in the demarcation of separate residential and commercial districts and the restriction of property ownership to race groups whose residence had been assigned. In terms of this Act black South Africans were denied ownership rights in the white residential areas. The Act subjected blacks to living in the townships, which were owned and administered by white elected City Councils (White Paper on Local Government, 1997:3; Heydenrych and Swiegers, 1999:21; Smith, 1992:27). The Group Areas Act prohibited black areas from attracting industries, thus depriving them of a potentially important source of income (Heymans and Töttemeyer, 1986:96).

The government introduced the Bantu Affairs Administration Boards (BAAB) in 1971 to administer black townships. The BAAB took the responsibility that was previously assigned to local authorities. In 1972, twenty-two administration boards were developed throughout the country. With the introduction of Bantu Administration, the government felt that through their control of township housing they could exercise authority over the occupants. There was a view that if blacks could be allowed to own property whites would

lose control and the status over black people and that the administrative machinery would become '*Africanised*'. According to white people, blacks should remain temporary residents of the "white" South Africa and that the administration of townships would remain a responsibility for Bantu Administration. The source of revenue for local authorities came from rent, profit from "Bantu" beer sales and labour fees. The administration boards were renamed in 1983 to be known as "community services divisions of provincial administrations". The limitation for the financial capabilities of BLAs' dates back to the days of white municipal control over the townships (Heymans and Totemeyer, 1989:96; Giliomee and Adam, 1979:227).

3.2.2.1. The Historical State of Local Government in Atteridgeville-Saulsville

Atteridgeville-Saulsville was transferred from the Non- European Affairs Department of the then City Council of Pretoria to the newly formed Bantu Affairs Administration Board. In 1983, it was proclaimed as a formal black local authority. The Atteridgeville-Saulsville Township was finally integrated into the Central Pretoria Metropolitan Sub-structure in 1994. This body served all the residents of greater Pretoria for an interim period until the democratic local government elections were held in 1995 (Oliveira, 1995:15).

3.2.2.2. A History of Service Delivery in Atteridgeville-Saulsville

The Atteridgeville Township was established with all the required services such as water, electricity and sewerage. However, it was developed as a temporary residential area for blacks. From its establishment the township was well designed with all the amenities but the challenge came with the lack of land for expansion and the provision of shelter to all the citizens (Moolman, 1970:5). It is also important to note that the black townships like Atteridgeville-Saulsville were never developed to be integrated suburbs but remained dormitory areas acting as labour pool or reservoir for white areas. These areas were located on the periphery of the city and lacked facilities, resources

and adequate services (Development Strategy and Policy Unit of the Urban Foundation, 1992:10; Moolman, 1970:5).

The services provided were mostly low-level services compared to services provided in the white residential areas. For instance, all services provided for blacks including housing were administered on a sub-economic basis. This is because provision for black people was not for anything more than the sub-economic housing. This resulted in the financial foundation of the black townships like Atteridgeville-Saulsville to be small and poor. The poverty of township residents resulted in a situation where authorities had virtually no tax base from which to obtain revenue which, in turn, spawned a vicious cycle: poor areas, low service levels, low tax base resulting in poor service delivery and so the cycle continued (Public Works of South Africa, 1948:23, Heydenrych and Swiegers, 1999:21; Heymans and Töttemeyer, 1989:96). The last house in Atteridgeville-Saulsville was built in 1958 when the government decided that no further funds should be made available to local authorities to subsidise the sub-economic housing for African people. Local authorities were forced to rely on rent. As a result rental costs exceeded the earning and paying capacity of residents (Stals, 1998:45). See again the authors' note above on the cycle of negative service delivery.

The water system of the Atteridgeville-Saulsville Township had problems related to inadequate reservoirs to provide for the population, problematic reservoir control systems and a poorly maintained, inadequate and extensively leaking network comprising of the small diameter mid-block pipes. These problems were familiar to residents in most black townships. Other challenges related to the maintenance of services in the township. The major problems were a lack of adequate personnel and skilled staff to maintain the equipment even when, in most cases, this required skilled personnel. The municipality would utilise the local people who were under-equipped (Oliveira, 1995:15-17).

3.2.2.3. A History of Community Participation in Development and Planning

Blacks residing in the former Transvaal were not represented in the municipal councils or other local authorities. As a result, they were left out of the decision-making processes as most of the decisions were taken by the mostly white state appointed officials. The Urban Bantu Councils Act, no 9 of 1961, initiated a process in which blacks started to have representation in the sense that the act empowered urban local authorities to establish urban Bantu councils in the townships. The established council was mandated to make use of powers as entrusted to them. The Bantu Laws Amendment Act, No 76 of 1963, accentuated these powers. The third Bantu Laws Amendment Act no 9 of 1979 provided that members of the Bantu councils will have to be nominated through the election process. However, in 1971, only 23 urban councils had been established throughout the country. Elections were to be held through secret ballot (Horrel, 1971:28).

During the apartheid era, community members were not allowed to participate in the decision-making processes such as the local planning, development and management of Atteridgeville-Saulsville Township. Instead, the Pretoria Municipality would mandate appointed officials to plan, develop and manage programmes and projects on behalf of the citizens of the townships. The township citizens were not allowed to generate income or funds through their participation in business activities. In other words, blacks were not allowed to initiate businesses that would improve their living conditions. Black people were thus not allowed to participate in the financial realm and this contributed to a lack of capacity to generate any income and any means of economic self-sufficiency. In this regard, livelihoods of black people were interrupted to the extent that the majority faced hunger, sub-standard housing and poverty (Stals, 1998:13).

3.3.2. Local Government in Black Townships – A short history

Apartheid local government has been facing challenges from 1976. The 1976 uprisings were partly a protest against the escalating rent for services. The uprisings also changed the perception of government that blacks were 'temporary sojourners' in the cities. The government had always believed that the real home for blacks was to be found within the Bantustan-system. Thompson quotes the Department of Bantu Administration and Development then as saying, "It is the Government's policy that the Bantu are only temporarily residents in the European areas of the Republic for as long as they offer their labour there. As soon as they become, for one reason or another, no longer fit for work or superfluous in the labour market, they are expected to return to their country of origin or territory of national unit where they fit ethnically if they were not born or bred in their homeland" (Thompson, 2000:193).

According to government, the number of blacks in the cities should be curbed by strict application of influx control; services in the townships were to be kept to a bare minimum and public spending was to be channelled to the homelands. The application of the strict policies in the townships resulted in the growing backlog in township housing and infrastructure. The implementation of these policies led to the emergence of thousands upon thousands of small houses, in sprawling rows.... (Development Strategy and Policy Unit of the Urban Foundation, 1993:15). These problems were also worsened by the council's termination of the housing provision in Atteridgeville-Saulsville and Mamelodi, which happened in 1969 (Smith, 1992:116). Shack settlement has been a result of population growth, the movement of people from the rural to urban areas, inadequate housing and the government's policy not to provide rented houses to blacks in the urban areas. The shack settlement lacked basic services and facilities. Shack settlements were a product of the controlled influx wherein government halted provision of housing in an endeavour to arrest further urbanisation (Mashabela, 1990:11).



Fig 3: Single unit built *circa*: 1939. Source: Tshwane Library



515-A

Fig 4. Double Unit *Circa*: 1939. Source: Tshwane Library

3.3.2.1. The Establishment of Black Local Authorities (BLA)

The Black Local Authorities Act no 102 of 1982 and the Black Communities Development Act of 1984, which provided for the “democratisation” of the 322 urbanised Black communities and townships had a difficult start. A poor election turnout for town council members and black mayors presented problems. Voter turn out was small; the smallest turn out was registered in Soweto (Johannesburg) and about 34,8% turnout in Atteridgeville-Saulsville. Though Atteridgeville-Saulsville turnout was considered highest, compared to the black population residing in the area it was not up to standard (Thomashausen, 1987:11-12). The political resistance, targeted the BLAs, expressed through rent boycott resulted in the BLAs financial weaknesses. They lacked the revenue necessary to maintain and extend basic services. In that note, the BLAs could not hire the required personnel and the result was insufficiency of staff to deliver services in the whole township of Atteridgeville-Saulsville (Development Strategy and Policy Unit of the Urban Foundation, 1992:11-13; Smith, 1992:29).

The establishment of the Black Local Authorities could not ease the problem as was envisaged by the then South African government. This attitude towards the BLAs resulted in them facing the burden of the anger and the dissatisfaction (if not alienation and anger) existing in the local townships. This anger was inflamed by the fact that BLAs were seen as agents of the apartheid government. Animosity towards BLAs should also be seen against their past of low- level, even inefficient, service delivery.

3.3.2.2. The Regional Services Council (RSC)

The Regional Services Council (RSC) Act was passed in 1985. This Act provided for the creation of a new tier of local government to overcome the duplication of service provision by providing them in an integrated manner. Accordingly, the establishment of the RSCs was to provide integrated services to all its citizens regardless of racial grouping or standing. This would include the provision of services to the fiscally deficient Black Local Authorities.

According to government, the establishment of the RSCs would improve the infrastructure in black communities and also help in the facilitation of multi-racial decision-making. They were also established to promote efficiency and cost-effectiveness through the rationalisation of service provision (Smith, 1992: 30; Heymans and Töttemeyer, 1989:52; Swilling *et al*, 1991:110). Its priorities were to establish, improve and maintain infrastructural services and infrastructural facilities in areas where the greatest need for infrastructure and facilities existed. This meant that areas of priority were the black townships such as Atteridgeville-Saulsville. These areas were characterised by lack of the basic standard of services. The RSC was seen as a redistributive strategy because, blacks contributed to the wealth of white areas in their capacities as workers and consumers whilst they were not contributing to the development of black townships (Heymans and Töttemeyer, 1989:52).

The RSCs voting procedures were against the redistributive potential of the council. This, because voting was based on the service consumption levels of councillors' constituencies. The voting system for the RSCs was based on the amount of resources the local authority generates. Consequently, the white local authorities had more votes compared to the black local authorities because of their high consumption rate as compared to the latter. The imbalance in terms of the voting powers between members of the racial groups undermined the authority of the RCSs as they were seen to be in favour of white local authorities. Even though the Council was representative, it was not democratic and members were not treated equally. The RSCs were consequently seen as unrepresentative (Smith, 1992:30; Heymans and Töttemeyer, 1989:53).

3.3.2.3. Re-establishment of BLAs and Ensuing rent boycotts

The White Paper on urbanisation (1986) proposed a new phase of the local government reforms. The White Paper proposed the scrapping of influx control, thereby laying a stronger foundation for the implementation of policies of decentralisation, deregulation and privatisation. In 1986, the state began the process of 'bottom up' constitutional reforms with the re-emergence of the

Black Local Authorities (BLAs). The re-establishment of BLAs was implemented through the introduction of state subsidy or their incorporation into a system of Regional Services Councils. These authorities and the restructured Provincial Administrations began to play an important role in the urbanisation process (Sutcliffe *et al* Murray and O' Regan, 1990:90).

The RSCs were established in order to coordinate the supra-local provision of services and the provision of houses for squatters. In some instances, they were forced to assume financial responsibility for development projects initiated by the central government. The state, in some cases, was seen as pushing the responsibility for the upgrading of African townships to the RSCs. By resurrecting the BLAs it was assumed that they would take on the task of developing and managing the black townships. The BLAs instead distorted and stifled private sector development in the townships (Sutcliffe *et al* in Murray and O'Reagan, 1990:94).

In most cases developers complained that the BLAs incompetence and inefficiency pushed up the costs thereby slowing the rate of development in the black townships. The situation was also worsened by the BLAs demand for a high standard of services and their rejection of low cost developments. The demand for high standard of services by the BLAs was influenced by the fear of resistance by mass based organisations of the low cost service. These organisations had long been demanding better services rather than the low-level kind of services (Sutcliffe *et al* in Murray and O'Reagan, 1990:95).

3.4. Rent Boycott

The rent boycott resulted in a situation where the BLAs ended-up facing huge financial deficits to an extent that the cumulative debt obligations of the Black Local Authorities (BLAs) were equal to the annual surplus generated by the White Local Authorities (WLAs). This rent boycott was also inflamed by the political resistance expressed through the culture of non-payment of services. This culture of non- payment or rent boycott was used as a tool of resistance against township local governments. Apart from alienation from the apartheid

state and politicisation it should be mentioned that the majority of black families simply could not pay for services.

Parliament was informed that townships throughout the country owed local authorities an amount exceeding R177 million in rentals (Development Strategy and Policy Unit of the Urban Foundation, 1992:10; *Pretoria News*: 26 April 1961; Heymans & Töttemeyer, 1989:97). The monitoring of the Black Local Authorities Act was transferred to the Department of Constitutional Development and Planning. According to Heymans and Töttemeyer (1989:97), “the transfer of the monitoring of the Black Local Authorities Act coincided with the change in emphasis of policy towards the representation of blacks in general affairs structures, and the local authorities became the first institutions to be affected by this change in policy”. The change in policy emphasis resulted in the Department of Constitutional Development and Planning taking control of the Black Local Authorities. It proposed Regional Services Council as a means towards the integration of all the racial groups. There was hope that regional services would ensure the representation of black people in an integrated system of local government (Heymans and Töttemeyer, 1989:97).

3.5. THE DEMOCRATISATION OF THE SOUTH AFRICAN STATE

In February 1990, the then President F.W De Klerk announced the unbanning of the African National Congress (ANC), Pan Africanist Congress (PAC), South African Communist Party (SACP) and other subsidiary organisations including the United Democratic Front (UDF) and the Congress of the South African Trade Unions (Cosatu). On 11 February 1990, eleven days after the unbanning of the ANC, Mandela was released unconditionally after twenty-seven years in prison. These events signalled the beginning of negotiations. The government named its negotiation team on 29 March 1990. The ANC had its first meeting with government on 11 April 1990. The government and the ANC representatives met for the first time in Cape Town, Groote Schuur on 4 May 1991 (Meer, 1993:23-27, Thompson, 2001:246-247).

The first few months of 1991 saw some softening in the bargaining positions of both the ANC and the Government. In mid-May, the government conceded to “transitional arrangements” and a multi-party cabinet (Meer, 1993:33). Convention for Democratic South Africa (Codesa) opened on 20 December 1991 in the World Trade Centre, Kempton Park. Codesa One failed due to political conflicts taking place throughout the country (Meer, 1993:55; Thompson, 2001:254).

Codesa Two was convened on 15 May 1992, five months after Codesa One. On 5 March 1993 Codesa Two did have a real breakthrough. It did not result in a total breakdown either. The negotiations deadlocked. Negotiations between the government and the ANC resulted in agreement to form a new Multiparty Forum on 1 April 1993. In June 1993, the Multiparty Forum set the date for the election of the new legislature as 27 April 1994. The White dominated parliament created Transitional Executive Council which became the *de facto* government of South Africa until the elections. The Independent Electoral Commission (IEC) was responsible for organising the elections (Meer 1993:231, Thompson, 2001:255- 256).

3.5.1. The Local Government Democratisation Process

The government of South Africa legislated an act on Interim Measures for Local Government Act no 128 of 1991. The Act aimed to reform local government in South Africa and was a response to rent boycotts and the state of disorder in the black townships. The main reason for the Act was to facilitate dialogue or negotiations and to introduce a new form of local government in the country. The Act faced resistance from the South African National Civil Organisations (SANCO) and the African National Congress (ANC). The two organisations objected strongly and insisted that the legislation lacked legitimacy (Mashumi, 1997: 56). The government, in consultation with SANCO and the ANC, established the Local Government Negotiating Forum (LGNF) on 22 March 1993. The agreement to transform local government in South Africa was reached at a summit on local government on 20 January 1994. The summit resulted in the introduction of

non- racial and democratic local government in South Africa and the creation, for the first time, of a system of metropolitan government for major urban areas (Havenga, 2002:176; Mashumi, 1997:57).

3.5.2. The Local Government Transitional Phases

The local government predicament led to the national political transition process that started in 1990. Negotiations on the future of local government in South Africa started near the end of the national negotiating process, in talks within the Local Government Negotiating Forum. This forum put together the agreement on Finance and Services signed by Nelson Mandela and F.W De Klerk, writing off arrears to BLAs. It also negotiated the Local Government Transitional Act (LGTA) of 1993 (Green Paper on Local Government, 1997:5). This legislation set out to create a framework for the orderly transition of local government in South Africa to full democracy. The Act was intended to address inequalities, structural deficiencies, financial legitimacy and problems at local government level. The Act was expected to address all this through the introduction of a new local dispensation as stipulated in the new constitution. The Act also aimed to provide for the development of local government by making certain that local authorities work towards achieving the objectives set out in the Reconstruction and Development Programme (RDP). Amongst others the RDP put emphasis on the delivery of basic services, capacity building and redistributing public resources (Ismail *et al*, 1997:143).

3.5.3. Structure of local government Transitional Phases

Table 5: Democratisation process of the SA state

National Level	Local Level
Transit appointed periodA X Multi - party negotiations X CODESA X TEC	Pre - interim periodA X Multi -party negotiations X Local Forums X TMC/TLC/TLCC
Interim elected period X National elections (April 1994) X Elected interim Parliament X Government of National Unity (5 years)	Interim period X Local elections (October 1995 - April 1996) X Elected Interim Local Authorities X Government of National Unity (3-5 years)
Final democratic phase X Final Constitution X Final Government Model	Final Phase X Final Local Government Constitution X Final Local Government Model

Source: Cloete: 1995:6

(i) Pre -Interim Phase

The Pre-Interim Phase is the period from the commencement of the Local Government Transition Act (LGTA) to the Interim phase. The Interim phase commenced on the first day after the 1995 Local Government Elections (Cloete, 1995:6, Cameron, 1996:3)

(ii) Interim Phase

This phase started with the first local government elections and ended with the implementation of the final constitutional model of local government. This

phase was between three and five years. The interim phase is dealt within the interim constitution and the LGTA. This phase commenced with 2000 Local Government Elections (Cloete, 1995:6; Cameron, 1996:3).

(iii) Final Phase

The third phase is the final phase governed by the provisions of the final constitution. This phase signals the beginning of the government implementation of the final constitutional model at the local level (Cloete, 1995:6; Cameron, 1996:3). These phases are guided by the principles provided for in the Constitution of the Republic of South Africa. The constitution mandates local government to promote local social and economic development (McLaverty, 2002:39)

3.6. ESTABLISHMENT OF NEW MUNICIPAL STRUCTURES AND SYSTEMS

The apartheid government forbade formal industries and commercial activities from operating in areas classified as 'African'. Ironically while urbanised black people in far as they were allowed in white cities as a reservoir of labour, they were "*decentralised*" out of white cities, towns or areas. Their labour services or contributions were "contracted" into white areas ("centralised" if you so wish). This means that while people were moved "out" of the white areas, workers had to provide their labour in the designated areas (white areas). In all levels of apartheid government (national, provincial and local), this remained one of the contradictions. The decentralisation of black people for labour provision purposes (in other words separate urban areas for so-called "non-whites") from the white areas was a contradiction that at a national and local level led to the eventual implosion of apartheid ideology and structures. Black Local Authorities on the other hand had minimal revenue with which to operate. Furthermore, this structure had no recognition from people it claimed to represent. This hampered service delivery as communication and co-ordination channels between members of the public and representatives of

local government were not functional (Parnell *et al*, 2002:95). The White Paper on Local Government outlines a new vision for local government as, 'Developmental Local Government'. Developmental local government requires restructuring of councils' institutional approach to the management of local space, changes in leadership, a focus on poverty alleviation, economic growth and the management of development in an integrated and sustainable manner (Parnell *et al*, 2002:95).

The Municipal Structures Act 117 of 1998 classified Municipalities according to categories. Category A is metropolitan areas with both legislative and executive authority within their area of jurisdiction. Category B municipalities are those that function within the administrative boundary of a district or what is referred to as category C Municipalities. The Systems Act governs the operations of municipalities and introduces innovative management systems. The Act addresses financial and human resource management, integrated development planning, municipal service partnerships and performance management within the municipality. It also relieves municipalities of the delivery of all municipal services. According to the Act, municipalities can enter into a range of service delivery partnerships to ensure that each service is provided in a cost- effective and efficient manner. The lack of capacity in the transitional municipal structures has undermined attempts to implement municipal Integrated Development Plans (IDP) and performance management systems (Parnell *et al*, 2002:95; DBSA Development Report, 2000:20, Mogale in Mhone and Edigheji, 2003:230-231). The Systems Bill aims to encourage accountability between local citizens and the municipality by obliging the latter to provide information in a format that will encourage debate (Parnell *et al*, 2002:239).

3.6.1. The Establishment of the Metropolitan Councils in South Africa

The Metropolitan Councils were established as large urban settlements characterised by high population densities, complex and diversified economies, and a high degree of functional integration. South African urban cities, until the implementation of the LGTA, had no metropolitan government

and were governed by a great number of racially-based municipalities. As a result, urban areas suffered under uneven structure and inequitable development. Urban apartheid provided a legal framework aimed at serving the white municipalities whilst simultaneously excluding the black majority of the urban poor. Despite the fact that the consumer and labour power of township residents contributed to the tax base of white municipalities, services in the townships were not funded from this tax base. The establishment of metropolitan government is intended to ensure that the dynamics of inequality are addressed and that every person who contributes to the tax base benefit from it (Green Paper on Local Government, 1997:40).

Municipal government in South Africa has gone through thorny transitional processes since 1999. It followed three distinct phases starting from pre-interim phase, interim phase and final phase. The interim phase of 1995 saw the reduction of municipalities from 843 during the transitional process to 284, in terms of the new demarcation. The demarcation process in South Africa is influenced by a number of factors such as the functional approach which looks at the amalgamation of urban areas and their rural hinterland; socio-economic approach which combines several urban areas into a single municipality jurisdiction to ensure that the demand and revenue source to sustain municipal services is met by adequate population densities; institutional approach which emphasises financial and administrative viability to ensure that each municipality has a viable tax base and a centre for administrative capacity, thus reducing the duplication of senior staff (Atkinson, 2002:8; Green Paper on Local Government, 1997:56-57; Havenga, 2002:162, McLaverty, 2002:39).

The above approach also has to balance the need for rapid sustainable delivery and socio-economic approaches which exploit spatial behaviour in order to understand and act on the social, cultural and economic linkages between and within local areas. It also consolidates municipalities into spatial areas that make sense from economic, topographical and infrastructural points of view. The inclusion of richer and poorer areas enables redistribution (Green Paper on Local Government, 1997:56-57; Havenga, 2002:162).

The Local Government Transitional Act Second Amendment Act no 97 of 1999 also adds an extra criterion, “that the demarcation process should also “consider the will of the community”. This view was also emphasised in the white paper on local government, where it is indicated that other possible approaches to demarcation include consideration of criteria such as: “the will of the community (which can be conceived as an expression of community identity – how a community sees itself or how groups of people in a particular area utilise the space), and the need for municipal jurisdictions to facilitate community access to, and participation in, the affairs of local government” (Havenga, 2002:162; Green Paper on Local Government, 1997:57).

3.6.2. Metropolitan Councils with Metropolitan Local Councils

The government introduced a two-tier system. Currently, it comprises of a metropolitan council and metropolitan local councils (MLC) which have been established for the six areas identified by the demarcation process as metropolitan areas: Greater Johannesburg Metropolitan Council, Vaal/Lekoa Metropolitan Council, Pretoria Metropolitan Council and Kyalami Metropolitan Council (Green Paper on Local Government, 1997:6).

3.6.3. The Electoral System

The electoral system is structured in a way that voters express political preferences for a party and/ or candidates and the methods whereby votes are translated into metropolitan council seats. This system provides for the local areas to be divided into voting areas or wards. The electoral systems could be understood simply in terms of the principle of political representation based on majority representation as well as principle of proportional representation. Majority representation is meant to achieve a governing majority of one party or party alliances whereas the proportional representation is meant to achieve accurate parliamentary representation of all political parties existing within the locality (Thornhill, 1995:16-17; Krennerich and Nohlen in Atkinson and Reitzes, 1998:54). While there has been and still are criticisms raised against the system of proportional

representation, the system is likely to stay in place in the foreseeable future. Current criticism of the system have not yet translated into agitation or lobbying (read: pressure from the local citizenry) against the system, nor resulted in open defiance. Only the future can tell whether perceived discontent will translate into active voters opposition.

The electoral system stresses *representation, concentration, participation and accountability*. The representation requirement focuses on the representation of all, including different and minority groups and also representation of parties and candidates according to the share of votes received. Concentration focuses on the aggregation of social interests and political opinions in a way that enables political institutions to act. Community participation ensures the involvement of ordinary members in the formulation and implementation of decisions taken. These decisions should be based on the needs of the local community. In turn, local representatives or councillors should be accountable to the ordinary members of the community. According to the South African Constitution, councillors are expected to serve for a period of five years. After this period, members of the community should vote for their representatives. This means that they could discard a misbehaving or non- accountable councillor. The problem with voting every five years may manifest in cases where such outvoted councillors were undertaking long-term projects that may be disturbed due to lack of prioritisation by the forthcoming councillor or new incumbent (Thornhill, 1995:16-19).

3.7. THE TRANSFORMATION OF LOCAL GOVERNMENT IN THE GREATER PRETORIA AREA

A number of organisations and interest groups around the Greater Pretoria met before the promulgation of the Local Government Transition Act no 109 of 1993. The first meeting, on the establishment of a negotiating forum between Atteridgeville-Saulsville and Pretoria, was held on 17 January 1992. The meeting was attended by various organisations such as the Transvaal Provincial Administration (TPA), the Pretoria Regional Services Council, City Council of Pretoria, the Atteridgeville-Saulsville Chamber of Commerce, the

Saulsville-Atteridgeville Ministers Fraternity, the Administrator of Atteridgeville-Saulsville, Mr C.G. van der Merwe and the interim committee, a coalition of civic organisations of the Pan Africanist Congress (PAC) and Azanian Peoples Organisation (AZAPO) alliance (Havenga, 2002:180).

A steering committee, nominated by the Negotiating Forum, was to administer the negotiation process. The committee was comprised of a number of political organisations and interest groups amongst them were the Pretoria Regional Services Council, the City Council of Pretoria and Atteridgeville-Saulsville, the Interim Committee and the former Transvaal Provincial Administration (TPA). Part of the mandate was the establishment of an all-inclusive negotiating forum which brought together representatives from black and white residential areas such as Atteridgeville-Saulsville, Akasia and so forth (Havenga, 2002:180)

The steering committee could not meet all the set objectives due to political developments. The committee's efforts however laid the foundation for negotiations in the Greater Pretoria Metropolitan Negotiating Forum (GPMNF) in terms of the Local Government Transition Act of 1993. The work of the steering committee also contributed positively to the finalisation of the GPMNF final agreement signed on 22 August 1994 (Havenga, 2002:181).

The Greater Pretoria Metropolitan Negotiating Forum was responsible for bringing the transformation of local government within the greater Pretoria region. In achieving this objective, the forum brought together various interest groups and political organisations aiming at a negotiated settlement. The GPMNF was officially established on 15 September 1993 and formally recognised as a negotiating Forum by the Transvaal Provincial Administration (TPA) in terms of Section 6 of the Act, with effect from 4 May 1994. This was followed by a decision to establish a non-racial Transitional Metropolitan Council (TMC) for the greater Pretoria area on 2 August 1993. Its jurisdiction was comprised of three local authorities consisting of the central Pretoria Metropolitan Substructure: Pretoria, Atteridgeville-Saulsville, Mamelodi, Eersterust, Laudium and Roodeplaat; the Southern Metropolitan Substructure

comprised of Centurion, Midrand, Ivory Park; and the Northern Metropolitan Substructure comprised of Soshanguve and Akasia (Havenga, 2002:182-185).

3.8. THE STATE OF LOCAL GOVERNMENT IN TSHWANE METROPOLITAN COUNCIL AND THE TOWNSHIP UNDERSTUDY

The non-racial transitional metropolitan council for the greater Pretoria was formed at a plenary session of the Greater Metropolitan Negotiating Forum on 2 December 1993. During this period, forum members agreed that the process of establishing the Greater Pretoria Transitional Metropolitan Council and primary local councils will start on the 1st February 1994 and finalised by 27 April 1994 (Havenga, 2002:186). This led to the establishment of fifty-six (56) members Transitional Metropolitan Council with a balance in number of 50/50 between the statutory and non-statutory members (Havenga, 2002:187). Similarly, on 22 August 1994, parties in the Greater Pretoria Metropolitan Negotiating Forum approved and signed an agreement on the new non-racial local government structure for the greater Pretoria area. The substructures were divided into the central, northern and southern structures (Havenga, 2002:190).

The Central substructure was named the City Council of Pretoria, the Southern substructures known as Centurion Town Council and the Northern substructure was named Tswaing Town Council. The Transitional Metropolitan Council was proclaimed under Gauteng Premier's Notice No. 38 of 1995 and was brought in accordance with the provision of the Local Government Transitional Act (LGTA), 1993 (Havenga, 2002:191). This process culminated in local government elections held on 1 November 1995, when communities within the greater Pretoria area elected their political representatives for the metropolitan council (Havenga, 2002:198).

The structure of the Tshwane Metropolitan Council



Source: Tshwane Info Library: Pretoria

3.9. THE MEANING OF PUBLIC PARTICIPATION

Public participation is about the involvement of people in the decision-making and implementation processes at all levels and all forms of political, economic and socio-economic activities. In the context of planning, public participation is about the involvement of citizens in making choices, execution and evaluation of programmes and projects planned to improve their lives. According to Lisk, 1995:17, “public participation is therefore an end goal of development as well as a means of attaining more equitable development” (Lisk, 1985:15-17). This view is shared by Theron and Bernard in Liebenberg and Steward, (1997:38). “Participation is both a means and an end in the process of development. Participation is also a social learning process”. According to Burkey, (1993: 56), “Participation is an essential part of human growth, that is the development of self confidence, pride, initiative, creativity, responsibility and cooperation (Burkey, 1993:56; Lisk, 1985:39). Public participation empowers communities through the development of skills and abilities that enable them to interrelate with the delivery system and also to be able to make their own decisions that relates to their developmental needs and reality (Liebenberg and Steward, 1997:125).

3.9.1. Public Participation in Local Government

According to Cloete and Thornhill, (2005:122), “ The Preamble of Act 32 of 2000 requires the local government system to engage communities in the affairs of the municipalities of which they are integral parts, particularly in planning, service delivery and performance management. Act 32 of 2002, requires municipalities to develop a culture of municipal governance that complements formal representative government with a system” (Cloete and Thornhill, 2005:122). This argument indicates that local government in South Africa is entrusted with the responsibility to promote participation of communities in the decision-making process. This means that members of the public have the responsibility to participate in community structures and should inform the decisions and outcomes of such structures. In this way, they are able to influence, from the initial phase, the policy process up until the

implementation process. Public participation should not end with voting rights but should be part of the integrated process in all decisions. This would mean that there should be regular meetings and exchange of information between political representatives or councillors and the public. Community members would be able to present their needs and demands through these meetings and exchanges taking place within the political system and public (Ismail *et al*, 1997:10).

According to McLaverty, (2002:40), “Local Government sees building local democracy as a central role of local government and states that municipalities should develop strategies and mechanisms to continuously engage with citizens, business and community groups”. Public members should participate both as voters, as citizens whose interests are expressed through the interest groups. They should also participate as end users, service clients and partners whose responsibility is to mobilise resources that municipalities could not have collected towards development. In this regard, municipalities are required to ensure representation of communities in all policy processes such as policy initiation, formulation, and the monitoring and evaluation of decision-making and implementation. This clearly indicates that there is no decision or programmes that could be initiated without the involvement of the public. Municipalities are required to involve civil society organisations in the budget formulation and in planning processes (McLaverty, 2002:40; Lisk, 1985:15; Houston, 2001:13). Public participation in the decision-making process results in the implementation of development policy options and programme whose end result is equitable share of resources amongst all members of the public (Lisk, 1985:8).

3.9.2. Ward Committees

According to Cloete and Thornhill, (2005:102), “To promote community participation in local governance provision is made in the Municipal Structures Act, 1998 (Act 117 of 1998) for the establishment of Ward Committees” (Cloete and Thornhill, 2005:102). This view is supported by Hollands, (2003:21), when averring, “Although Ward Committees are not the only

vehicles for community participation in local government, they exist currently as the most broadly applied and accepted model. Ward Committees exist to ensure participation in local government and as such are key mechanisms for communication with the public” (Hollands, 2003:21). Ward Committees are meant to enhance beneficial interface between community members and the local authority. In other words, they act as facilitators between the public and the municipality as represented by the councillor.

The challenge that faces ward committees is lack of support from the Municipalities. Ward Committee members are not paid for their participation in council planning’s. In some instances, dispute arises between councillors and ward committees they prefer that their views be articulated in council meetings. The councillor may prefer to enter council deliberations with an open mind. The fact that ward committee members are not paid makes them vulnerable to corruption and manipulation for personal gain. Therefore, there should be constant management of the ward committees. Some Ward Committee members are further used for political support by councillors which undermines their influence (Atkinson in Daniel *et al.*2003:136)

3.9.3. The Structure and Composition of Ward Committees

Members of Ward Committees are brought from various interest groups operating within the ward. Their election into the ward is a matter of community discretion or judgment. In other words, there is no clear policy yet that guides the election of ward committees. As a result, the majority of municipalities’ elect committee members according to a mix of area and sector based representation in the nomination process. The nomination of ward committee members in reported cases undermines the imperative for the involvement in the election process (Hollands, 2003:22).

According to Hollands, (2003:22): “Party political influence and intervention played a significant role in the nomination process. Most informants feel that where a party is dominant in a ward area, party domination of the committee is inevitable and does not detract from the committee’s ability to represent all interests. There was a minority perception that non-party aligned voices will

be sidelined in such a situation even if these persons are apparently welcomed in the public meetings convened by the ward committee. Many Ward Councillors were instrumental in screening the interests that could be recognised within their wards. Although regarded as a pragmatic approach, this has opened up space for allegation of cronyism, nepotism or that the ward councillors selected “friendly interests”. Thus, following Hollards, it seems that ward committee members act as “gatekeepers” that result in reported cases to undermining or at least minimising communication, and in turn optimum public participation (which in turn affect service delivery).

Note that ward committees are not part of the municipal structures. They comprise of representatives from various interest groups such as Faith Based Organisations (FBOs), Non-Governmental Organisations (NGOs), Business and other stakeholders operating within the ward. Ward committees are entrusted with the responsibility to make recommendations to the councillor. Such submissions will (or should) be handed to the Municipal Council, the Mayor and any other committees deemed relevant in addressing the matter (Cloete and Thornhill, 2005:103).

3.9.4. The role of Councillors

The main responsibility of a councillor is to take decisions according to the needs of the community. This means that councillors are elected to represent community members in the decision-making process. As a result they are required to take a leading role in the initiation process of the integrated development plans of such a community. In this regard councillors are required to take a lead role in consultation processes in order to ensure that community needs are indeed integrated in the planning processes. It is their responsibility to interact with the various stakeholders including Political Parties, Non-Governmental Organisations and Civil Society Organisations. This way the councillor is able to understand the needs of such communities and determine measures to be undertaken in addressing the service needs (Gotz and Wooldridge, 2003:16-17; Cloete and Thornhill, 2005:124-125).

It is important to note that the role of councillors should not be restricted to the mandate of local government but should seek to address service delivery challenges that are a responsibility of the national and provincial governments. The national and provincial mandate may relate to health, education and so forth. In some instances, they respond to needs that are a responsibility of provincial and national government such as health and education. The involvement of councillors in responsibilities such as disciplinary procedures, appointment of staff and appointment of consultants creates conflicts between the municipal officials and councillors. This conflict arises due to a lack of clearly defined roles assigned to councillors in their engagement with municipal officials. This conflict also arises during the process of policy formulation, where they are those who on the one hand, believe that councillors should initiate and develop policies while on the other hand, there is a view that officials, in their day-to-day encounter, refer issues that require policy to the councillors. The location of policy advice in the municipalities is a challenge in the sense that there is no clarity on whether it should be the responsibility of council committees or of officials (Gotz and Wooldridge, 2003:16-17).

3.9.5. Election of Councillors

The national legislation guides the election of councillors. It is important to note that political organisations have a much bigger role in the nomination of candidate councillors. The organisations do this in consultation with government structures and should comply with national legislation. South Africa uses proportional representation and representatives are drawn from party lists arranged in the order of preference (Cloete and Thornhill, 2005:93).

3.10. PROVISION OF BASIC SERVICES AND SERVICE LEVY

Local government is assigned the power and responsibility to facilitate development in local areas. It is the role of local government to deliver services to communities, as it is the government closest to the people. Service delivery is based on the understanding of community needs and demands and

as a result it becomes the responsibility of the governing body to respond to the needs and demands. In other words the government responds by providing a service that will address the need and demand of such a community. The fact that community leaders of the local government reside within the community means that they are best suited to address these needs. It becomes their responsibility to provide services aimed at changing the situation of the community for the better. Conversely, community members still complain of poor service delivery in local areas. The complaints being raised on poor service delivery indicate that local government is not capable enough to deal with community needs. It is important for local government to work with the public and private institutions towards improving their own capacity.

Several challenges face the Tshwane Metropolitan Council in terms of service backlogs and the weak infrastructure. The challenges that face Local Government were outlined by Pottie in Atkinson and Reitzes, (1998:84): “ In response to the pressure on local government to deliver services in the context of weak institutional capacity, a backlog of unserved areas, and fiscal pressures, outsourcing the provision of services traditionally associated with government has gained prominence”. The statement is further supported by McKenzie, (2003:183) in suggesting, “Municipalities are involved in development within their areas of jurisdiction. This is mainly because of the mandate entrusted to them which is to provide such infrastructural services as water, sanitation, waste removal, electricity, transport and many others”. The provision of aforementioned services requires that the municipality be equipped to operate at the highest possible level. The inherited system of local government is therefore not adequately prepared to deliver or provide quality service in all the afore-mentioned issues. Thus public-private partnerships become important in addressing infrastructural backlogs and poor service delivery experienced by community members. The private sector may not see the importance of their involvement in the provision of services and as such, it becomes the responsibility of local government structures or municipalities to develop strategies of attracting private sector investment to their areas. Local government should outsource some of its services that

could be best provided by business, market or private sector. Similarly, they should provide financial assistance or support to civil society organisations that work towards community development (Pottie in Atkinson and Reitzes, 1998:84).

3.11. SERVICE PAYMENT

Service payment is directly linked to the provision of services. With collected revenue, the municipality is able to extend services such as water, electricity, sanitation, transport, infrastructural development to address service backlogs. Community members need to understand that the cost incurred by municipalities in the provision of the afore-mentioned services exceeds the costs of rendering the service. Community members should be informed through awareness programmes on the importance of service payment. Conversely, municipalities should deliver services to the people as payment without service provision contributes the culture of non-payment. The indigent or poor people in the community should be provided with free services until such a time that their conditions have improved. Ward Committees are best located to identify the indigents within the ward. Community members that are able to pay for services should be encouraged to do so and should be able to see positive developments in their community. As an illustration, a closer link between service payment and provision, the apartheid government opted to provide services to White Local Authorities at the expense of Black Local Authorities because the latter were not able to raise the revenue (Cloete and Thornhill, 2005:171-172).

3.12. PUBLIC-PRIVATE PARTNERSHIP IN SERVICE DELIVERY

South Africa's local government inherited huge service delivery challenges that range from the provision of services within the communities to addressing the negative culture of non-payment of services that emerged as a form of resistance to apartheid policies. The South Africa's system of government post 1994 encourages Public-Private Partnership (PPP). The involvement of the private sector will assist in addressing some of the afore-mentioned

service delivery challenges. For such PPPs, these challenges range from addressing service backlogs, infrastructural development and building capacity of the municipality. Municipalities should benefit from the partnerships and should have the capacity to monitor, manage and put into effect the partnership agreement. Community members and interest groups should be involved in the process as part of a participatory process by affirmation and representation (Cloete and Thornhill, 2005:158).

3.13. CONCLUSION

This chapter outlined the historical background of Atteridgeville-Saulsville as a black township in Pretoria. The chapter highlighted the extent of service delivery in the townships and reflected on the non-involvement of blacks in the local planning, development and management of their communities during the apartheid era. The researcher examined the role played by the Black Local Authorities and the Regional Service Council as well as looking at their demise. The chapter further reflected on the negotiations that led to the establishment of the democratic government and examined local government as the government closest to the people. The chapter highlighted legislation and processes that led to the establishment of democratic local governments in South Africa such as Tshwane Metropolitan Council. The chapter finally examined service delivery and public participation in decision-making process.

CHAPTER FOUR: PUBLIC PARTICIPATION AND DELIVERY OF SERVICES IN ATTERIDGEVILLE - SAULSVILLE

4.1. INTRODUCTION

The chapter focuses on the provision of basic services and public participation in the Atteridgeville-Saulsville Township. It will explore whether the integration of the Township into the Tshwane Metropolitan Council have or hasn't changed the lives for the residents for the better. The chapter further examines whether public participation and service delivery in the Tshwane Metropolitan Council are optimally intertwined.

The chapter will further look at the role played by ward councillors and ward committees in the facilitation of public participation and service delivery. In essence, the chapter will also critique delivery-policies in the Atteridgeville-Saulsville Township in terms of the two chosen theoretical approaches examine how such delivery of services can be enhanced. Both the study of documentation (original or secondary) and interviews, as part of the qualitative approach, will be used in this chapter. The researcher made use of face - face interviews to gather information on the provision of services and public participation in Atteridgeville-Saulsville Township (See Schedule Attached)*1. The chapter will also explore the extent to which public - private partnerships are contributing to the improvement of service delivery in the Township.

The researcher will present data collected from the six respondents in Tshwane and list them as follows: Respondent One from the Civil Society Organisations; Respondent Two is a former Superintendent of the Atteridgeville-Saulsville Township; Respondent Three is a Ward Councillor in the Township; Respondent Four is also a Ward Councillor in the Township;

¹Footnote: The transcriptions and summaries of the six interviews is not appended here due to a lack of space (the scope of the research here represents a mini dissertation). The transcription and summaries of interviews are kept by and can accessed through the researcher.

Respondent Five is an official of the Tshwane Metropolitan Council and, Respondent Six is the Ward Councillor in the Township. The researcher will refer to all respondents respectively.

4.2. THE ESTABLISHMENT OF ATTERIDGEVILLE-SAULSVILLE TOWNSHIP

The Township was established as a labour reservoir for various government institutions. This came out in an interview with Respondent Two from the Tshwane Metropolitan Council. The respondent pointed out "Atteridgeville was established as a Black Township in 1939. The Township was surrounded by various government institutions and residential areas for the Indian community. On the Western side, the Township was surrounded by the South African Defence Force (SADF) Shooting Range, whilst on the Eastern side, was the South African Police (SAP) Dog Squad, the South and the Northern sides were the Indian Community of Laudium and Lotus Gardens". This resulted in the Township having limited land for expansion, as the vast part of the area is dolomitic (Interview with Respondent Six). Respondent One from the Community Organisations supports this view thus, "In Atteridgeville for instance, there are no spaces where we can build houses because the only portion that is left is dolomitic" (Interview with Respondent Six). This view is supported by respondent Two, who mentions that, "About 95% of the informal settlement is on a very dangerous soil condition, that is dolomite". The sixth respondent expressed the view thus, "What people did, they saw an open space and they went to invade. At that time they were highlighting their plight. But there is no need to do that now because this government is saying, we want to house our people" (Interview with Respondent Six).

4.3. SERVICE DELIVERY IN ATTERIDGEVILLE-SAULSVILLE DURING THE APARTHEID ERA

It is important to note that the Atteridgeville-Saulsville Township was established with full basic services such as houses, water and electricity similar to those of the white areas. This view is the view which was expressed

in an interview with Respondent Two who says, "Atteridgeville I believe, according to my knowledge was the first, maybe, the first black township in Pretoria to be established with full services, water, sewer, electricity and street electricity" (Interview with Respondent Two). The same view is also shared by Respondent One, "Atteridgeville and Mamelodi used to be fifty-fifty with the White Pretoria". This was in reference to the provision of services in the townships during the establishment of the township. It is important to note that though the government was providing houses, the last house was built in 1964. According to Respondent Two, from that period up to 1981, there were no other additional developments. This was despite the increase in the population of local residents that was a result of family expansion and also the increase based on the relocation of the Lady Selborne's population and that of the surrounding residential areas to Atteridgeville (Interview with Respondent Two). The 2nd respondent is of the opinion "so you can imagine for yourself the expansion of the population growth of the community, of the people in the area because government houses or subsidised houses in total were 9 841. The houses have 12.2 persons per house. Many of the children growing up, get married and move to the backyard. That was one of the big backlogs in Atteridgeville. It was lack of expansion"(Interview with Respondent Two).

The statement is supported by Respondent Six, when pointing out that failure by government to provide shelter during this period resulted in backyard shacks being established in Atteridgeville-Saulsville. The respondent states "Look we have moved but there is a backlog. Like I said that the last house was built in 1958 and 1959. Imagine those that were born in the 1950s, they were young at that stage but in the process they grew up, they got married and have families with nowhere to go" (Interview with Respondent Six). It is important to note that though the two respondents agree that the backlog was caused by government's inability to provide housing in accordance with the growing population, there seems to be a contradiction and lack of certainty as to when the last house was built in Atteridgeville-Saulsville. According to the respondent, the government's failure to provide housing to residents of Atteridgeville-Saulsville contributed to backyard shacks that mushroomed as a result of population growth in the area.

4.4. URBAN CONSOLIDATION ACT / INFLUX CONTROL ACT

Before the establishment of the Atteridgeville-Saulsville Township, Black people lived in the surrounding residential areas of Pretoria where they provided labour during the day to white communities. Following their visits to their families and kinship (mostly in rural areas), they would return to the urban areas with their women and family members. These families grew into a stable community. The Transvaal Administration passed the Urban Consolidation Act of 1925 aimed at controlling this movement from rural to urban areas. This Act was based on different categories or qualifications. The Act has different sub-sections which describes those that qualify to stay in the urban townships. Sub-section 10 (1) A qualifies those that were born in the area, 10 (1) B those women into the township, 10 (1) C was meant for married women residing with their husbands and 10 (1) D was for workers who were recruited from Chief's Kraal to provide labour in town. There was some agreement signed with the traditional chiefs for labour provision. The Superintendent's role was, therefore, to take the responsibility of the chiefs to look after their people (Interview with Respondent Two).

4.5. PUBLIC PARTICIPATION IN ATTERIDGEVILLE-SAULSVILLE DURING THE APARTHEID ERA

Participation in Local Government prior to 1994 was based on the racial divide. Prior to the establishment of the Black Local Authorities (BLAs) white people were appointed as administrators for the Black Townships. The respondent mentions that, "The officials of the Administration Offices in the Black Township of Atteridgeville-Saulsville and the Superintendent were all white". The administrators would decide on the kind of services to be provided to the Black Community. The other respondents also support this, "In many of the instances we do not know what was going on the ground. We did not grow up there. We did not know the nitty-gritty's of the community. So, it was crucial for us to ask for guidance from the Block man about action that we would like to take" (Respondent Two). In essence, Black people were not involved in the

planning and management of their own local areas. Instead, the white administrators would rely on Blockmen.

Community members appointed Blockmen who acted as their community leader. In turn, when the apartheid government wanted to take action against family members or individuals involved in disputes, they would consult the Blockmen for advice. This is highlighted in the above paragraph where the respondent indicates that they sought advice from Blockmen because they stayed within the community and, as a result, had better knowledge of what was happening with the community itself. According to Respondent Two, the "Blockman was a community leader appointed by community members to represent them. He was not elected but appointed by the community because of respect for either being businessman or high profile person". According to respondents "the Blockman was a member of the Advisory Board representing the community and functioned under the Development Board of Central Transvaal. The Development Board of Central Transvaal officials often consulted with them for advice".

The role of the Blockmen was limited to an advisory one rather than being a role player in the decision making process. Respondent Two states this, "In many of the cases when we would like to change the ownership of a house, we asked the advice from Blockmen because they knew the community and families. In some instances, for example, there was a criminal type of son in the house. Now he is pressurising parents to register the house in his name because of a hidden agenda that he wants to sell the house. Now we ask the Blockman, ...lets call him a councillor, community leader, his advice on this". The advice provided was also exclusively in areas where consultation had been sought by the White Administration Officials. This state of affairs resulted in White officials remaining as the decision-makers in the provision of services. It is important to note that the Blockmen was consulted not in all community issues but mostly in minor cases such as movement of people in the house in order to provide the exact situation or information to the Local Authorities and specifically on issues related to non-payment of services.

The Blockmen was never consulted or ever participated in the decision-making process even though they represented the community. According to the respondent "Some of the decisions were taken without the knowledge of the Blockmen, may be without their approval. I believe that is why it was very possible for us that when the new Black Local Authority came into effect in 1982/83 it was easy for us to just continue with that because in many of the cases that very same community leader was appointed as a councillor" (Interview with Respondent Two). This means that the Blockmen had a small role to play in as far as policy issues are concerned. As a result, the decision-making process was mainly left in the hands of the few Black Administration Board officials who had the authority to decide on behalf of the township citizens. Community members had no role to play in deciding the kind of services they require. Services were provided based on the wishes of the white officials at the expense of community members. This is in contrast to the new political dispensation where structures for participation in decision-making have been created.

Community participation during the apartheid government did not exist, "It was just a notification of what we are going to do. Decisions were made at one level and nobody on the ground was advised, inputs asked or whatever" (Interview with Respondent Two). This stance resulted in the downfall of many projects due to the lack of ownership. This was because citizens were not consulted on the decisions taken or to be taken, "Although most of the projects were beautiful, the community did not take ownership of the project because there was never consultation with them" (Interview with Respondent Two). There was no communication between residents and the local authority. The township management was done through the office of the Superintendent.

4.6. THE ESTABLISHMENT OF THE BLACK LOCAL AUTHORITIES

The Black Local Authorities (BLAs) were established to administrate Black people residing in the Townships. The basis for the failure of the Black Local Authorities was largely the lack of resources. Their downfall was also a result

of the service payment boycotts orchestrated by the Civic Organisations and other Community Based Organisations (CBOs).

4.7. THE ROLE OF PRIVATE SECTOR AND CIVIL SOCIETY ORGANISATIONS DURING THE APARTHEID LOCAL GOVERNMENT

Civil Society Organisations, because of the vacuum that existed between the government and community members, were seen as the voice for the black people. This view is expressed by Respondent One from Civil Society Organisations, "Public Participation that used to take place prior to 1994 compared to now is different in the sense that before the democratic local government we were the sole voice of the community in terms of projects and in terms of whatever needs that communities identified". Civil Society Organisations mobilised people to boycott the payment of services and election of the Black Local Authority's Councillors (Interview with Respondent One).

The Black Local Authorities (BLAs) in Atteridgeville-Saulsville declined the proposals by big companies such as Checkers and Pick 'n Pay that approached the authorities to establish their business in the township. The refusal was based on favouring of corner cafes or small business, what was then referred to as spaza shops, "Because of this decision a lot of revenue was lost". "Luckily, in the early 1990s, FHA Association, a government parastatal built houses catering for the bracket just above the poorest of the poor" (Interview with Respondent Two). This development could not stop the invasion of land by the squatter movements. During this period, people started to occupy the dolomatic area. The lack of land resulted into different groups amongst them Jeffrey's and Phomolong groups fighting over ownership of the land. This situation was quelled by the intervention of the United Nations Peace Secretariat.

According to respondents, the United Nations Peace Secretariat was called amongst other organisations to assist in achieving a peaceful resolution of the conflict in the area. The intervention of the United Nations Peace Secretariat and not the Council was based on the fact that "These groups did not recognise the council and the Transvaal Administration Board". So, the government appointed the United Nations Peace Secretariat to normalise the conflict situation in Atteridgeville-Saulsville by holding discussions with the groups and the council. This was because these groups did not approve of the local authority intervening in their disputes. The political conflict between leaders of the community at the time necessitated the government to request United Nations Peace Secretariat to mediate between various political organisations. The infighting was quelled with the signing of the social compact agreement. This agreement resulted in the concerned groups reaching an agreement to work with the council. It also led to the establishment of Phomolong (place of peace) section in Atteridgeville -Saulsville.

4.8. THE RE-INTEGRATION OF ATTERIDGEVILLE-SAULSVILLE INTO THE PRETORIA CITY COUNCIL

According to Respondent Two, "Between 1991 and 92 we integrated back into Pretoria. Actually, it is an Act passed on the 08th December 1984 that instructed the merging again into the bigger city". The changes resulted in a lot of financial resources being channelled to the township. These developments were followed by the Transitional phase of local government that brought together different organisations such as the unbanned African National Congress (ANC), Pan Africanist Congress (PAC), Azanian Peoples Organisations (AZAPO), South African National Civic Organisations (SANCO), and Atteridgeville-Saulsville Residents Association together with the City Council of Pretoria (Interview with Respondent Three). The negotiation team comprised of statutory and non-statutory members. The statutory component comprised of Black Local Authority Councillors, City Council of Pretoria and government. The non-statutory delegation comprised of members from political organisations and non-governmental organisations.

The discussions centred around the establishment of a unified local government for black and white in Pretoria (Interview with Respondent One).

4.9. NON - PAYMENT OF SERVICES

In 1999, there were problems with the payment of services and in the same year, the civic organisations consulted the Pretoria City Council and proposed a summit. The discussions during the summit centred on the payment of services and consideration of the socio-economic conditions of township residents. The majority of them were unemployed and had no means of sustainability. The summit agreed that there should be a category of people, those that are willing to pay, those that were willing to pay but did not have enough resources and those that had money to pay for the services but were not willing to do so. The summit resolved the following, "there must be credit control and in this credit control the municipality must actually make sure that those people who cannot afford their services, are taken care of".

4.10. SERVICE DELIVERY IN THE TSHWANE METROPOLITAN COUNCIL

According to respondent One, The Municipality delivered a number of houses but the majority of people did not benefit from the housing and other programmes. The respondent mentions that, "People want a real change in their lives. People want that real better life in its true sense to say really there has been a change". The other problem that is impeding service delivery is that "We still have those guys who were chiefs in the old Black Local Authorities (BLAs) who are still in charge. Their political agenda is still questionable and as a result of that you wouldn't expect such delivery because they have got their masters that they are serving".

According to Respondent Two, since the democratic change, there has been improvement in the provision of services. The respondent mentions that, "If you look at electricity, at that point in time the electricity supply to Atteridgeville-Saulsville was 11kva. At this point in time the current supply is 132kva. Sewerage and water reservoirs were also upgraded". According to

Respondent Four, "the municipality has installed high mass lights in most wards in the Atteridgeville-Saulsville Township. The municipality is also in the process of building an underground canal in the Komane Street". The RDP houses that are currently being provided are with the best infrastructure and tarred roads. According to the Fifth Respondent, "There is no township that looks like this one. You'll see the quality of services, the quality of roads that are here. It's unlike the normal RDP houses that you know". This view is further expressed by Respondent Two, "The installation of the infrastructure in the RDP development is exactly the same as the infrastructure in towns and suburbs. The reason for this is that if we put a low grade facility it is not going to last long".

4.11. THE STRENGTH OF TSHWANE METROPOLITAN COUNCIL IN SERVICE DELIVERY

The strength of the Tshwane Metropolitan Council lies in the payment of basic services by consumers. The non-payment of services remains a challenge to the provision of basic services in the municipality. The Sixth Respondent expressed this view thus, "I mean we have the strength as long as people are prepared to pay their services, their rates and taxes, and pay them timeously". Local government could have strength if some of the functions allocated to the national and provincial sphere can be administered at the local level. Again the Fifth Respondent expressed this view, "You will realise that there are three spheres of government. In my view things like clinics, fire brigades and the like, those kinds of things should be devolved to the local government with all the resources that go with it. But we don't have much powers as far as the hospitals and clinics are concerned". According to Respondent Three, the strength of local government in the Tshwane Metropolitan Council lies in the provision of water and electricity. The appointment of Community Liaison Officers is one of the strengths in that these officials will interact with community members timeously. The municipality is also engaging in the empowerment of residents by ensuring that emerging contractors are from the local community. The Tshwane Municipality has done well in the area of housing provision.

4.12. THE WEAKNESS OF TSHWANE METROPOLITAN COUNCIL IN SERVICE DELIVERY

There is a view that Atteridgeville-Saulsville and Mamelodi are increasingly being marginalised in favour of the Northern part of the Municipality. The reason behind this is believed to be linked to a political agenda. These sentiments were echoed by one of the respondents, "The perception is that Tshwane Municipality is focusing on the North and this perception is said to stem from the fact that the Mayor of Tshwane was based in the North West as the Member of the Executive Committee of the African National Congress. So because it is his base he is prioritising the area on the expense of Mamelodi and Atteridgeville-Saulsville. It also has an impact on service delivery. It also has an impact on the general feelings of the people on the ground". The failure by the municipality to ensure that communities have ownership in community projects is still a weakness that needs to be addressed. The gap that exists between the councillors and the administrators undermines efforts towards the provision of services.

This view is expressed by Respondent Two, "Still there are some, not friction, but gaps between the administration and the politicians and these need to be dealt with. If we narrow that gap then much more success will be achieved. But that will come with time. And I think that is where our success lies". According to the same respondent the challenge lies in the fact that, "we have a very young democracy". Respondent Six supports this sentiment "That for as long as councillors don't have the powers necessary to ensure that certain things are implemented, it's a problem. Because as long as officials have more powers to implement as when they think they could do it. It's a problem". The conflict of roles between the councillors and administrators does contribute to lack of service delivery. The reason is that both the councillors and administrators want to influence or control the manner in which services are or should be provided and as a result the needs of the community are not addressed.

According to Respondent Three, the weakness of the Tshwane Metropolitan Council is the billing system. The respondent further mentions that the council is trying to address the problem, "The reason is that at one stage Tshwane... this area, used to be the City Council of Pretoria. Now we are the City of Tshwane whereby 13 municipalities are combined, merged together to form a single municipality. So you understand and realise that really we need to improve in terms of service delivery, as well as improving for example our billing system". Respondent Four, supports the same view "So to some of the things it's a learning curve but we do take them into consideration that they should be taken into cognisance that they should be done to alleviate problems encountered by the people. But some of the things that we call weaknesses are some of the hidden mysteries of the past apartheid system that we still need to look into and resolve that are beginning to resurface at the moment".

The respondent indicates that infrastructure in Atteridgeville-Saulsville is an example of the apartheid failure to provide quality services. According to the respondent, these are some of the issues that are resurfacing in the current political dispensation. The culture of serving people is still an issue that needs to be addressed. This feeling is expressed by Respondent Five, "when you talk about Batho Pele, you still find some officials within the City of Tshwane who don't take the concept of Batho Pele forward". The other problem facing the Tshwane Metropolitan Council and in particular residents of Atteridgeville-Saulsville is job creation that is a result of lack of political will or bureaucratic red tape within the system. "We have a lot of opportunities to create jobs. Its just that the there is a lot of politics within". This view is also linked with the perception that councillors are involved in the awarding of tenders to their friends and appoint their relatives and friends to do contract work.

The change of councillors every five years is one of the weaknesses that undermine service delivery. Respondent Six, expresses this view "As long as we continuously change our public representatives every five year term, that will affect local government municipality". The inability to generate revenue

still remains a problem within local government in the delivery of services, "the other thing is that some of the municipalities don't generate sufficient revenue to provide the kind of services they need to provide".

4.13. PRIORITY AREAS FOR THE TSHWANE METROPOLITAN COUNCIL IN THE DELIVERY OF SERVICES

According to Respondent Six, the first measure that needs to be taken by Tshwane Metropolitan Council in the delivery of services is "to ensure that we educate our people in as far as services are concerned because we are also paying for this services as a municipality". The payment is used to buy services and also to pay contractors for the development of the areas. The respondent mentions that, "we also buy water from Rand Water. So if they don't pay we won't be able to buy water from Rand Water. We need to pay the contractors to develop this area. So I think we must begin to vigorously educate our people as far as local government is concerned, where do we get our revenue, what is that revenue used for. If we improve on that I am sure the municipality will be able to function effectively". According to Respondent Two, the Tshwane Metropolitan Council needs to intensify consumer education programmes. Through these programmes, the municipality will go to communities and inform them about various initiatives targeted at making the life better for residents. According to Respondent Three, Atteridgeville-Saulsville Township is facing problems due to the illegal connections of electricity by people residing in the backyard shacks. The other problem has to do with electricity cut-offs as a result of the overloading of energy supply lines. The respondent mentions that "during winter we experience overloading of energy, people tend to extend electricity supply to nearby shacks, it is then that we have electricity cut off. Whenever you report they take too long to come and fix the lights. And within five days again the lights are off "

Lack of service delivery in the Tshwane Metropolitan Council is still a major problem. The problem is also exacerbated by the officials' inability to respond to calls in time. The continuous cut-off of electricity is also a result of the

incapacity of the infrastructure to cater for the growing population and also for the infrastructure to meet the needs of the increasing population. This was outlined by Respondent Three, when indicating that, "You report this week they come and fix the lights. And within five days again the lights are off. So you sit with the problem where you will be reporting the street lights on a weekly basis". The incapacity of the infrastructure is expressed by Respondent Four, when saying, "If you look at the infrastructure that has been provided you'll find a lot of defections. And you will get to realise that people who build this township historically never cared about infrastructure development". According to Respondent One: "Tshwane should ensure that, it increases public participation on the ground through community meetings so that residents will have a platform to air their views about issues that affect them". The respondent goes further to mention "the Batho Pele principle must be applied". The respondent mentions that the Tshwane Metropolitan Council has a programme referred to as "quick and visible". According to the respondent the programme is aimed at providing quick and visible service. The respondent avers "so everything is done so quickly to an extent that the involvement of the communities is limited".

4.13.1. Communication

Respondent Four says that through community meetings, they are able to provide feedback in terms of council decisions and also get issues from the residents. In this regard, there is interaction between council, that is, the executive and members of the public or the environment facilitated by these meetings. Respondent Six acknowledges that in some cases, the ward committees may not be communicating effectively with the public and, as a result, these areas may require an improvement "we must communicate more than what we are doing now. I'll tell you, even if you call meetings, I can rest assure you that it is not everybody who is a resident who will attend these meetings". According to the same respondent, the solution lies with the development of a strategy that will facilitate access to information even by those members that necessarily do not attend community meetings. The respondent put it thus "So we need to find a way to ensure that even those

who do not attend meetings, do find information through pamphlets, fliers, radio, electronic and print media. We don't have that money in the council and my ward to do all those kind of things. I don't even have my own computer for that matter to do such kind of things. You know I am not empowered. I am not empowered as a councillor to be able to effectively communicate with my community". There was a view that residents only attend meetings only when they have issues to be raised "Let me tell you those who come to meetings would be those who have a certain problem. Once the problem is sorted out, you will never see them in meetings again. New ones who have new problems will just come and lambast you as a councillor and go away".

4.13.2. Decision-making

According to Respondent One, Community participation in the decision-making process is critical for development to take place. The success of community projects depends on the involvement of the community members. The respondent puts it that in Tshwane Metropolitan Council, public participation in the decision-making process is regarded as a critical feature. Respondent Four also raises this view, that the municipality emphasises the mandate of the people. The respondent says, "There is nothing that we should do without the people 's mandate. It is the community that needs to come out with the decision and we compile them into the Integrated Development Plans (IDPs). I mean the IDPs informs the budget". Respondent One, disputes the view, "In terms of decision-making we are not involved. Communities are not involved. They are told of the decisions. They are told that the councillor has decided on this ...not having the background...". Community members are also involved in the process of formulating by-laws. This shows that though there is progress, community members are also still left out in some aspects of the decisions. In essence, development that is not bringing people together cannot succeed and this quantifies the statement that " development is for the people. The respondent goes further to indicate that there are also council decisions that councillors do not agree with, "we have council decisions which councillors themselves on the ground differ with them. Councillors openly work against those decisions".

Respondent One indicates that the problem lies with the idea that public participation is currently co-ordinated by an established structure known as the ward committee. The councillor is the chairperson of the Ward Committee and convenes ward committee meetings. The problem is if the issue to be discussed affects the councillor, he or she may decide not to convene a meeting. According to the respondent the solution lies with, "De-institutionalisation of public participation". According to the respondent, this empowers or authorises other members of the committee to convene such meetings and will open an opportunity for members of the public to participate in the planning and implementation of projects and programmes. The respondent further indicated, "currently people are restricted in the sense that any input you have to make is through the ward committee. And if the councillor does not call the ward committee how do you then make your input? If you send a petition the ward councillor must present the petition in the council. If he decides not to present it what else do you do?"

Councillors, in consultation with the ward committees, are mandated to convene ward committee meetings. The challenge, therefore, is when councillors are not interested to call public meetings because issues for discussion affect them in one way or the other. The weakness is that other members of the ward committee are not mandated to convene the meeting without approval of the councillor. The ward committees meeting should be encouraged to take place regularly and not when the councillor deems it necessary. The respondent also indicates that the establishment of Community Development Workers (CDWs) within the wards could benefit community members in the sense that they will be able to raise their concerns to such officials. The respondent also attaches problems that have to do with the CDWs and mentions that, "The other thing that I think can assist is the full operation of the Community Development Workers. If they can be fully operational and understand their role there will actually be opening all the gaps. But the problem is that CDWs are also identified by councillors. They are appointing their own friends. They have to be limited. They have got to much absolute power".

In essence, the respondent indicates that councillors practice nepotism and corruption because they only appoint their friends and close associates. The other problems that affect the wards are that participation is politicised because the ward belongs to one political organisation or party even members of the ward committee are from the same party. The respondent advocates, "Public participation should be depoliticised". This will enable members of other political organisations or parties to participate in the decision-making process. Decision-making currently has adopted what is referred as bottom-up approach with people playing a meaningful role in the planning process. This is contrary to the apartheid era Administration, where decisions were taken through the top-down approach with governors deciding on the nature of developments required for the community and implementing them without getting the voice from the public.

4.13.3. Service Delivery

The provision of services in the Tshwane Metropolitan Areas is still facing a number of challenges. The challenges have to do with the inherent infrastructural services. This is clearly articulated by Respondent Six, "Some of our infrastructure is old. We have a backlog of developing new areas. There are people who were previously disadvantaged who did not have running water and all those kind of services. Whilst you are providing them with this new infrastructure, you have the aging kind of infrastructure that will have leaks and all those kind of things that you should find money and go and repair". I mean Atteridgeville is an old township of 1938". The respondent also mentioned that there is the problem of electricity blackout when it is raining or windy. This problem is a result of electricity infrastructure that is ageing. The respondent mentioned, "You put your transformers as you extend to new areas. The old ones get old". The blackout of electricity is a major problem but in terms of the provision of services, members of the public are satisfied. The residents of Atteridgeville-Saulsville informal settlement are also provided with water, electricity and road except the running sewer. This is because in so doing, the requirement is that there should be an establishment of permanent residence. The council is in the process of relocating residents from the

informal settlement because of the dolomatic soil conditions into the newly established area (Interview with Respondent, Two). Respondent One mentions that municipalities are failing to deliver services to the public. The concerned groups are beginning to plan for mass action aimed at the improvement of services.

4.14. PUBLIC-PRIVATE PARTNERSHIP IN ATTERIDGEVILLE-SAULSVILLE TOWNSHIP

Since the new political dispensation, the private sector is beginning to play a developmental role in the affairs of the township. This is influenced by the government stance of sub-contracting the private sector to carry some of the responsibilities that cannot be carried by the Municipality. Developments such as the building of the RDP Houses in Ward 7 are an indication of the partnership between the municipality and the private sector. These houses are also provided with electricity and other related services.



Fig 6:RDP House: 2005

The involvement, in large scale, of the private sector such as with the upgrade of the Super Stadium and the buildings of shopping complexes that will house big retail shops in the areas is an indication of private sector investment in the area. The involvement of the private sector is beginning to address issues of unemployment in the area, which has become a major problem. Investment

by the private sector will bring the revenue in this area that has been previously marginalised. Respondent Three clearly put it this way "Presently as I said, we are busy building a shopping complex. The other one is going to be built by Old Mutual. The other by Raider Investors whereby we are just hoping that it will absorb lots of people in terms of employment". According to the respondent, this will also save money from residents who had to travel to town to buy grocery. The respondent is optimistic about the growth of township "the area is going to be a centre of activities, business activities in Atteridgeville-Saulsville".

4.15. COMMUNITY PARTICIPATION IN THE TSHWANE METROPOLITAN COUNCIL

According to Respondent One, the role of Civil Society Organisations is minimal due to the marginalised environment. This means that these organisations are not provided with an arena in which they are able to influence policies and the implementation of programmes and projects. The problem behind this is that ward councillors do not necessarily promote the participation of these organisations in community meetings. This view is expressed by Respondent One, "Communities are willing to participate but the platform is limited and is only those who are invited who are able to reach any office". It is also clear in the statement made by Respondent Three; "At one stage they don't attend our meetings, public meetings as an organisation. They will just come to the meetings as individuals". The statement indicates that though ward committees are comprised of members from various community structures and organisations, community structures are not able to attend as a united force but as individuals. Though the community is diverse, few of the structures do have the voice whilst the voice of the majority is still suppressed, particularly those with opposing views.

There is also a concern that Community structures participate when they have objectives in common... "majority of them do come to us as councillors especially when they want advice or when they want you to write testimony because they are quite aware that we are well positioned to make a

recommendation, and most of the applications they are making are to the government sector. Once the testimony is from the councillor they have this belief that these people will approve the application". Participation by these organisations has been left behind by the formation of ward committees. This indicates that community members have got to participate in the identification of ward committees, as they are increasingly becoming the only voice in the community. There are two contrary views on the role of community organisations, one is that these organisations are not making an effort to participate in the decision-making process of the local community whereas others feel that there is no platform that enables participation by these organisations as ward committees have taken their role. The proponents of this view indicate that the result is the emergence of concerned groups dissatisfied with the manner in which services are provided.

4.15.1. The Influence of Community Participation in Service Delivery

The majority of respondents agree that community participation does enhance service delivery. According to Respondent One, "If there is no community participation, and municipality come with the project to be implemented...if there is no buy-in from the community, you won't implement it". This means that there would be resistance on the side of the community that is related to the fact that such a community has not been consulted. Community participation saves costs in the sense that from the initial point, community members know what will be taking place and have been informed of the risks and benefits of such a project. When community participation is adhered to, it also saves a lot of costs, i.e. remuneration to be paid to the facilitators who will negotiate on behalf of the municipality and the affected community. Through community participation, community members have ownership as they are able to make inputs in terms of the manner in which such service can best be provided to the community. There is a view that community participation ensures that communities have ownership of the process. Through community participation, community members are able to advise on certain issues that need to be considered that may either be detrimental or beneficial to the community concerned (Interview with Respondent One).

There is also a view that local government cannot be complete without the emphasis on public participation as it is the government that is closest to the people. It is thus important for this sphere of government to be informed by the needs of the people and also that it should best strive to improve the living conditions of the people. It is important, that councillors should best be capacitated with skills as they interface with community members on a regular basis. They act as facilitators between government and the people. The responsibility of becoming a councillor in a township requires that one surpass the expectation in the sense that the challenges are so enormous. These are the words expressed by respondent Four "To be a councillor in a township you must really out-perform yourself because there are so many challenges that cannot be solved in a month or a year and people expect you as a councillor to be in a position to perform certain functions and to solve their problems". The Tshwane Metropolitan Council does have an Imbizos programme. Imbizos is an interactive programme between "the governors and the governed". In this meeting, the Mayor and the Mayoral Council visit communities to listen to the needs of the communities. In response, the council will provide such services to the concerned community (Interview with responded Four and Six). Whilst the view is worthwhile, there is a perception that in some of the issues raised, the council does not provide any feedback and that people are left to wait for a service that is never provided. This is seen as a crucial problem at the moment because, the political system seems not to be interactive as decisions from the political system are not informed by the inputs from the environment or society. In clear terms, consultation with people and attempts to engage through forums of public participation should lead to added value in service delivery. If not, resources that should have been dedicated to improve the conditions of citizens are wasted.

4.15.2. The role of Metropolitan Council in promoting the "voice" of the community

There is a view that the majority of Tshwane officials are from the old order and are not used to consultations. The result is the fact that community inputs are not taken into cognisance. There is a view from technocrats that

consultations takes time and they thus continue to implement decisions without the actual involvement of community members.

There is also a view that consultation with councillors gives a "go ahead" as, the people have elected councillors. However, without effective interaction and consistent input (which is the responsibility of the councillors and communities) decisions and/or projects become "divorced" from the public for which they are intended. These are some of the issues that undermine the voice of the people and thereby resulting in the rule by the minority. It leads to the undermining of the democratic principles. According to respondent One, "consultation should be directed to the people on the street or at the grassroots level". The respondent acknowledges that the voice of the community should be emphasised but at the moment it is still limited.

4.16. UNDERSTANDING THE ROLE OF COUNCILLORS AND COMMUNITY NEEDS

Respondent One indicates that there seems to be an understanding by community members on what the role of a local councillor is. The respondent mentions that community members often consult councillors even at their own residences, because they understand the importance of the councillors. There is a view that community members need to be educated to understand where the responsibility of the councillors starts and ends. It is because in some cases, community members bring personal issues to be addressed by the councillors. Respondent Three puts it thus, "Some are development, some are not. Some are very personal. At some point we are not that equipped but you will refer people where to go. If you can be equipped in terms of information of that nature, you say, this thing belongs to this department". The problem is also expressed by Respondent Four "Sometimes some of the challenges we get from the community, is that the community would like you as a councillor at least to solve some of their legal matters or a person will say I informed the councillor; he or she is doing nothing". The respondent mentions that councillors are governed by a Code of Conduct, which prohibits them from performing certain tasks that are not part of their mandate.

Members of public who bring personal things to meetings to the councillors create problems. Even Respondent Six buttresses the same thing "For instance people bring personal things to meetings. There is a need to ensure that members of the public have the correct information as far as issues of local government, service delivery and public participation are concerned". The information gained from this data suggests a need to provide more information and guidelines on activities and processes from councillors and the community alike.

4.17. CONCLUSION

The chapter focused on the importance of public participation in the provision of basic services. The researcher interviewed Six Respondents to find out whether service delivery and public participation have improved since the democratic dispensation and the establishment of a democratic local government in the Atteridgeville-Saulsville Township of the Tshwane Metropolitan Council. Respondents expressed different views on local government during the Bantu Administration Board, Black Local Authorities and the democratic dispensation. The respondents are of the view that Black People during Apartheid were not involved in the administration of their own communities as these areas were administered by whites, with no understanding of service delivery challenges of the area. The Black Local Authorities on the other hand, could not bring development in the Township due to the fact that the majority of the citizens did not recognise them. They were also engulfed by problems of non-payment of services. They could not attract the private sector to invest in the local community in favour of the corner or spaza shops. The decision was mostly influenced by their lack of support. All this led to their failure because of their inability to raise revenue. Decision-making during apartheid era has been top-down. The chapter also looked at service delivery and public participation in the new democratic era of local government in South Africa. It was found that the Tshwane Metropolitan Council still has service delivery challenges that are partly a consequence of apartheid planning. It also found that structures that facilitate community participation are in place, but not performing as required. The respondents

accepted that some of the problems are a result of the fact that the country is still a young democracy. To optimise public participation and add value to service delivery more focus is needed in order to meet existing challenges.

The researcher concludes that there is an acceptance that some of the challenges are a result of the fact that South Africa is a "Transformative State", which indicates that things will improve with time. There is also an acceptance that public participation has improved but much still needs to be done, such as attracting ordinary members of the community into public meetings. This view is closely linked to the view that public participation should be de-institutionalised. Corruption and nepotism were also identified as issues that undermine service delivery in Atteridgeville-Saulsville. Unemployment and crime are some of the most serious problems in the Atteridgeville-Saulsville Township. It came out that with the involvement of the private sector, unemployment is being tackled. There is agreement that councillors are working closely with the public but that an awareness campaign needs to be conducted so that members of the public understand the role of councillors.

The next chapter will provide a summary of the "research" or "study". In essence, it will state what the study was about. It will also indicate research methods applied in the study. The chapter will also provide research findings of the study and insight gained from the study as well as making proposals on policy and process that can best improve public participation and service delivery. In so doing, the chapter will give further insight on whether public participation does or does not improve service delivery is examined. The extent to which value can be added to both public participation and service delivery will be examined. The chapter will also identify areas for future research to add value to public participation and service delivery.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1. INTRODUCTION

The study addressed the role of local government in the provision of basic services with specific reference to the Tshwane Metropolitan Council. The researcher explored the extent to which services were provided in the historical black township of Atteridgeville-Saulsville and also focused on public participation and service delivery in the above-mentioned township during and after the apartheid era. Amongst others the study contrasted service delivery and (the lack of) public participation during apartheid and the current situation within the selected unit or area of analysis. The study examined the participation of community members in the decision-making processes and also explored the role that the apartheid government played vis-à-vis that which is played by a democratic government. The study also highlighted the developmental role of local government with specific reference to the Tshwane Metropolitan Council since 1995. In this context, the study explored the establishment of Black Townships in Pretoria as well as the history and background against which Atteridgeville-Saulsville was established. The extent of service provision and public participation in the decision -making process before and after the establishment of democratic local government was the focal point as can be seen from the title of the dissertation.

5.2. RESEARCH METHODS

The following research methods were used to collect data: Official and unofficial primary and secondary data as sources of information. Primary and secondary data were used during the literature review. Primary and secondary data collected were used to authenticate the study. The study also deployed six face-to-face interviews to gather information on public participation and service delivery in Atteridgeville-Saulsville. The latter represented the qualitative element in this exploratory study.

5.3. FINDINGS

5.3.1. Public Participation during the Apartheid Era

The study found that Black people were not allowed in the apartheid era to participate in the decision-making processes of their local community. Decision -making remained in the hands of white officials appointed to manage Black communities. The establishment of Black Local Authorities (BLAs) did not guarantee Black participation in the decision-making process. Black people had no say in the planning of their own locality, development and management of their own township during the apartheid era. During this era, black people were not allowed to own property or generate income through their involvement in business activities. This restriction from participation by blacks resulted in the interruption of livelihoods of black people to the extent that they started to live in abject poverty.

Public participation during the apartheid era was based on the racial divide. This is because the administration of Black Township was the responsibility of non-elected white officials. The appointment of the Blockmen by community members did not lead to the realisation of the community's wishes as the Blockmen were only used by the Black Administration Board for advisory purposes on matters that had very little to do with service delivery nor with the socio-political wishes of the community in question. Black people at the time did not participate in the decision-making processes and, in most cases they would simply be notified of decisions taken by local government authorities. Decisions were taken without inputs from the community and this resulted in choices being made against the will of the community. It was not only public participation that was minimal (there was no consultation) but service delivery was sub-optimum and, in many cases, overlooked the real needs of community members.

5.3.2. Public Participation in the Democratic Dispensation

The establishment of democratic local government resulted in the creation of local government structures to facilitate public participation in the decision-making processes. These include structures such as ward committees and Imbizos where members of the community are able to interact with their political representatives such as councillors and members of the mayoral committee. These interactions are based on problems relating to service delivery faced at grassroots level. Through these structures, members of the public are able to participate in the formulation of Integrated Development Plans (IDPs) and by-laws. The study suggests that public participation in this democratic government also needs to be de-institutionalised. Currently, it is councillors that have powers to convene public meetings and if issues for discussion affect them, they tend not to convene such meetings. Thus the (in) action of councillors hampers public participation. Ways need to be found to go beyond current structures to enable public participation in the areas under consideration.

There is a need to deepen public participation in a manner that even ordinary and poor members of the society can easily express their views without fear of marginalisation. It seems that people from other political parties or organisations tend to be marginalised in meetings because they have opposing views to those of the ruling party within the ward. This is a matter that requires attention. Every person regardless of the political affiliation should be able to participate. On the whole, there is agreement that, since the establishment of the democratic local government, community members are now participating in their own affairs. There are, however, also visible signs of apathy amongst community members i.e. many do not attend public meetings. In order for democracy to be intensified, there is a need to address the non-participation by members of the community, particularly the middle and poorer classes.

5.3.3. Service Delivery during the Apartheid Era

The Township of Atteridgeville-Saulsville was established with full amenities such as water, electricity and housing. The shortfall was that it was planned as temporary residential area for blacks. Black people in this township were not seen as permanent residents of the township before 1994. The presence of blacks in these areas was seen only within the context of providing labour for the white community and government structures. As a result, even the infrastructure that the government put into place was meant for the black people permitted to reside in the area as spelt out in the Influx Control Act or Urban Consolidation Act. Infrastructure such as electricity, water reservoirs and distribution pipes were meant to target a small group of people. The increase of the population resulted in pressure on infrastructure such as housing and electricity. Persistent problems related to the reservoirs, leaking pipes, inadequate networks and poor maintenance system which are a consequence of infrastructural problems. The infrastructure cannot cope with the increasing demand for services. Conversely, population increase in the area resulted in backyard shacks as the government was no longer involved in the provision of housing. As a result, and due to a lack of shelter, the community resorted to occupation of the dolomatic area.

The culture of non- payment of services as adopted by the community also contributed to poor service delivery as the revenue collected from the area determined the provision of services. As a consequence, black areas such as Atteridgeville-Saulsville area were less developed and, as such, they could not raise revenue equivalent to that of White Residential Areas. Service delivery in the Black Township of Atteridgeville-Saulsville area started to improve when the area was re-incorporated into Pretoria City Council. This development resulted in additional funds allocated for service delivery to address service backlogs and to improve the infrastructure. It is important to note that these changes happened in the early 1990's, an indication that much could not be achieved until the eve of democracy.

5.3.4. Service Delivery in the democratic local government

Through the White Paper on Local Government, the new democratic government prioritised service delivery. The government emphasised the establishment of a developmental local government that seeks to meet the needs of the people. As a result three spheres of: national, provincial and local were established. The Local Government sphere is closer to the people and has a responsibility to deliver services to the people. Necessary structures were established within the umbrella of municipalities. These structures include, amongst others, democratically elected councillors, the Mayoral Council and Ward Committees. The success of these structures is measured by their ability to deliver basic services to the communities. The delivery of services in the Atteridgeville-Saulsville has improved since the establishment of democratic local government. The Tshwane Metropolitan Council has, since the establishment of democratic local government, been able to provide shelter to the homeless through the building of Reconstruction and Development Programme (RDP) houses, water provision and electricity including the installation of high mast lights in strategic areas of the township. RDP Houses are established with full benefits such as tarred roads, installation of water pipes capable of supporting a larger population. The drainage system, however, has not been provided to residents occupying the dolomatic area. According to the Tshwane Metropolitan Council the reason for not extending this service is to avoid permanent occupancy, as the people have to be relocated to identified sites. The council still experiences service backlogs caused by the inherited infrastructure. Amongst them is the need to fulfil the government's priority to eradicate backyard shacks into family units by 2014. The inability of the apartheid government to provide housing with poor infrastructural development still has a direct impact in the delivery of services by the government.

5.4. INSIGHTS GAINED FROM THE STUDY

5.4.1. Proposals on Policy Process

The researcher would like to propose that policy processes should take into cognisance public interests rather than implementational methods that are based on a top-down approach. The researcher acknowledges that since the democratic local government, citizens are able to participate in the decision-making processes but in certain instances, the views of the public are ignored. The case in point is the implementation of "*quick and visible*" projects whose success may still undermine service delivery and public participation. The reason is that such projects may not provide enough time for consultation with the public. Community members should be involved in the policy processes from the initial phase of conceptualisation to the actual stage of implementation. The policy process should also include the participation of the private sector. This sector could be useful during policy formulation and implementation processes in the mobilisation of stakeholders. The inclusion will add value to the process. This sector is important in that it represents various interest groups that could be valuable in the circulation of information to the communities. They also play a role as they carry the mandates of their interests groups, which are important for policy processes, since they represent community interests. Through these structures community members are able to interface regularly with the executive and legislative authorities in the articulation of their needs and demands.

The Tshwane Metropolitan Council identified the Imbizos as a forum in which the government should interface with the public. But, much needs to be done in terms of providing feedback to the public either through reports on issues raised or through actual developmental programmes. Implementation without informing citizens may have less value as the community needs change over time. The other way of ensuring feedback is through the involvement of civil society in articulating the plans of the municipality. The ward committees are service delivery tools because they comprise of members from different community organisations or civil society. Their existence should, however, not

replace the role of civil society within communities as that may minimise the local democratic process or render the public participation levels sub-optimum. The fact that the power to convene ward committee meetings lies with the councillor as the sole convener may need to be reviewed, as it paints a picture that the councillor has absolute powers. The latter may need to be re-evaluated.

5.4.2. Proposals on Public Participation

Public participation should provide a platform for all members of the society to influence the policy processes. Established structures should not demobilise or minimise the role of civil society in policy processes. It is important to ensure that all community structures play a role in the agenda-setting and implementation of policies and programs. When community structures participate in decision-making processes, they have a right to hold the government accountable for policies and service delivery. It is, therefore, important for the Tshwane Metropolitan Council to work together with these structures as they provide oversight to government. Through these structures, government would be able to communicate or provide information to the public as well as co-ordinate policy processes without difficulty. It is important for the Municipality to ensure that community members are involved in every process such as Integrated Development Plans (IDPs), by involving them in the identification of priority issues, available options, resources to carry out the decisions and in making final choices. Community input should remain a priority because through their participation, services (meant for that very community) are maximised. In essence, all decision-making should be people-centred and people driven processes. In other words, community members should be involved in the policy initiation, formulation, monitoring and evaluation of the decision-making and implementation.

The Tshwane Metropolitan Council should establish forums that initiate or influence policy formulation and all other processes, since the lack of monitoring and evaluation structures undermines service delivery. Public participation ensures that government saves money targeted on

remunerations for the facilitators as well as addressing issues of corruption, as community members are part of the decision-making as well as budgeting processes. Council has the responsibility to ensure that those that are not able to participate are part and parcel of the decisions taken with regard to new developments in the area. In so doing, the council will ensure that inputs from the community are fully integrated and there are no other interest groups as represented by civil society structures that could claim that they were not part of the consultative processes. In this regard, the needs of all community structures are addressed.

5.4.3. Proposals on Service Delivery

Service delivery should be executed in close interaction with the community concerned. In other words, there should be no development or service delivery without consultations with the recipients of the service. Local government has the responsibility to meet the needs of all South Africans through the provision of basic services such as water, electricity, housing and other amenities. This exploratory case study argues the same with specific reference to Atteridgeville-Saulsville. In so doing, local government will be redressing inequalities of the past and normalising the local people's "economy" in order to achieve sustainable development and participation. The provision of basic services should be aimed at enhancing the quality for life of community members. In essence, the success of service delivery lies in its ability to address high levels of unemployment and poverty, infrastructural development in the township that has the advantage to uplift the lives of the poor, and ensure that economic resources of the townships are well spread to all the citizens. The Tshwane Municipality has tried to deliver services since 1995. There is more that still needs to be done in order to create sustainable service delivery in the township. Service delivery should target job creation, infrastructural development and poverty eradication. In terms of infrastructure development, the Tshwane Metropolitan Council should improve the capacity of electricity, provision of water, housing and other such services.

The billing system that results in escalating payments needs to be attended to by the Municipality. There is a view that the billing system is not informed by the use of services as even poor people who reside in small households, and thus rarely use municipal services such as electricity and water, pay the same rates as those occupying bigger houses. The other problem relates to electricity switch-offs, particularly during winter. The council has to ensure that the energy level is increased to match the growing population of the Township. Other service needs include the building of youth and recreational centres in the Township as current facilities do not meet the demands of the new generation. Service such as building of schools and clinics should be extended to newly developed areas. The extension of these services requires that local, provincial and national government closely work together. In essence, they should put emphasis on co-operative governance in their quest to deliver services to the local communities. Housing needs should be given priority as the majority of people still reside in informal settlements that are not provided with drainage systems. Also, a large number of people still reside in backyard shacks that are a threat to human health. These are the issues that require urgent attention from the Municipality.

5.5. FUTURE RESEARCH

Future research should focus on measures for improving service delivery as well as identification of service challenges in the Tshwane Metropolitan areas. It needs to focus on factors that will ensure that the public and private sectors are able to work optimally together towards the improvement of the lives of community members. Future research should also focus on measures that will strengthen or deepen public participation to an extent that it becomes a component of the effective delivery of services in the local government sphere. Directed research should identify service delivery measures with the potential to create sustainable livelihoods that will result in employment creation, economic development and infrastructural development in the Atteridgeville - Saulsville Township.

New research should explore the best mechanisms in which co-operative governance between the three spheres of government could lead to equitable service delivery within the relevant communities. It should also explore the best skills and institutions that could be arranged in order to make local government more effective and efficient.

5.6. CONCLUSION

The chapter dealt with the role of public participation and service delivery and the improvement of living conditions of Atteridgeville-Saulsville Residents. It also focused on policy and the role played by citizens in the decision-making processes. Policy processes that citizens should participate in, and that decision-making should be based on the needs and demands of the public were looked at. It was found that some of the decisions made during the past decade undermine the decision-making process. Public participation has an influence in the delivery of services because service needs come as demands and these needs are transformed by the political system into service delivery. The chapter also focused on public-private partnership and its possible significance in development. The chapter highlighted research methods applied during the study in order to get the relevant data to support the hypothesis. The chapter looked at service delivery and public participation during and after the new political dispensation.

The study found that during the apartheid era, black people were not allowed to participate in the decision-making process. It concluded that public participation during this era was based on the racial divide whilst the new democratic era has facilitated citizens' participation in the decision-making process. Service delivery in the Black Township was spoiled by the poor infrastructure put in place during township establishment. Furthermore, the study contends that service delivery has improved for the better because citizens are participating in the determination of service needs. Much still has to be done in order to create a community able to sustain itself through job-creation, economic and infrastructural development. The lack of such services is a result of the fact that "South Africa is a Transformative State"

implying that South Africa and local metro should go beyond a “Transformative state” to a “participatory state”.

The researcher would like to make the following proposals as important tenets of f future research.

- Community members should be involved in the policy processes from the initial phase of the conceptualisation to the actual stage of implementation.
- Public participation should provide a platform for all members of the local community to play a role in policy or decision-making processes.
- Service delivery should be executed in close interaction with the community concerned.
- Communities should be allowed to influence changes needed in local government policies (Communities are as much part of evaluation and implementation, because in direct terms they are the people that require services).

The building of the RDP Houses is an example of the need for the Municipality to consult community members from the inception of this project. This is to avoid a situation where the community does not see the building of RDP houses as a service need or where the "need" does not stand up to the standard that the community requires. The result is that the houses remain unoccupied. These instances happened in a number of municipalities throughout the country. So if community members had been part of the process, they would have been able to raise their concerns during the planning process. Hence, they would have been able to influence the implementation stage.

Future studies in specific areas will, therefore, contribute to increased service delivery through optimal interaction between communities and local government structures. The centrality of people in service delivery and answering development needs through close interaction, and co-operation between local government structures, local community and service provider, will remain important. As such future initiatives should focus on refining such

interactions on short, medium and long-term. The solution of the inherited infrastructural and other service delivery problems faced by the Tshwane Metropolitan Council requires the involvement of the public (the people involved) and private partnerships. This partnership implies a delivery mix aimed at the improvement of service delivery and improvement of quality of life quality for the people.

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APPENDIX A: INTERVIEW SCHEDULE

1. For how long have you been staying in Atteridgeville-Saulsville Township?
2. Were you involved in Local Government before 1994?
3. How did you become involved in the current local government system?
4. What, if any, role did you play in local government before 1994?
5. What is your role in current local government system?
6. Is service delivery on standard or sub-standard in the township?
7. What strengths in terms of service delivery does the local government has in the area?
8. What are the weaknesses of the local government services?
9. What role does Metro Tshwane need to play to improve service delivery?
 - Communication
 - Decision-making
 - Delivery
 - Public Participation enhancement
10. What role or value can be added by civil society members or members of public?
11. Do you think the community participates enough in their deliberations and/or interaction with authorities about service delivery?
12. Can community participation enhance service delivery? If so; How?
13. Do you think that the Metropolitan Council makes enough of an effort to hear the "voice" of the community?
14. Does the community communicate clearly to you as Councillor their needs or problems around service delivery? If not; Why not? If so; why do you think they communicate well with you?
15. Anything you would like to add?

APPENDIX TWO: COPY OF CONFIDENTIALITY AGREEMENT

I[NAME OF INTERVIEWEE] declare herewith that I consent to an interview with Mr. Mbulaheni Mulaudzi, Student No: 2023512-8 of the University of Pretoria (Department of Political Sciences) for his research project regarding “Service Delivery and Public Participation: An Exploratory case study of Atteridgeville-Saulsville between 1995 and 2005”. The student guarantees that the interviews will be treated anonymously, confidentially and that at no stage any reference or implication to individual names will be made. The research is meant for research purposes only and under no condition will be used for public consumption.

The researcher fully subscribes to the codes of ethical conduct as applied for qualitative research.

Date

Signature of participant

Signature of interviewer

Place

Signature of witness

I[NAME]..... as a councilor, am aware of the following research project by Mbulaheni Mulaudzi, Student No: 2023512-8 from the Department of Political Sciences at the University of Pretoria titled “Service Delivery and Public Participation: An Exploratory case study of Atteridgeville-Saulsville between 1995 and 2005”. The interviews will be conducted confidentially and treated anonymously. No references to individual names or implied references thereto will be made. The research results are for research purposes only and under no conditions for public consumption.

The researcher fully subscribes to the codes of ethical conduct as applied for qualitative research.

Date:

Signature of Councillor

Signature of Interviewer

Place

Signature of Witness