

**PARTICIPATORY MONITORING AND EVALUATION FOR IMPROVED SERVICE  
DELIVERY: THE CASE OF C3 NOTIFICATION SYSTEM IN SITE C KHAYELITSHA**



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Thesis submitted to the School of Government (SOG), University of the Western Cape (UWC), Cape Town, South Africa in fulfilment of the requirements for the degree of Masters in Administration (MA) in the Faculty of Economic and Management Sciences (EMS).

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June, 2018

## DECLARATION

I Joshua Oghenetega Ogheneovo hereby declare that the work presented in this thesis entitled, '**PARTICIPATORY MONITORING AND EVALUATION FOR IMPROVED SERVICE DELIVERY: THE CASE OF C3 NOTIFICATION SYSTEM IN SITE C KHAYELITSHA**', was done by me under supervision in the School of Government (SOG) from February, 2016 to June, 2018. Apart from references to other works which are duly acknowledged, this work has never been presented either in whole or in part for the award of any degree in this university or elsewhere or for publication.

Joshua Ogheneovo Oghenetega  
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Signature

Date

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Date

Prof. Isioma Uregu Ile  
(Supervisor)

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## DEDICATION

I dedicate this work to God for giving me the strength and drive to complete this journey. I also dedicate this work to my wife Chioma Oghenetega for your love, patience, support and prayers through this journey.



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## LIST OF ABBREVIATIONS AND ACRONYMS

<b>BLAs</b>	Black local authority areas
<b>CARE</b>	Cooperative for American Relief Everywhere
<b>CBO</b>	Community Based Organization
<b>CM</b>	Community monitoring/Citizen monitoring
<b>CoCT</b>	City of Cape Town
<b>COGTA</b>	Department of Cooperative Governance and Traditional Affairs
<b>DA</b>	Democratic Alliance
<b>DPME</b>	Department of Performance Monitoring and Evaluation
<b>GIS</b>	Geographic Information System
<b>GWM&amp;E</b>	Government Wide Monitoring and Evaluation
<b>ICT</b>	Information and Communication Technology
<b>IDASA</b>	Institute for Democracy in Africa
<b>IDP</b>	Integrated Development Plan
<b>IT</b>	Information Technology
<b>NPC</b>	National Planning Commission
<b>PAME</b>	Participatory assessment, monitoring, and evaluation
<b>PE</b>	Participatory evaluation
<b>PM&amp;E</b>	Participatory Monitoring and Evaluation
<b>PM</b>	Participatory monitoring
<b>POPI</b>	Protection of Personal Information Act
<b>ProM</b>	Process monitoring



<b>SALGA</b>	South African Local Government Association
<b>SITA</b>	State Information Technology Agency
<b>SJC</b>	Social Justice Coalition
<b>SLA</b>	Service Level Agreement
<b>SMP</b>	Service Management Programme
<b>WPTPS</b>	White Paper on the Transformation of Public Service



## ABSTRACT

Participatory monitoring and evaluation today, gives a whole new approach to participation. Local communities can now fully participate and be involved from the initiation of a project or from the beginning of a project, right up until when the project is completed as well as fully participate in the evaluation process as well. This goes a long way towards ensuring programmes, projects and policy outcomes are achieved. As a result, PM&E largely improves public accountability as well as improves community participation in the delivery of services to meet their needs. It ultimately enables communities to take ownership of policies, programmes and projects designed to meet their needs and to improve the quality of services provided to them. Thus, this research seeks to monitor and evaluate the participatory nature of the C3 Notification system towards improved service delivery within Site C Khayelitsha community. The challenge confronting many communities such as Site C Khayelitsha, is the inability of government to allow the communities fully take ownership of community projects and programmes designed to improve service delivery. This leaves a huge gap in truly ascertaining what communities truly want and what they need. Through the use of a mixed research method, a total of 50 respondents (users of the C3 notification system) living in Site C Khayelitsha were randomly selected and administered questionnaires; and 5 in-depth interviews were conducted with City of Cape Town officials in the Department of Solid Waste Management. From the data collected, the following research findings were ascertained. It was evident that there was a lack of awareness around the various channels through which users could log complaints. Many users found the Municipal offices and Call Centre an easier way to log complaints as compared to the other channels provided by the City to log complaints. It also revealed that services were not provided within the period stipulated in the Service level agreements. The qualitative analysis also underlined critical factors affecting the City of Cape Town and users of the C3 notification system in Khayelitsha. Call Centre agents obtain incomplete information of service requests or complaints logged by users and users fail to provide complete information when logging service requests especially through e-service channels provided to log complaints. Both mistakes contribute to the delay or non-response of the City of Cape Town to service requests or complaints. This study concluded that, for the C3 notification system to truly improve the service delivery to Site C Khayelitsha community, the

community as well as other relevant stakeholders need to fully take on board participatory monitoring and evaluation.

Keywords: Participation, Monitoring, Evaluation, Site C Khayelitsha, C3 Notification System





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# CHAPTER ONE

## BACKGROUND TO THE STUDY

### 1.1. INTRODUCTION

In liberal democracies across the world, the delivery of efficient and quality services in a sustainable manner to communities at local level remains a key function and the sole responsibility of the Local government. In South Africa today, Local government plays a crucial and an imperative role in the effective and efficient delivery of quality services to local communities. In 2000, local government elections were conducted for the very first time. It marked the establishment of Local Government as an independent sphere of government and the third sphere of government after the national and provincial government. In December 2017, South Africa will be celebrating seventeen years of local government existence and functionality in providing those at local level with basic services such as sanitation, electricity and potable water.

The context, essence and function of municipalities are clearly stated in the South African Constitution, in Section 151(1). It states that municipalities are created to function efficiently within the sphere of local government and therefore should be established across the country (Republic of South Africa, 1996:74). Hence, municipalities have the responsibility to promote developments and implement programmes that are economically and socially sound as well as, the major responsibility to deliver services to communities in a manner that is sustainable.

In order for Local government to function in such a way that it is responsive rather than reactive to the needs of the communities within which it operates, it is fundamental and imperative that municipalities create the spaces and platforms for communities to participate actively. To this end, municipalities attempt to design and create inclusive participatory spaces, systems and programmes to foster active community participation. To ensure communities can participate actively in policy processes and local government

programmes administered by the municipality. Thus, enabling municipal officials clearly identify the precise needs of the communities governed.

The local municipality that oversees the functioning, operations and the delivery of services to communities in Cape Town in the Western Cape is called the City of Cape Town (CoCT). According to the Municipal Structures Act (Act 117 of 1998), the City of Cape Town, is categorised as a category A Municipality. It is also referred to as a Metropolitan Municipality. This is because of the City of Cape Town's high population density, its complex and diverse economy as well as its extensive and intensive movement of goods, people and services (Community Law Centre-CAGE Project, 2007:9).

This in reality however puts a heavy burden of responsibility on the Metropolitan municipality in this case the City of Cape Town, to delivery services that are timeous and are of the best quality to all communities within its jurisdiction. One of such communities under its constitutional mandate is the Khayelitsha community (Specifically Site C). Khayelitsha is a community located between the N2 highway and the False Bay northern shoreline, southeast of Cape Town and thirty-five kilometres from Cape Town (Nleya, 2011:22). According to Nleya (2011:8), Khayelitsha is a community made up of 70% informal settlement, a township, one amongst many other areas historically part of the regulatory planning model adopted by the apartheid government to control urbanization.

Over the years, the delivery of services to this area has resonated as a huge and a major challenge. Thus, in 2007, the City of Cape Town designed and implemented an electronic system known as the C3 Notification system to resolve service delivery issues. Problems or challenges such as missing and broken drain covers, missing and broken traffic signs, fading street lines and potholes can be reported through this system and the appropriate department responsible to deal with that problem is notified. The problem is tracked until it is finally resolved by the department responsible (City of Cape Town, 2016:1). The C3 Notification system was also designed to improve service delivery across the Western Cape. However, in communities such as Site C Khayelitsha, service delivery still remains a major issue. Therefore, this research seeks to monitor and evaluate the participatory nature in the C3 notification system towards improved service delivery in Site C Khayelitsha.

## 1.2. BACKGROUND OF THE RESEARCH

Khayelitsha is frequently labelled and called a township, which brings to mind the exact same label given to urban group areas during the apartheid-era. These were areas classified and categorised as Black communities. Places such as Langa and Gugulethu were before apartheid, considered to be Black communities. In addition, these two Black communities (Langa and Gugulethu) were both known as townships. Towards the end of apartheid, Khayelitsha was formed (Seekings, 2013:3). The apartheid government established Khayelitsha under the principle of racial segregation which the apartheid government implemented successfully (South African History Online, 2013:1). It carefully formed and created Khayelitsha to serve as an area where illegal residents from Cape Town were accommodated, so as to easily control the township (South African History Online, 2013:1). As a result today, enormous amount of people flock to Khayelitsha from the Eastern Cape and from other surrounding provinces in search of jobs in Cape Town and to have a better quality of life. Khayelitsha is considered to be the second biggest Black township in South Africa, with Soweto in Johannesburg, the only Black township trumping it in size.

The intentions the apartheid government had when creating Khayelitsha still shapes the landscape of Khayelitsha. It is a community that is densely populated. It is predominantly black, a community that lacks appropriate delivery of services due to its over populated land space and overburdened social amenities (Seekings, 2013:3). Between 1996 and 2011, the number of households in Khayelitsha has doubled and many households are still without basic social amenities such as access to water or electricity. Khayelitsha still suffers from a heavy backlog of basic services to be delivered to the area as well a huge backlog in housing to be provided to the area.

Nleya (2011:24) describes a report released by the City of Cape Town from the census conducted in 2001, which showed that, of all the sections in Khayelitsha, Site C had the worst socio-economic profile. It is also further behind in terms of residents achieving formal education. Furthermore, it continues to lag behind on service delivery indicators on sanitation, water, housing and electricity e.t.c. Other areas around Site C such as Mandela Park, Harare, Endlovini, Makhaza, Kuyasa and Enkanini even though they have received a significant amount of development carried out by the government after becoming a

democratic state, these areas still suffer from the legacies left behind by the apartheid government.

### **1.3. C3 NOTIFICATION SYSTEM**

The C3 notification system is a system through which citizens can make complaints to the municipality through SMS, email and telephone calls on issues relating to service delivery. Issues such as faulty street lights, blocked drainages and broken litter bins can be logged as complaints to the central call office, the relevant department responsible to resolve that complaint is informed and the complaint is tracked from the point when the complaint was made up until the point when it is resolved. The C3 notification system was established in 2007. It is a system based not only on a best-practice model but it also seeks to respond efficiently to the needs of citizens. Masafu (2015:21) effectively argues that, Information and Communication Technology (ICT) can be used as a mechanism to encourage and enhance community participation.

The City of Cape Town uses the internal Service Management Programme (SMP) to effectively ensure that departments have systems or mechanics in place to deal with challenges that frequently occur and to ensure that the Notification system works excellently, fulfilling the objective for which it was established (City of Cape Town, 2015:13). Concentrating on improving the cost efficiency as a way to improve and enhance the quality and quantity of the services delivered. It can be inferred that the C3 notification system is a means to increase the quantity and quality of services delivered, the C3 system is in alignment with the aims of the Batho Pele White Paper which amongst its service delivery principles calls for value for money, access, consultation, transparency, information, redress and openness (Masafu, 2015:32).

#### 1.4. STATEMENT OF THE RESEARCH PROBLEM

Across the Western Cape since 2004, there has been an unprecedented unparalleled popular wave of violent protests, with poor service delivery at the heart of it all (Manyathela, 2017:1). Protestants explain vehemently that with several attempts to get the government to listen their complaints, their complaints falling on deaf ears; taking to the streets has seemed to be the only effective way to get the government to listen to their painful ordeals. Powell (2009:13) agrees, by stating that, citizens do not share the same view with the State which has complete believe, reliance and trust in the local government as the delivery arm of the state and the only sphere of government closest to the people.

A report delivered by the Institute for Democracy in South Africa (IDASA) to the Portfolio Committee on Co-operative Governance and Traditional Affairs (COGTA) reiterated the same views. It stated in its report that the least trusted State institution across the country is the Local government and that it has been this way since the very first municipal election that took place in 2000 (Powell, 2009:13).

The comments made by the Institute for Democracy in South Africa (IDASA) can be clearly seen and proven by the Social Attitude survey, which was conducted by the Human Sciences Research Council's. The survey clearly showed that only 43% of the South African population truly trust local government (Powell, 2009:13). This reveals that, Local government has not fulfilled or met the expectations of many, which amongst many other responsibilities is to provide effective, efficient, sustainable and quality services. As a result, municipalities design inclusive participatory systems to help and enable municipalities address service delivery challenges.

However, Masafu (2015:22) argues that in a bid for municipalities to address service delivery issues, municipalities fail to take into consideration some important factors. Factors such as, the mechanisms through which members of the community will participate within the participatory system. Other factors include failure to take into consideration how diverse the community is, and failure to understand to what extent the participatory system designed will promote inclusion rather than exclusion, which might continue to hinder the full functioning of the participatory systems. Therefore, ultimately affecting the efficient delivery of services to communities.

Hence, even though local government was created with a genuine intent and purpose to positively influence the delivery of social and economic development to the people, however since its establishment, this has not been the case (Institute for Democracy in South Africa, 2010:4). Rather, for several years, it is becoming increasingly clear with consistently reoccurring protest marches that the political leadership lacks the responsiveness to address the issues and challenges raised by communities.

Thus, there is an existing gap between aggrieved communities and the inability of local governments to be responsive to the needs of these poorer communities. In communities such as Site C in Khayelitsha, service delivery has been a huge challenge before the establishment of Local government. Fish (2003:404) argues that Khayelitsha is a community characterised with a high level of poverty; it also has a predominant low rate of literacy and this in his view, both are on the increase.

Fish goes further to argue that, the low rate of literacy greatly impedes communication between local government officials and the community and therefore in most cases lead to misunderstandings between both parties. Furthermore, Ngcamu (2014:155) further argues that, there is an absence of effective communication mechanism between communities and ward councillors. As a result, this has affected the efficiency and quality of services delivered within the Site C Khayelitsha community.

Thus, this research seeks to monitor and evaluate the participatory nature of the C3 notification system towards improved service delivery in Site C Khayelitsha. The theoretical framework of this research will be guided by literature on community participation, local governance, participatory monitoring and evaluation as well as the theory on Arnstein's Ladder of Participation.

## **1.5. OBJECTIVES OF THE RESEARCH**

### **1.5.1. Main Objective:**

To monitor and evaluate the participatory nature of the C3 Notification system towards improved service delivery within Site C Khayelitsha community.

### **1.5.2. Sub-objectives:**

- a) To present a sound theoretical base on Participatory Monitoring and Evaluation
- b) To describe the nature of the C3 notification system specifically from a participatory perspective.
- c) To monitor and evaluate the effectiveness of the C3 Notification system in resolving complaints specifically within Site C Khayelitsha community.
- d) To highlight opportunities and challenges faced by City of Cape Town officials in operating the C3 Notification system.
- e) To make recommendations to improve the functioning of the C3 notification system.

## **1.6. RESEARCH QUESTIONS**

### **1.6.1. Main Research Question:**

How inclusively participatory is the C3 Notification system in improving service delivery specifically within Site C Khayelitsha community?

### **1.6.2. Sub-questions:**

- a) What is Participatory Monitoring and Evaluation?
- b) What is the C3 Notification system specifically from a participatory perspective?
- c) How effective is the C3 Notification system in resolving complaints specifically within Site C Khayelitsha community?
- d) What kind of opportunities and challenges are faced by City of Cape Town officials in operating the C3 Notification system?
- e) What recommendations can be made to improve the functioning of the C3 Notification system?





## 1.7. PURPOSE OF THE STUDY

The purpose of carrying out this study is to identify the significant role communities can and should play when a Participatory Monitoring and Evaluation (PM&E) approach is effectively used within the community. This study is also carried out to show the importance and the usefulness of participatory monitoring and evaluation in improving service delivery within communities. Communities play a crucial role within the PM&E approach, in that; it encourages communities to become more thoughtful, insightful and cognisant or aware of dissimilar and diverse strategies for enhancing productivity and managing scarce resources within their communities (Estrella and Gaventa, 1998:8).

Participatory Monitoring and Evaluation can therefore be made to become an in-house practice for local communities who can utilise this approach in making decisions in regards to investment, technology choice and production. Thus, Estrella and Gaventa (1998:8), within this framework, affirm that, PM&E is perfectly linked to project planning and management, that invariably leads to identifying alternative action strategies and effective decision-making

Furthermore, this study is being carried out to investigate the unique importance, usefulness and foreseeable shortcomings in participatory systems (such as the C3 notification system) which are often used to meet and respond to the needs of marginalised communities. In this case, the C3 Notification system. The C3 notification system is used to improve service delivery in Site C Khayelitsha. As a result, this study will investigate the participatory nature of this system, the importance and usefulness of this participatory system in facilitating community participation and identifying if the system has any shortcoming in resolving service delivery complains.

This can help in providing local municipal authorities with useful insights as to how to make the C3 Notification system's mode of access and operations within marginalised communities, tailored to meet and respond to the exact needs of marginalised constituents living in marginalised communities.

## **1.8. SIGNIFICANCE OF THE RESEARCH**

In such a poor and economically diverse community such as Site C Khayelitsha, understanding the effectiveness of the C3 Notification system in providing improved service delivery is fundamentally important to the effective functioning of the City of Cape Town as a metropolitan municipality. For which it has a constitutional mandated to provide quality, efficient and consistent services to those that live within the metropolis. Therefore, the investigation carried out through this research would be significant in revealing how efficient or inefficient the C3 notification system is in resolving complaints made by residents living specifically within Site C Khayelitsha.

It would also be fundamentally important in identifying and recommending practical ways of improving access to the utilization of the C3 notification system as a participatory system designed to improve the public service delivery. This research would also be significant in providing recommendations for efficient and effective implementation of community participatory systems in the future.

Furthermore, this research would be significant in recommending new and innovative ways of assisting City of Cape Town officials in taking advantage of the opportunities and challenges that are being confronted at the moment and that might be confronted in the future in the operationalization of the C3 Notification system. The opportunities and challenges identified could led to better functioning of the C3 notification system in providing better services to poor and disadvantaged areas such as Site C Khayelitsha. It is important to note that, this research will not cover the whole scope of services provided by the C3 Notification system, but will address a selected service or services provided by the C3 notification system.

## 1.9. DELIMITATION OF THE STUDY

The scope of the interviews that will be conducted with officials of the City of Cape Town will be focused on selected services provided by the City of Cape Town. Each department in the City of Cape Town individually and independently monitors and evaluates the service which they uniquely provide using the C3 Notification system as it pertains to the unique services each department provides the public. Thus, interviewing City of Cape Town officials will help in providing deeper insights into the challenges confronted by the residents living in a marginalised community such as in Site C Khayelitsha as well as the challenges and opportunities confronted by such departments in the City of Cape Town.

Furthermore, this research will focus mainly on the participatory nature of the C3 Notification system and not the entire system and all the services it provides. This is because, the research simply seeks to describe the participatory nature of the C3 notification system, as well as, to monitor and evaluate the effectiveness of the C3 Notification system in resolving complaints specifically within Site C Khayelitsha community.

During the course of this research 5 officials working in the Department of Solid Waste Management were interviewed to understand the challenges and opportunities confronted by City of Cape Town officials in managing and operating the C3 notification system. While quantitative data questionnaires were given to 50 respondents in Site C Khayelitsha due to the difficulty in locating residents in Site C Khayelitsha who have used the C3 notification system to log service requests particularly related to the services offered by the Department of Solid Waste Management. The analysis of the data analysed in the research findings and data analysis chapter of this research does not reflect in general the functioning of the C3 notification system in Site C Khayelitsha.

The results of the data collected, analysed and interpreted for the 50 respondents might also be different if collected and analysed in any another department in the City of Cape Town with the same conditions or different conditions. Therefore, the assertions made in the data analysed and interpreted might not entirely reflect the true state of affairs of residents using the C3 notification system or of the challenges facing the City of Cape Town in the use of the C3 notification system.

## 1.10. CONCEPT CLARIFICATION

### Community Participation

Chris Aulich (2009:2) argues that the participation and involvement of citizens in governance has customarily focused on processes to aid and enable easy access of the public to information on governance and government. It has also focussed on improving citizens' rights to be consulted directly on issues that affect them directly. Furthermore, Aulich argues that the participation and involvement of citizens in governance has customarily been focused on making sure that the voices of every citizen is heard and listened to equitably or in the same way through impartial and unbiased representative democratic systems.

The swing from government to governance consist of making available the resources to engage people and organisations on the outside of government by means of structures and measures which encourage effective interactions and connections across the private and public as well as community sectors as they cooperate and work in partnership in making decisions (Edwards 2005:12). This Putnam describes in the article *"From Citizen Participation to Participatory Governance"* written by Aulich as social connectedness, which is an important component in the establishment of social capital (Aulich, 2009:45; Putnam, 2000).

Thus, Cuthill and Fien (2005:64) conclude that, in spite of the customary idea of citizen participation, the emerging new idea of building relationships and capacity have their origins in the perception that citizen participation is a rudimentary and fundamental building block for the present-day democratic society.

### Participatory Monitoring and Evaluation

Monitoring and evaluation are interrelated, interdependent and reciprocal. Where monitoring does not take place, evaluation cannot be effectively done. It is highly imperative that the developments of both entities are tracked in order to create a calculated valuation of the work done or carried out. This ensures that the best decisions at every level are made at all times. The most important purpose of monitoring and evaluating is to enhance how decisions are made. Monitoring and evaluation provides the

proper and appropriate guide to engage communities in active thinking and learning about projects or programmes being carried out. It helps in building the confidence and affirming those involved in the process (Mathie and Foster, 2017:8).

Monitoring and evaluation ensure that changes can be identified, discussed as well as analysed, at any level within the community. Monitoring and evaluation provides a distinctive and critical viewpoint (Public Service Commission, 2008:5). There are several methods and tools that can be utilised to do participatory monitoring and evaluation, yet, to be successfully productive, these instruments have to be cautiously designed to be tailored made for the local context and obligatorily have to be appealing and exciting to use.

### **Service Delivery**

Service delivery is an indispensable obligation in the bond and correspondence between government and citizens. The governments' growing awareness and comprehension over the years that citizens are customers have become more and more significant in the manner in which government approaches and responds to challenges facing citizens. It is important that critical attention is given to local governance (Eigeman, 2007:5). Clienteles have a democratic right to request for services that will satisfy their needs and these services have to be provided in a quick, affordable, customer friendly environment and be of excellent quality.

Municipal services comprise of things delivered by local government to and for citizens. Local governments execute responsibilities and duties that are of service to citizens, which build and generate opportunities for citizens (including organizations and companies), to do activities that normally would not have been probable, likely or conceivable without the municipality's participation (Eigeman, 2007:11).

### **1.10.1. C3 Notification System**

The C3 notification system allows municipal officials, residents in the Western Cape and politicians to log service delivery complaints into the system online, where these complaints are then transferred to the relevant department in the City of Cape Town for action and the complaint is monitored until it is resolved. A user who is registered can log into the system at any time to either track or monitor the development of their complaint logged (City of Cape Town, 2014:18).

The bulk of the complaints made through the C3 Notification system, are done through the City of Cape Town's corporate Call Centre. The Call Centre was created in 2003. It makes available and affords a single point of entry to general enquires, a single point of entry for businesses and residents and for requests related to services needed. Taing (2015:19) affirms this by pointing out that the City of Cape Town officials can as well monitor all complaints by simply logging into the City of Cape Town centralised database.

### **1.11. LOCATION OF THE STUDY WITHIN PUBLIC ADMINISTRATION**

Public service delivery is buttressed by the modern-day public management school of thought (commonly referred to as the New Public Administration), and public administration theory (Kanyane, 2010:78). Those who benefit from public service delivery within the framework of the discipline of public administration, are regularly called citizenry or clientele, however the concept of customers is linked with the new public management field; In the early 1990s the term new public management was conceptualised and strongly propagated the conception of customers being provided services (Kemoni & Ngulube 2008).

As a result, making the function of control a corrective measure. According to Ile, Allen-Ile and Eresia-Eke (2012:76), the control function exists because plans or visions do not materialise often in the way we expect them to materialise. This could be because of poor implementation, bad planning or weak strategies amongst so many other reasons. As a result, we can utilise the control function when there is a gap between what was supposed to be accomplished and what is accomplished. The C3 notification system was designed to

improve service delivery, but in practice, can we say it is actually achieving its desired outcome in Site C Khayelitsha? This is where the control function comes in. It is a function that ensures that the gap between the C3 notification system not achieving its desired outcome and achieving its desired outcome is merged into the desired outcome of being fulfilled. That is, the C3 notification system improving service delivery in Site C Khayelitsha.

It is important to note that, control is an act of monitoring, which invariably connotes that monitoring is likened to control. Therefore, the process of evaluating what the reality is at the moment, and what it ought to be is monitoring. Controlling ensures that the gap between what should be and what is not, can be traced and effectively bridged. As is the case with this research, which is identifying if the C3 notification system is as participatory as it had been designed to be.

Ultimately, this makes the control function an important management function within the discipline of Public Administration (Ile, Allen-Ile and Eresia-Eke, 2012:76). On the other hand, the process of assessing what is and what should be, and the process of figuring out and generating reasons for the gap between both realities is evaluation (Ile, Allen-Ile and Eresia-Eke, 2012:76).

Hence, monitoring and evaluation is firmly located within the discipline of Public Administration. The effective utilisation of the control function for monitoring and evaluation is highly regarded as a managerial responsibility. It is certain that, when managers can utilise all the management functions effectively, it invariably results in enhancing the optimal performance of the manager and as well the organisation. In a management sense, optimum performance means achieving the objectives and goals that have been set out to be achieved and in the process making wise, productive and profitable use of the organisation's resources.

Therefore, this research, intends to use the function of control through monitoring and evaluation to identify whether or not the C3 notification system is participatory; and to provide solutions through recommendations on how to make the C3 notification system operate in a more effective and efficient manner, especially in disadvantaged communities such as Site C Khayelitsha.

## **1.12. THESIS OUTLINE**

### **Chapter One: Introduction**

In this chapter, the thesis topic will be introduced. The background of the study will also be discussed. The statement of the research problem will be discussed. The research aim objectives and the significance of the research will also be discussed. In addition, the theoretical framework around which the research would be done will also be discussed. Finally, the research method that will be used during the research will also be discussed.

### **Chapter Two: Conceptual Framework**

In this chapter, conceptual framework guiding this research will be discussed. Literature on community participation will be discussed. More importantly, literature on Participatory Monitoring and Evaluation (PM&E) will be discussed. Other concepts such as Arnstein's Ladder of Participation will be discussed at great length.

### **Chapter Three: Legislative Framework**

In this chapter, the legislative framework guiding this study will be discussed. Legislations discussed in this chapter include amongst many the White Paper on Local Government, The White Paper on Transforming Public Service delivery, The Local Government Municipal Systems Act 2000 (Act 32 Of 2000), Local Government Municipal Structures Act (No 117 Of 1998) etc.

### **Chapter Four: Research Methodology**

This chapter will focus on the research design of the research. A mixed research method would be used for this research. Therefore, this chapter will provide clearer insight into why a qualitative and quantitative research method will be used. This chapter will provide the background on why the In-depth interviews as a qualitative method and the questionnaire as a quantitative method of data collection were selected to be used.



## **Chapter Five: Contextualising Local Government**

The contextualization of local government will be discussed at length in this chapter.

Literature around local government will be discussed at depth in this chapter.

## **Chapter Six: Research Findings and Data Analysis**

The findings from the research conducted in Site C Khayelitsha will be presented and discussed in this chapter. The findings obtained during the course of the research will also be analysed in this chapter as well. Furthermore, in this chapter, current inclusive participatory systems being used in the City of Cape Town will also be discussed. In addition, background will be given to the policy processes that steered the need for the design and implementation of the C3 Notification System across the City of Cape Town. Findings obtained from the qualitative and quantitative research done in Site C Khayelitsha will also be discussed as it relates to the current use of the C3 Notification system by residents in Site C Khayelitsha.

## **Chapter Seven: Recommendations and Conclusion**

This chapter makes recommendations on how to improve the functioning of the C3 notification system in order to improve the participatory nature of the C3 notification system and thereby in the process improve the efficient delivery of services to residents in Site C Khayelitsha.

# CHAPTER TWO

## CONCEPTUAL FRAMEWORK

### 2.1 INTRODUCTION

There is a great depth of literature and discourse on Participatory Monitoring and Evaluation (PM&E). The evolution of PM&E over the decades has been interesting and phenomenal. It is known in different quarters by different terms depending on the context within which it is used. Today, participatory monitoring and evaluation can create the foundation for social accountability of national and local government initiatives and programmes being run or implemented in many local communities across the country.

PM&E would ensure the very need for accountability every step of the way from all stakeholders. Particularly government officials who will be held to account and are fully responsible for making sure that nothing that is harmful or detrimental to the program being implemented comes the way of the community. High-handed bureaucratic steps have been put up by the legislature to ensure this responsibility is exercised. Nevertheless, the advantages for accountability are beneficiary, ensuring that self-development in civic societies and communities are perpetually promoted. It is on this note, that this chapter will discuss the conceptualised framework of this study.

This chapter will present a sound theoretical base on participatory monitoring and evaluation. This chapter will shed more light on the C3 notification system from a participatory point of view. The C3 notification system will be discussed in depth. Why the system was implemented; how the C3 notification system is used and what makes the C3 notification system unique. An in-depth discussion into the creation of Khayelitsha and its present socio-economic composition. Finally, the City of Cape Town's Department of Solid Waste Management will be discussed in this chapter as well.

## 2.2 MONITORING AND EVALUATION

Ile, Eresia-Eke and Allen-Ile (2012:12), argue that the African National Congress led South African government, has over the years realised the need for monitoring and evaluation after its decade review from 1994 to 2004. Which is contextualised under the auspices that, services being provided by the government need to be revitalised and made more sustainable, affordable and of great quality. Ile, Eresia-Eke and Allen-Ile (2012:12) further argue that, the state of service delivery within the country and the dire need for improvement, resulted in the ANC led government under Thabo Mbeki approving the introduction of the Government-Wide Monitoring and Evaluation System (GWMES).

The GWMES is overseen by the Department of Performance Monitoring and Evaluation which drives the functioning of performance monitoring and evaluation across all spheres of governance. The GWMES incorporates decision making and reporting, early-warning mechanisms, quality analysis, and validation and verification systems as well as data generation. Thus, Ile, Eresia-Eke and Allen-Ile (2012:91), affirm that monitoring and evaluation improves performance and more importantly improves service delivery.

Rietbergen-McCracken and Narayan-Parker (1998:193), describe the conventional Monitoring and Evaluation (M&E) as a straight, direct, prearranged, unsheathing or drawing out process to accomplish a financial or managerial accountability and responsibility obligation and condition instead of merely identifying and responding to the changing needs of a project. Rietbergen-McCracken and Narayan-Parker further argue that in a traditional Monitoring and Evaluation work, an external evaluator who is distant and independent from the project is highly needed to provide a neutral view at all times.

Guijt, Arevalo and Saladores (1998:3) shed more light, by defining Monitoring and Evaluation as a familiar and renowned managerial practice that gives room for change and learning when regularly employed and applied. It compares the before and after scenarios or situations as well as the without and with project scenarios. As a result, in order to make a meaningful assessment after a period of time, it is important to have a baseline of information. The baseline of the information helps in describing or defining the circumstance or state of affairs of any programme or project before it is embarked upon. At

the planning and appraisal stages these information (baseline of information) are collected (Guijt, Arevalo and Saladores, 1998:3).

Several components and tasks make up monitoring and evaluation. These tasks are the collection of data, the registering of data, the compilation of data, the analysis of data and then sharing of data to those who would make use of the information processed (Guijt, Arevalo and Saladores, 1998:4). Ile, Eresia-Eke and Allen-Ile (2012:21), Catholic Relief Services (2011:1), Guijt, Arevalo and Saladores agree and define Monitoring and Evaluation as a continuous function that deliberately utilises a methodical collection of data using precise or clearly defined indicators to supply top management and the relevant stakeholders in an uncompleted intervention with suggestions, warnings and indication of the degree or scope of what objectives have been accomplished as well as the extent to which allocated funds have been judiciously utilised.

Guijt, Arevalo and Saladores (1998:4) postulate that, it is important that the right method to be used for all of these processes is carefully thought through. When an M&E process grows into being more participatory, it often means negotiating and conversing until an agreement is achieved. As a result, this regularly leads to new approaches of doing M&E.

Shah et al., (2006:5) defines evaluation simple as the process of determining how if the objectives of a project have been met successfully. Evaluation aids in measuring and calculating the impact of the projects activities on sought after outcomes. For example, a project evaluation commences with a baseline survey which is carried out prior to when the activities of the project kicks-off; It is concluded when the data is collected again via an end-of-project survey. It is then contrasted with the baseline data. In some cases, where there is sufficient funding, midway through the projects implementation, a mid-term evaluation is carried out.

### 2.3 PARTICIPATORY MONITORING AND EVALUATION

Over the years' participation has become an important concept in development. So much so that internationally, Non-governmental Organisations (NGOs), donors and governments are more and more, insistently demanding for participatory approaches in measuring and evaluating needs and in executing projects and programmes. With the continued emphasis on participation playing a key role in development, there has also been increased acknowledgement and awareness of the fact that monitoring and evaluation as well as other community based programmes and initiatives should be participatory in nature (Estrella and Gaventa, 1998:3).

Thus, Estrella & Gaventa (1998:3) argue that Participatory monitoring and evaluation (PM&E) is an integral piece of a broader historical process that has surfaced and materialised over the last 39 years of utilising participatory research in development. Participatory monitoring and evaluation takes its roots from several other participatory research methodologies, such as those pioneered by Freire and Fals-Borda are known as the Participatory Action Research (PAR), those pioneered by Chambers are known as the Participatory Rural Appraisal (PRA) and finally those pioneered by Farrington, Martin and Amanor are known as the Farming Participatory Research (FPR).

According to Charles and Ward (2007:4), Freire was renowned far and wide for being influential and instrumental in the development of Action Research which is known today as Participatory Action Research (PAR). Freire (1972:33) argues in his published work called *The Pedagogy of the Oppressed* that, the creation of understanding and knowledge must be done together with people and not imposed on them. This is what he called co-intentional education which is a core principle that is underpinned in Action Research (Freire, 1972:17). Fals-Borda also contributed immensely to the application of Participation Action Research. In his journal article titled *The Application of Participatory Action-Research in Latin America*.

Fals-Borda (1987:337) agrees with Freire by arguing that everyone at the grass-roots should be involved from the very moment government decides on implementing a programme or decides on working on a government initiative for the benefit of the community. He emphasises the need for community members to be involved from the very beginning of a

programme or an initiative. Fals-Borda (1987:337) affirms that it is important that members of communities are involved in every step of the process until the results are published and the different ways of returning the knowledge to the community are finalised.

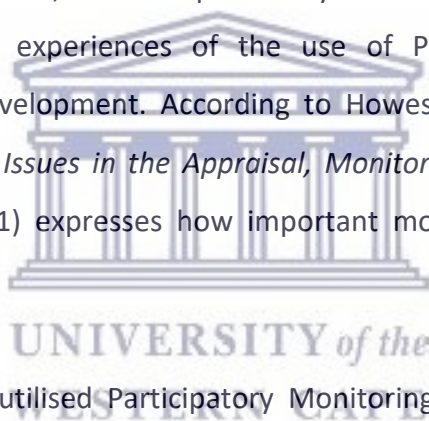
The other research methodology known as the Participatory Rural Appraisal (PRA) which is more inclusively known as Participatory Learning and Action (PLA). These are methodologies that were spread across the world during the 1990s. The PRA and PLA are both methodologies pioneered by Robert Chambers. According to Chambers (2008:297), Participatory Rural Appraisal (PRA) and Participatory Learning and Action (PLA) are both methodologies which epistemologically and ideologically seek and embody participatory means to empower poor and local people, aiding them to express and improve their knowledge and take action.

Robert also adds that both methodologies are a set of methods, behaviours and approaches for discovering local environments and life. Other authors such as Absalom et al, (1995:1) define Participatory Rural Appraisal as a family of methods and approaches to aid local people to improve, analyse and share their knowledge of conditions and life, to plan and to act. Cornwall and Pratt (2011:2) also agrees with Absalom et al., by affirming that Participatory Rural Appraisal is something that is regularly done by groups and which can be a lot of fun and works very well with engaging people's analytical skills through working with the creativity of people.

Amanor, Farrington and Martin have all been instrumental in the pioneering of the Farming Participatory Research (FPR). According to Amanor (1990:5) in his paper titled *Analytical Abstracts on Farmer Participatory Research*, Amanor explains the reason why Farming Participatory Research emerges. He explains that in the late 1980s new methodologies and models were being created for low-income farmers in developing countries, however whenever these models and methodologies are applied in traditional agricultural areas, these methods or models do not work because the environment or the contexts are often completely different. As a result, farmers struggle to implement these models. As a result, the Farmers participatory research was developed to overcome these challenges by collaborating with the farmers to truly understand farming at the local level.

Local level processes and strategies as well as the local conditions experienced by these farmers in farming. The process of collaborating processes with farmers that has today now become known as the Farmer Participatory Research (Amanor, 1990:5). Farrington and Martin (1988:16) characterise the Farmer Participatory Research as an applied problem solving approach that is carried out by a multiple disciplinary teams, with a focus on the farmer's participation. One important element stands out from these various methodologies and approaches to research, and that is the full involvement of the local community from the beginning of the research right up until when the project is completed as well as in the evaluation process as well.

It is this participatory nature that makes the Participatory Monitoring and Evaluation (PM&E) approach to research unique and different to the conventional monitoring and evaluation. While there might have been an increasing interest in Participatory Monitoring and Evaluation over last few years, the concept actually is not a new one. In the 1970s, there were documented proof of experiences of the use of Participatory Monitoring and Evaluation in the field of development. According to Howes, in his article titled *Linking Paradigms and practice: Key Issues in the Appraisal, Monitoring and Evaluation of British NGO Projects*, Howes (1992:1) expresses how important monitoring and evaluation had become to British NGO's.



British NGO's in the 1970's utilised Participatory Monitoring and Evaluation in order to ensure funds received from donor agencies were properly and efficiently used, especially with the rapid increase of its activities, the question of appraisal and monitoring and evaluation became highly important. So, as far back as the 1970s participatory monitoring and evaluation was known. Estrella & Gaventa (1998:3) also argue that, one of the earliest publications of PM&E can be seen in publications titled *Partners in Evaluation--Evaluating Development and Community Programmes with Participants* written by Marie-Therese Feuerstein. According to Coupal (2001:9), Marie-Therese Feuerstein publication provides an excellent guide for anyone interested in participatory evaluation as well as a step by step approach to participatory monitoring and evaluation.

Over the years, as the focus and interest on participatory monitoring and evaluation grew, so has the terms used to describe participatory monitoring and evaluation increased as well. This is because the meaning and practice of participatory monitoring and evaluation differ and vary in the manner in which researchers, NGOs, field practitioners, organisers, CBOs e.t.c all understood it. Literature reveals that there is not one particular, consistent conceptualised definition of participatory monitoring and evaluation. As affirmed by Guijt (1997:2) who argued that, this is understandably so, because participatory monitoring and evaluation varies in meaning to several people. Therefore, their understandings and descriptions of PM&E vary.

This is equally affirmed by Estrella & Gaventa (1998:4) who both argue that PM&E has come to be known across the world as Participatory monitoring (PM), Process monitoring (ProM), Stakeholder-based evaluation/ Stakeholder assessment, Participatory evaluation (PE), Community monitoring/ Citizen monitoring (CM) and Participatory assessment, monitoring, and evaluation (PAME).

What therefore is Participatory monitoring and evaluation? Sokol-Oxman (2015:2) defines Participatory monitoring and evaluation approach as a research method that is jointly led by all major stakeholders. Mugumya (2005:17) agrees with Sokol-Oxman definition in his book *from Exchanging Weapons for Development to Security Sector Reform in Albania: Gaps and Grey Areas in Weapon Collection Programmes Assessed by Local People*. He adds that, Participatory Monitoring and Evaluation (PM&E) is a joint effort problem solving by means of generating knowledge and the utilization of the knowledge generated. Mugumya adds that it is an approach that results in corrective action by including all stakeholders at all levels in a shared decision making process.

A definition which is strongly similar to that of Holte-McKenzie, Forde and Theobald (2006:365). They argue that PM&E differ from conventional monitoring and evaluation by trying to involve all stakeholders in every facet of the process. Joanne Abbot and Irene Guijt (1997:2) also define PM&E as a research approach utilised to explain monitoring methods that enhance collaborations with diverse stakeholders for a socially, effective and efficient inclusive monitoring.



Ile, Eresia-Eke and Allen-Ile (2012:92), affirms Sokol-Oxman, Mugumya, Holte-McKenzie, Forde and Theobald definitions (Sokol-Oxman, 2015:2; Mugumya, 2005:17; Holte-McKenzie, Forde and Theobald, 2006:365) but importantly adds that great monitoring and evaluation systems are formed by utilising a participatory approach that draws together the thoughts and concerns of all significant and major stakeholders.

The definition by Ile, Eresia-Eke and Allen-Ile (2012:92) is taken a step further by the World Bank (2010:1) which identifies that, in the PM&E approach, control over the content is equally shared by all stakeholders (that is, the M&E process, the findings of the monitoring and evaluation process and the implementation of remedial actions). Guijt, Arevalo and Saladores, (1998:6) posit that participatory monitoring and evaluation to be a political, social and cultural process, as more and diverse groups of stakeholders collaborate together to keep track of change. In this process compromises will have to be made amongst all stakeholders on whose indicator is more important, what approaches are practical, realistic and considered to be useable and clearly defining in what way each participant is involved in the process.

Guijt, Arevalo and Saladores (1998:6) goes further to criticize the participatory monitoring approach by questioning who interprets the findings obtained. And who uses these findings? According to both authors it remains a vital and important question and key to the PM&E process. In practice, the difference between M&E can often be unclear, as participatory mechanisms and feedback are driven deep and engraved in the project design as an essential piece of the work, rather than a once-off event (Rietbergen-McCracken and Narayan-Parker, 1998:189).

Participatory monitoring evaluation activities are characteristically made up of stakeholders such as: the final users of project's services and goods, in addition to that of the community's women and men at that level. It also includes organizations that serve as intermediaries in the project, such as Non-Governmental Organisations (NGOs), staffs of government at all levels, including NGOs as well as private sector businesses.

Holte-McKenzie, Forde and Theobald (2006:365) explain that PM&E is completely different from the conventional monitoring and evaluation. In that, participatory monitoring and evaluation tries to involve all stakeholders in every phase of the programme or project. These phases are not just limited to stakeholders getting only involved in defining the problem. Like is the case in the conventional monitoring and evaluation process but rather stakeholders go beyond that and actively participate in the collecting of data, in the analysing of the data and in the interpretation of the data for the project's advancement and growth as well as for the project analysis.

After more than thirty years of reflection and practice, participatory monitoring and evaluation is now characterised by four main identities. Firstly, participatory monitoring and evaluation in its own right, is now regarded as a development intervention (Kananura et al., 2017:1).

Secondly participatory monitoring and evaluation is now regarded as a project management tool that is highly essential and utilises sustainable development at its core (Bayer and Waters-Bayer, 2002:5).

Thirdly, participatory monitoring and evaluation is now regarded as a vital and significant method or approach of obtaining qualitative data (Jobes, 1997:3). Finally, participatory monitoring and evaluation is regarded as a challenge to the orthodox means (Traditional or conventional M&E) through which donor agencies carry out their assessment and appraisal of their development assistance (Chinyowa, 2011:345).

In respect to this last characteristic of participatory monitoring and evaluation, some practitioners of participatory monitoring and evaluation in the last few years have been trying out different methods to ensure that the needs of beneficiaries and donor agencies are served better.

Thus, participatory monitoring and evaluation has the capacity to combine and integrate local knowledge and information into the monitoring and evaluation process as well as to develop the critical and investigative potential of participants to appraise their own priorities and needs, make decisions on these matters and take decisive steps to resolve these challenges. Guijt, Arevalo and Saladores (1998:6) argues that it is for that reason

participatory monitoring and evaluation are a communal system of bringing people together in fresh and novel ways.

Another reason for this is that it is a political and cultural process of sharing decisions and coming to understand varying perspectives respectively. As more and more stakeholder participation in monitoring and evaluation ensures that those who are either less or more powerful are brought together. It also demands a look at the moral of dealing with uncertain aftermaths and results which do not imperatively satisfy stakeholder group(s) which have influence over others are to be critically looked into.

**Table 1 - Below shows the difference between Conventional/Traditional Monitoring and Evaluation (M&E) and Participatory Monitoring and Evaluation (PM&E).**

	<b>Conventional M&amp;E</b>	<b>Participatory M&amp;E</b>
<b>Who</b>	External experts	Community members, project staff, facilitator
<b>What</b>	Predetermined indicators of success, principally cost and production Outputs	People identify their own indicators of success, which may include production outputs
<b>How</b>	Focus on 'scientific objectivity'; distancing of evaluators from other participants; uniform, complex procedures; delayed, limited access to Results	Self-evaluation; simple methods adapted to local culture; open, immediate sharing of results through local involvement in evaluation Processes
<b>When</b>	Usually upon completion of project/ program; sometimes also mid-term	More frequent, small-scale evaluations
<b>Why</b>	Accountability, usually summative, to determine if funding continues	To empower local people to initiate, control and take corrective action

**Source: Sokol-Oxman (2015:9)**

## **2.4 COMPARING PARTICIPATORY MONITORING AND EVALUATION WITH CONVENTIONAL MONITORING AND EVALUATION**

In many ways, the participatory monitoring and evaluation approach varies from the more traditional monitoring and evaluation approach. Conventional monitoring and evaluation is more likely to be direct, prearranged and a productive process to attain a financial or a managerial accountability condition, instead of detecting and responding to the changing needs of a project (Rietbergen-McCracken and Narayan-Parker, 1998:193).

The traditional monitoring and evaluation approach requires an external evaluator, which is considered imperative to ensure that an evaluator's distance is maintained from the project and that the evaluator gives an unbiased perspective. On the other hand, participatory monitoring and evaluation is a more flexible and repetitive approach, whereby all the participants (who are the stakeholders) carry out research, the analysis of the results and make the stakeholders themselves conduct the research, analyze the findings, and make commendations.

Furthermore, in participatory monitoring and evaluation an external facilitator is hired to assist and direct the process and come with other viewpoints to bear on the challenges of anxiety and apprehension. During the participatory monitoring and evaluation process, the topics are agreed on, before the process begins. The work commonly consists of the evaluation of the worth and value of the process along with the assessments of the quality of the project's outcome (Rietbergen-McCracken and Narayan-Parker, 1998:193).

When participatory monitoring and evaluation approaches are being used to implement programmes, it is carried out along with traditional monitoring and evaluation, to make sure that the commitment at the local level to act is nurtured and the results validated.

## **2.5 THE IMPORTANCE OF PARTICIPATORY MONITORING AND EVALUATION**

### **2.5.1 Participatory Monitoring and Evaluation Helps in the Strengthening of Organisations**

Putting participatory monitoring and evaluation into effect in South Africa means that there will be a greater advancement and development in the manner in which government executes projects and programmes. Participatory monitoring and evaluation will go a long way towards improving government's performances. According to the Department: Performance Monitoring and Evaluation Guideline No 3.1.7 (2013:3) even though monitoring and evaluation is centralised within the Presidency, management skills are highly necessitated in organisations for optimum performance; skills such as research skills, human resource management, budgeting and cost accounting.

One of the most important benefits of participatory monitoring and evaluation is the strengthening of organisational capacity that regularly leads to the improvement in sustainability and efficacy of the organisations developmental efforts. Holte-McKenzie, et al (2006:365) affirms that the design and the putting into effect of the Kenyan youth based non-governmental organisation called moving the Goalposts Kilifi (MTGK) was directed and fixated on the education and support of girls interested in playing soccer, to develop skills useful for their entire lives.

These skills include confidence, self-esteem, capacity building and teamwork. This Kenyan youth based Non-Governmental Organisation illustrates the achievements and accomplishments of participatory monitoring and evaluation in the putting into effect and development of the NGO's evaluation strategy.

### **2.5.2 Participatory Monitoring and Evaluation Aids in the Solving of Problems**

The usefulness in utilising PM&E is that, it makes use of logic to solve problems, which carried out by analysing the disappointments and accomplishments of projects and programmes implemented for the public. PM&E adopts an organised and methodical process wherein the focus of the study remains the community (Matsiliza, 2012:76). PM&E performs a unique function of evaluating the influence and effect of a particular programme

and the changes that take place because of the outcomes obtained from the initiative or programme.

Estrella (2009:4) argues that Participatory Monitoring and evaluation can be used to solve problems. Methods that can be used to resolve challenges can be analytical skill, intuition and judgemental skills. There is significant difference between the conventional monitoring and evaluation approach and the participatory monitoring and evaluation approach; in that the participatory monitoring and evaluation approach involves the community as well as all stakeholders from the beginning of the programme or project until it is completed (Vernooy, Qiu and Xu, 2006:401).

On the other hand, M&E focuses little on the involvement of the community but rather skilled consultants are hired to assess the programme using selected indicators. According to Auerbach et al., (1993:70) experiences can be drawn from the team that worked on Siavonga Agricultural Development Project (SADP) which used participatory monitoring and evaluation as a research tool in solving the issue of participation, it successfully ensured that each level of the extension cycle was participatory.

### **2.5.3 Participatory Monitoring and Evaluation Enhances Ownership**

PM&E provides communities to be a strong part of the decision making process. Programmes initiated by the community, and implemented and driven completely by the community, who are actively involved in the process every step of the way. Thereby creating the formal assurance to believe in the results. Findings and outcomes are legitimate because they were fully part of the process (Sirker et al., 2002:7).

The stakeholders who participate and drive the participatory monitoring and evaluation process can also establish a network where the drivers who are stakeholders are experts and change agents (Matsiliza, 2012:78). Estrella (2000:234) argues that as a result of the participatory process, new voices may emerge and with hidden agendas and priorities and this could lead to conflicts. Even though this process can be highly gratifying and worthwhile, it can also be thought provoking and difficult.

These panels, made up of stakeholders sometimes draw conflict within, as participant's contest for space to participate and not to be overshadowed. As the process to improve decisions that have been made are being negotiated, dominant groups participating in the process from civil societies and communities can often exploit and misuse their power during these processes (Matsiliza, 2012:78). As a result, it often leads to a delay in assessment and appraisal of the project as well as an unbalanced participatory process. Notwithstanding, the active and continuous participation of every stakeholder during the process cements and increases the feeling of ownership of the program (Bayer and Waters-Bayer, 2002:46)

## **2.6 THE NATURE OF INCLUSIVE SYSTEMS OF PARTICIPATION**

Participatory systems take on several forms which include the involvement, participation and contribution to policy formulation processes. It also includes mechanisms that allow the citizenry the opportunity to express their views and opinions on the quantity and quality of government services that are delivered and provided to them (Masafu, 2015:19). These participatory mechanisms are exemplified by call centres, which provide a channel through which citizens can make complaints to government departments and officials. In response to this, Luerhmann (2003:847) terms this process as a process known as contacting. Luerhmann defines contacting as a form of citizen participation, institutionalised with established procedures and rules as well as foreseeable and expected patterns of behaviour (Masafu, 2015:19; Luerhmann 2003:847). Furthermore, these contacting institutions facilitate and enable public participation by providing feedback to the government and more importantly, inform and alert government officials on the worries, apprehensions and anxieties of local communities.

Another less but yet important benefit of the complaints system is that it boosts and improves government legitimacy by revealing to citizens that the State is attentive and fixated on responding to the needs and concerns of its populace (Masafu, 2015:20; Warwick and Ortolano, 2007:238). Thus, it is within this context that the E-Government idea was brought to the forefront with the main objective of improving and enriching communication between its citizens and the State.

## **2.7 COMMUNITY PARTICIPATION IN LOCAL GOVERNANCE**

The public can participate in influencing decisions and the actions of local government in many ways. The White Paper on Local Government (in section B paragraph 3.3, 1998), clearly stipulates ways in which the local municipalities should work with citizens or ways in which the public can fully participate in the local government programs or activities. This view is also expressed by Nyalunga (2006:15) who argues that civil society is the most crucial agent of participation.

Furthermore, that civil society involvement in governance is professed to be a crucial and fundamental process necessary for consolidating South Africa's democracy. Hence the participation of the public in local governance should be seen as an event but more importantly as an ongoing process. A process that will neither happen overnight or naturally and therefore patience and time are needed. It means that municipalities need to adopt and apply practical strategic interventions and efforts.

Nyalunga (2006:15) further argues that civil society's participation in local governance further puts a necessary and pivotal check on the activities of government officials that increases government's accountability to the citizenry. After 1994, legislative frameworks were created and established, which increased the spaces and platforms for community based organisations and the public to participate in local government activities through legitimate bodies that already existed in the communities such as civic forms, youth organisations, political parties, cultural groups, non-governmental organisations and women's organisations.

## **2.8 PARTICIPATION AS A MEASURE OF ACCOUNTABILITY**

Brechenmacher and Carothers (2014:1) argue that measures for participation can be augmented with a wider vertical accountability process which is connected to service delivery and public financial management, creating a fundamental and primary constituent of citizens' endeavours to enforce a disciplinary role in relation to the State. Participation as a measure of accountability is another phenomenon that explains the broader discussions and community contributions to the decision making processes that are resolutely controlled by stakeholders and the government



Risteska (2014:11) argues that, societal actors are non-state actors who exercise vertical accountability to state actors. Non-State actors include trade union confederations, lawyer's guilds, business peak associations, large capitalist firms, party secretariats, mass social movements; these non-state actors perform the function of holding leaders and rulers to account for the repercussions of their legal and political deeds, decisions and attitudes while in office. Furthermore, Reddy and Ajmera (2015:336) argues that social accountability is also known as vertical accountability. Social accountability is a process that works to ensure accountability is developed based on societal engagement. An environment is therefore built to ensure civic society and citizens can work together indirectly and directly in implementing accountability.

Measures to implement social accountability can be started by and buttressed by either the citizens or the State or by both. These processes function from the bottom-up and are demand driven. Social accountability enterprises are as different and as diverse as reparation mechanisms and petitions, citizen assessment cards, administrative procedure acts that all involve citizens in the management and oversight of government (Risteska, 2014:11). The role society plays in ensuring government is held to account is as important as the awareness, trust and knowledge civil society has in the system of accountability (Risteska, 2014:11).



## **2.9 PARTICIPATION THROUGH E-GOVERNANCE**

In the course of the last two decades the system and way in which government conducts its business has changed and has been modified through the new developments and innovations in electronic technology. Masafu (2015:20) and Trotta et al (2011:25) agree as well and both lay emphasis on the fact that Information Technology has also brought massive improvements in administrative systems and managerial reforms since its arrival. The advent of IT systems makes it possible to connect and speed up communication between citizens and government and in the process enhance the delivery of services to the public.

Furthermore, Heeks (1998:8) adds that IT systems help to ensure information about decisions taken flow to citizens to whom decision makers are accountable to. This aids in

deepening the accountability of the State by its citizens. Nevertheless, the design of systems to enhance citizen participation is of dire importance so as not to exclude citizens who, for so many reasons, are incapable of accessing or making use of them. Cordella and Iannacci (2010:52) add that E-governance projects are designed to support, ratify and drive deep and insightful transformation within the public sector because entrenched and embedded within E-governance projects are political reforms and organisational change.

Therefore, Masafu, (2015:20) and Trotta et al (2011:25) argue that information systems continue to play a key role in the reform of public service management, creating a link between the citizens and government thereby enhancing service delivery. Finally, IT systems have been a pivotal instrument in helping public officials make informed and better decisions which has helped in deepening accountability amongst public officials.

## **2.10 THE CRITICISMS OF PUBLIC PARTICIPATION**

Some of the most vicious critiques of participation have been from Bill Cooke and Uma Kothari, in their book published in 2001, titled *Participation: The New Tyranny*. Bill Cooke and Uma Kothari argue that there are several problems that hamper and hinder effective and active participation (Nleya, 2011:62). They both argue that there is a naivety in the expectations about the genuineness of the behaviour and the reasons that drive participatory processes. In addition, Nleya (2011:62) further argues that managerial efficacy remains a major concern but concealed in the commonly spoken word of empowerment.

Cooke & Kothari (2001) and Nleya (2011:62) argue that there is a seemingly religious link of the rhetoric behind participation and what really happens in practice, and the way focusing on intervention at micro level can block, and indeed continue to support, wide-ranging levels of macro-level prejudice and inequalities.

Remarkably, Parfitt (2004), Kapoor (2002) and (Nleya 2011:62) reveal through Chambers' view that those who are highly influential or higher hierarchies of government can be taught how to listen and learn from those who are highly disadvantaged, though they do not expect the marginalised to play a key role in this process. Narayanan demands and appeals for the pulling apart of the structure of power before the expected results can be delivered by the participatory approaches (Nleya, 2011:62; Narayanan, 2003). When such

transformation is missing, participation can only aid to produce and confirm repressive discourses and practices (Nleya, 2011:62; Narayanan, 2003; Kapoor, 2002; Cleaver, 2001; Mosse, 2001).

Another criticism of participation is the establishment of dualisms in which the first word is made most important and the second is obligated to it or disregarded (Nleya, 2011:62; Kapoor, 2002:112). Power is put or placed in the participatory rural assessment and evaluation, in spite of Kapoor trying to obliterate its influence. Besides, participation may be a way of rationalizing the scrutiny concealed behind the acceleration and enabling of the empowerment plan. To the point that participation has these intrinsic challenges, however it is easy to acknowledge participation as the solution to social exclusion.

It is identically hazardous to neglect it as a tyranny. Buhler (2002:16) and Nleya (2011:62) urge that, if this is accurate, we do not need to depend on the contrast or contradiction, we just another foundation from which to assess occurrences of non-participation.

## **2.11 PUBLIC PARTICIPATION THROUGH WARD COMMITTEES**

In 1786, the first ward system emerged. It emerged in the Cape because of the Cape Burghers insisting on a larger portion of the Cape Colony. This ward system was given specific policing and municipal roles and tasks. Their responsibilities changed over time into an intermediary between the municipal commissioners and the people. However, it seemed to only benefit a particular section of the population. It was severely opposed and rejected by the majority of Blacks for lacking legitimacy (Putu, 2006:1). The practice of democracy resulted into the entire country separated into wards. Thus, the novel idea or concept of wall-to-wall local government simply means that in every local area across South Africa, every South African will be opportune to have one-on-one access to a democratically elected official tasked with managing or overseeing the development of their local area (Parnell et al, 2002:83).

Participatory democracy involves a broad use of diversified institutional channels through an active involvement in the political process ensuring that a great level of participation is committed to the process. In order to effectively engage members of the community at the

local level in the decision making process, ward committees play an effective and powerful role in this process to ensure its success. Ward committees and their respective members can fully participate in local government by effectively designing a detailed schedule for an Integrated Development Plan (IDP) and analyse and approve budgets (Chapter 6 of the South African Constitution Act 108 of 1996). It is expected that ward committees work in close proximity to their councillors and community based organizations in the community, in order to clearly detect the urgent needs of the community and so that these needs can be reflected in the plans and budget proposals that will be drawn up by the local municipality.

## **2.12 ARNSTEIN'S LADDER OF PARTICIPATION**

The conception and notion of participation has risen to the top stage of the discourse on development. The idea and notion of participation has changed completely and deeply with its use with development practitioners, despite the fact that the meaning of participation does not have a universally agreed or permanent meaning (Nleya 2011:59). Participation has been said to enable the poor wield considerable influence over State institutions and the State. The process of participation is the process designed to ensure poor individuals can use their voices to mobilise, deliberate and to consult. For the sole purpose of being able to influence and inform a wide range of government policies and institutions of government (Nleya 2011:59). Putting the poor into the participation debate obscures a lot more than it reveals, even when the poor profit from participation.

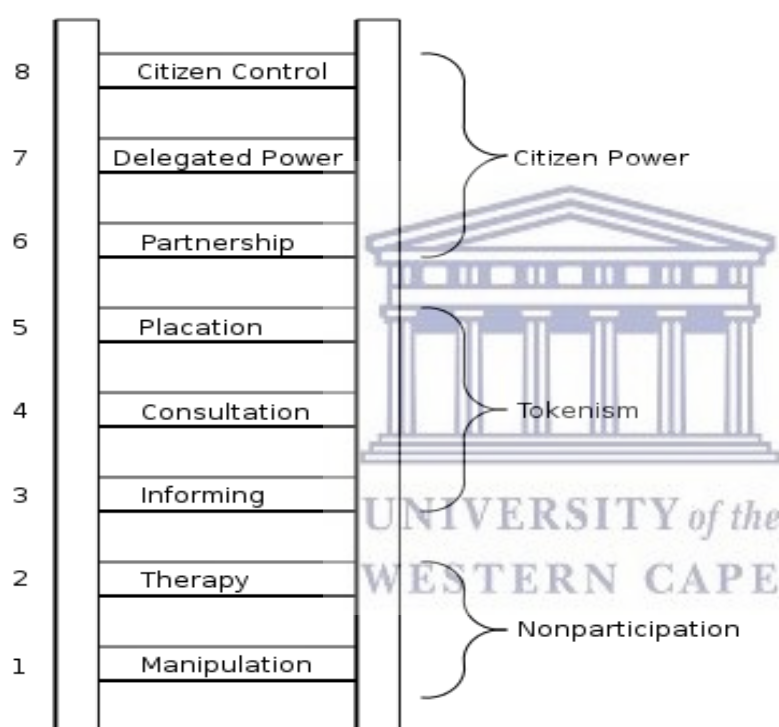
Arnstein is explicit about what participation means. Arnstein clearly describes citizen participation as citizen power. Arnstein explains that it is the reallocation of power that empowers the have-not citizens, which are currently not included in the economic and political processes, to be in the future be intentionally involved (Masafu, 2015:12; Arnstein 1969:216). Participation is the strategic means of ensuring the have-nots are part of the process that decide on how resources generated through taxes are distributed, they decide on how to run government initiatives and programs, determining how to share information and determine how policies and goals of local government are set out.

To better understand the concept and notion of participation, a perfect point to begin would be with the Arnstein's ladder of citizen participation, which is a perpendicular hierarchical

ladder of varying degrees of participation (Nleya, 2011:60). For Arnstein, participation is a collective process, self-empowering of groups and individuals respectively.

As shown in Diagram 1 below, the result, magnitude and level of citizens' contributions differ from non-participation, comprising of manipulation and therapy which lie on the first two rungs of the ladder. This gives way to the tokenistic citizen where contributions of citizens still fall way short of citizen control (Masafu, 2015:13).

Citizen participation which Arnstein described as citizen power can only be experienced when participation includes three elements on the ladder which are partnerships, delegated power and citizen control.



**Diagram 1: A ladder of participation; Source: Gates and Stout (1996:2)**

Apparently, the circulation and achievement of power by those who are less powerful is what fully interests Arnstein. The principal hypothesis of her writing is that the main characteristic of power is participation, which is also the major way of attaining or receiving power. This postulation conjures indirectly that the level of participation determines how much power is attained.

As a result, an efficient way of recalibrating and readjusting power relations would be through the reconfiguration of citizen participation. Besides, the stepwise ladder unsuccessfully does not hide or reduce the difficulty and complications of participation as an end past its influential usefulness as a means. In fact, more emphasis on the difficulty and complications on the consumer-defined optimally and the connotation and significance of empowerment and engagement (Masafu, 2015:14; Tritter and McCallum 2006:158).

Put in this way, ensuring marginalised people are given a voice is simple called participation. What these groups comprise of differs extensively, which is contingent on the magnitude of the community or the area. In order to accomplish true participation, restrictions and limitations to participation which may be caused by class and identity that often or not prevent people from actively engaging must be significantly eliminated or at worst significantly reduced.

Over the past thirty years, despite the fact that participation most assuredly in democratic South Africa post-apartheid has progressively become more and more a significant element of public policy, it also has to be entrenched and engraved into the South African constitution, citizen control continues to still remain elusive. In spite of the abundant participatory mechanisms in place.

Arnstein argues that there are different levels and forms of participation. Arnstein further articulates eight levels of participation. They stem from firstly manipulation, to the therapy of citizens, through to information, then through to consultation, and then through to what is called placation (Satisfaction or appeasement), and then goes through to partnership, through to delegation of power and then finally citizen control (Gates and Stout, 1996:2).

As can be seen in Diagram 1 below, Arnstein's ladder of participation is designed to show the progress of participation. It is important to note that the need for citizens' power in public participation is highly advocated for in this model of involvement and thus, it puts an important and substantial emphasis on it.

Arnstein ladder of citizen participation shows and explain the tussle for power between those who are able to and those who are not able to; and their corresponding capacity to respond to significant and important government agencies and policy makers (Masafu, 2015:13; Tritter and McCallum 2006:158; Maier 2001:709). Tritter, McCallum and Maier also

add that the model shows expressly the degree to which various sections or fragments of society are able to make sure government policies work in the best interests of these sectors and fragments of society.

However, it fails to admit that even when the State is open to the idea of citizen power, makers of policies rarely comprehend or appreciate the challenges and complexities citizens face when utilising invented spaces of participation (Masafu, 2015:13; Tritter and McCallum, 2006:158).

Arnstein ladder of citizen participation makes simpler the relationship between the State and its citizenry and that this relationship is a contentious one which is evidently seen in democratic nations (Masafu 2015:14; Michels and De Graaf, 2010:710; Tritter and McCallum, 2006:158). In addition, that there is a tussle for power in decision making processes. Therefore, as a result of the apparent visible and positive dimensions of participation, the practices and policies put in place do not always led to higher or deeper levels of inclusion. In spite of the presence of participatory systems, not every citizen will be placed in a position to enjoy the benefit that comes from using such participatory system (Masafu, 2015:15; Cornwall and Coelho, 2007:33). Infact, sometimes, citizens who do not enjoy the benefits might be seen or considered to be excluded.

As a result, Arnstein's Ladder of Participation is a theory that would be used during the course of this research to identify and explain the forms and levels of participation that currently exists between the City of Cape Town and residents of Site C Khayelitsha through the C3 notification system. Masafu (2015:15), and Moyonjo and Theron (2002:502) advocate that a people-centered approach be adopted for citizen engagement.

Which means that progress and development can only be made when citizens are actively involved in their communities. Thereby, in the process curtailing every form of marginalisation.

### **2.13 SUMMARY**

This chapter has discussed in great depth the literature on Participatory Monitoring and Evaluation. It went further to discuss the literature on participation and public participation

in South Africa. In addition, Arnstein's Ladder of Participation was also discussed in great depth. The next chapter will give a detailed discussion of the legislative framework used to guide this study.





## CHAPTER THREE

### LEGISLATIVE FRAMEWORK

#### 3.1 INTRODUCTION

This chapter discusses the legislative framework on service delivery. It looks at all the legislations that ensures citizens receive quality and sustainable services from their local municipalities. As a result, local municipalities are compelled to offer services to their municipalities under these laws.

#### 3.2 LEGISLATIVE FOUNDATIONS OF SERVICE DELIVERY

##### 3.2.1 The White Paper on Local Government (1998)

The new developmental local government system is enshrined and established in the White Paper on Local Government. The White Paper on Local government mandatorily expects the new developmental local government to replicate, promote and mirror the Bill of Rights and its values as enshrined in the constitution. These values include freedom, equality and human dignity. South Africa's values are based on the values as enshrined in the constitution.

Furthermore, the White Paper on Local Government institutes the foundation for a new developmental local government system that is unswervingly dedicated to working with communities, groups and citizens (South African Local Government Association, 2015:11). The creation of human settlements that are sustainable and that can add meaning to the quality of life of all citizens across the country and by so doing effectively meet the economic, social and material needs of all in a comprehensive way (South African Local Government Association, 2015:11).

### **3.2.2 The White Paper on Local Government in Relation to Service Delivery and Community Participation**

The white paper on local government insists on and promotes fresh methods and processes to improve service delivery in communities. Black communities and areas underneath the apartheid regime experienced a carefully orchestrated method of depriving millions of black citizen's municipal infrastructural investment to Black communities. Basic services such as sanitation, refuse collections and water were not provided to millions of people (The White Paper on Local Government, 1998:74).

Thus, developmental local government has a task to provide solutions that would eradicate these backlogs in municipal services. Its main objective is to formulate, cultivate and grow the capacity for service delivery in order to meet the fundamental needs of each municipal constituent. Rudimentary services improve the value and worth of life of all citizens which in turn grows and creates economic and social prospects. Opportunities are also improved by enabling access to recreation, education and work (The White Paper on Local Government, 1998:74).

A variety of options to deliver services optimally have been adopted by local municipalities. Local government need to properly plan and tactically analyse ways in which the right method of providing services in such a way that it is unique to that community's topography and geographical location is achieved. Once the right means to deliver the services has been chosen, the municipal administration prepares adequately to apply the delivery option chosen in an effective and efficient way. To ensure the community fully optimises the benefit of such a service (The White Paper on Local Government, 1998:74).

Divisions within communities are common and local municipalities have to be fully aware of the divisions and find ways to encourage the involvement of all marginalised groups within the community (The White Paper on Local Government, 1998:25). There are lots of hindrances for instance for women to effectively and equally participate in local development or local activities. Household responsibilities, personal safety, norms, lack of transport, social values within communities are amongst many of the hindrances that prevent women from participation.

As a result, it is the duty of local municipalities to take on board new ways to grow, advance and encourage community participation as well as strategies focused on eradicating hindrances and difficulties preventing groups that are marginalised from participation. Simultaneously, processes to encourage participation should not prevent or slow down development, groups with selective interests or agendas should also not be permitted to manage the process of development. Hence, it is fundamentally imperative that local authorities develop strategies and ways of organising participation in such a way that it improves the delivery process rather than to hinder or slow down the process (The White Paper on Local Government, 1998:25).

### **3.2.3 The White Paper on Transforming Public Service Delivery (1997)**

The intention of the White Paper on Transforming Public Service (WPTPS) was to make available a policy framework and a hands-on implementation approach for the transformed delivery of public services. The White Paper on Transforming Public Service is principally about the way in which public services are made available to communities as well as the preciseness in enhancing services delivered in a proficient and competent manner. To ensure people have effective and efficient services delivered to communities, different frameworks, legislations and policies have been implemented by the South African State government to ensure quality, affordable and sustainable services are delivered timeously.

On the 24<sup>th</sup> of November, 1995, eight areas of importance for transformation were set out and published by the White Paper on the Transformation of Public Service (WPTPS) and service delivery stands out as a key priority. Service delivery stands out because the only true and viable criteria above all that would be used to truly analyse if the South African public service has been truly transformed is the effectiveness and efficiency of the South African public service to deliver services to meet the fundamental needs of all citizenry (White Paper on the Transformation of Public Service, 1995:2).

Enhancing and advancing the efficient delivery of services is the most fundamental, most critical and most decisive goal and aspiration of the transformation programme of the South African public service and all State institutions and organs.

### **3.2.4 Local Government Municipal Structures Act (No 117 Of 1998)**

The Local Government Municipal Structures Act (No 117 of 1998) has a mandate in accordance with the stipulated requirements that provides for the establishment of the various types and categories of municipalities. The Local Government Municipal Structures Act (No 117 of 1998) also has the mandate to determine the criteria to be used to establish and decide on the category of municipality to be established in any given area.

Furthermore, the Local Government Municipal Structures Act (No 117 of 1998) has the responsibility to regulate the structures, office-bearers and the internal systems of municipalities. The responsibility to make available appropriate electoral systems falls within the confines of the Local Government Municipal Structures Act (No 117 of 1998).

The Local Government Municipal Structures Act (No 117 of 1998) describes the various kinds of municipalities that can be formed within each classification; Local government municipal structures act also ensures the right distribution of powers and functions between different types of municipalities. Finally, it ensures internal systems of municipalities, municipal institutions and municipal officers of local municipalities are well regulated.

### **3.2.5 The Constitution of the Republic of South Africa (Act No 108 of 1996)**

On the 8<sup>th</sup> of May, 1996 the Constitution was fully adopted after the interim Constitution was drafted in terms of Chapter 5 of the interim Constitution Act (No 200 of 1993). On the 6<sup>th</sup> of September 1996, the Constitutional Court passed a judgement that required the text to be referred back for reconsideration by the Constitutional Assembly. The text was consequently revised to conform to the Constitutional Principles as enshrined in Schedule 4 of the interim Constitution. Thus, on the 10<sup>th</sup> of December 1996, the Constitution of the Republic of South Africa (Act No 108 of 1996) was signed into law.

It was important for the new constitution to go through this objective process in order to ensure the credibility, legitimacy and more important above all, the acceptance of the constitution by all South Africans. The newly established Constitution, hence, epitomises and embodies the joint, communal and shared mutual wisdom of all South Africans. It is one document whose contents were arrived at collectively.

The constitution laid emphasis on the role of local government and the new role, it would fulfil in the new dispensation. It was expected in its new role to engage the public at the grassroots and ensure it promotes public participation in local government activities. More importantly, it authorises the mandate for local government to promote the socioeconomic well-being of all South Africans.

The Constitution of the Republic of South Africa (Act 108 of 1996) Section 152(1) describes the aims and purpose of local government, creating the basis on which local government can fulfil its mandate. Through the Constitution, local government has been given a clear directive as well as responsibilities to avoid conflict of interest or the replication of services by any other sphere of government.

### **3.2.6 The Constitution of the Republic of South Africa (Act No 108 Of 1996) In Relation to Service Delivery**

All municipalities are expected to accomplish specific goals and make available specific services in accordance to the new constitutional framework post 1994. It is therefore expected that there is a robust connection between the services and functions which municipalities are expected to provide and fulfil (Bekink, 2006:10). Interestingly, the Constitution does not stipulate in great depth the various types of services a contemporary local municipality should mandatorily make available to its citizens.

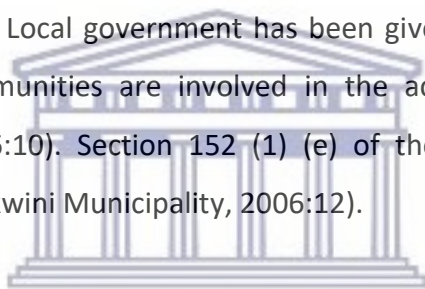
It only stipulates that all local municipalities must do all it takes within their administrative and financial abilities and capacities to establish an accountable and democratic State government, that local governments should make available sustainable services; that local governments must provide economic and social advancement in all its communities; that local governments must provide environments that are healthy and safe to the citizens and that the participation of communities in local governance is imperative according to Section, 152(1)(a)-(e) of the Constitution (Bekink,, 2006:11).

According to section 153(a)-(b) of the Constitution of the South African Republic, all local municipalities are obliged to manage and organise their planning procedures, budgets, administrations in such a way that it promotes the development of the social and economic environments within the community. Ultimately, it is expected to place the community's

needs at the top of their priority list (Bekink, 2006:11). Some needs a fundamentally universal and should therefore be of utmost priority to local municipalities.

In terms of section 155(4) of the constitution, the provision of these services such as electricity, solid waste disposal and water must be provided to communities in a sustainable and equitable way (Bekink, 2006:11). Municipalities according to section 156, must be lawfully given the permission to impose tariffs or fines, without such legal support or constitutional support, municipalities will not be able to enforce fines or tariffs on members of communities nor would they be legally obliged to provide basic services to the community (Bekink, 2006:12).

In regards to community participation, the policy on Community Participation gets its values and ethics by which it is guided by from the Republic of South Africa Constitution, which gives all South African citizens the lawful right to significant and purposeful participation in the affairs of the nation. As a result, giving each citizen the right to define, determine and control each one's calling or purpose. Local government has been given the responsibility to make sure civic societies and communities are involved in the activities of local government (eThekweni Municipality, 2006:10). Section 152 (1) (e) of the South African Constitution buttresses this very fact (eThekweni Municipality, 2006:12).



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### **3.2.7 The Local Government Municipal Systems Act 2000 (Act 32 of 2000)**

The Local Government Municipal Systems Act 2000 (Act 32 of 2000) has the responsibility to ensure municipalities progressively move towards the actualisation of uplifting communities economically and socially by ensuring the processes, mechanisms and core principles imperative for this progressive move are made available. The Local Government Municipal Systems Act 2000 (Act 32 of 2000) also has the mandate to ensure that essential services are generally easy to access and more important affordable when accessing these services.

It also has the responsibility to ascertain a given municipality's legal nature to ensure and enable local communities successfully work in partnership with the administrative and political leadership (The Local Government Municipal Systems Act No 32 of 2000, 2000:1).

Finally, the Local Government Municipal Systems Act (No 32 of 2000) has the responsibility to ensure communities participate actively, by making provision for the way in which municipal functions and powers are performed and exercised within the municipalities.

### **3.2.8 The Local Government Municipal Finance Management Act No 56 of 2003**

This act ensures that the financial affairs of municipalities are managed in a sustainable and secure way. It also ensures that the standards and norms are adhered to and upheld (The Local Government Municipal Finance Management Act No 56 of 2003). The Local Government Municipal Finance Management Act No 56 of 2003 is an important law that plays a crucial role in the management of the financial affairs of local government.

Furthermore, the Act ensures that municipalities stick to their appropriate lines of constitutional responsibility when it comes to the municipality's financial and fiscal affairs. The management of municipalities and municipal entities expenditures, liabilities, revenues, assets and financial dealings have to be done in a transparent and accountable manner.

Finally, the Local Government Municipal Finance Management Act No 56 of 2003 assists municipalities in planning and budgetary processes. A framework for how municipalities and municipal entities can borrow money is also provided as well as how financial problems can be dealt with or handled. Therefore, the Local Government Municipal Finance Management Act No 56 of 2003, help and provide local municipalities and municipalities entities with the regulatory framework to perform and carry out their responsibilities efficiently and effectively.

### **3.3 SUMMARY**

This chapter has in-depth discussed the legislative framework governing service delivery. Therefore, the success of any local government implemented project or programme to enhance or improve service delivery depends highly on the level of understanding of the legislative framework governing the functioning of service delivery. This ensures that citizens can hold officials accountable and can therefore take ownership of projects, programmes as well as government policies implemented to improve their way of life.

# CHAPTER FOUR

## RESEARCH METHODOLOGY

### 4.1 INTRODUCTION

This chapter gives a general overview and outline of the research methodology selected and used for this study. This chapter will carefully outline why the research methodology and design were selected for this study and would expound in details why the research design and methodology are appropriate for this study. The discussion on research design and research methodologies would explain how the objectives and aims mentioned earlier in Chapter 1 will be achieved.

In the course of this study, the mixed methods design was employed. Described within this chapter as well are the instruments used for data collection, ethical considerations for this research, the research design, data analysis, the procedures used for collecting data and the study's participants which includes both the sample and the population.

### 4.2 RESEARCH DESIGN

According to Durrheim (2004:29), a research design is an intentional and tactically calculated framework for implementation that functions as a bridge between the research question(s) and the effecting or the execution of the research strategy. Van Wyk (2010:4), defines a research design differently as a complete, all-inclusive general plan for linking the conceptual research problems to the most relevant and applicable (an attainable) empirical research.

Vosloo (2014:316) agrees with Van Wyk by defining a research design as a functional plan that connects research procedures and methods in order to achieve an accurate, valid and trustworthy body of data for theory design or creation, scientific grounded analyses and conclusions. Leedy (1997:195) also agrees with both Van Wyk and Vosloo by affirming that a research design functions as a plan for an intended study that invariably gives the general framework of how the required data will be collected.

This means that, the research design expresses clearly what data is needed, the methods or approaches that would be used in collecting the data needed, the method that would be



used to analyse the data collected, it also expresses clearly how the research question will be answered using the data collected (Vosloo, 2014:316). MacMillan and Schumacher (2001:166) also defines a research design as a strategy for choosing the right method to collect the required data to answer the outlined research question(s). It helps in selecting the right research subject and research sites.

Furthermore, the research design reveals the reason for the inquiry or the investigation. A research design can be exploratory, historical, predictive, descriptive, explanatory and evaluative. Bless, Higson-Smith and Kagee (2006:71) add that a research design aids in testing a precise hypothesis under a specific condition. Welman et al. (2009:46) also agree with Van Wyk and Vosloo by describing a research method as a general plan, but adds that it is one according to which the respondents of a planned study are carefully chosen, as well as the method of either generating or collecting data.

Babbie and Mouton (2008:74) also define a research design as a blueprint or a carefully outlined framework for piloting the research. It is a detailed plan that shows how the research will be carried out. According to Mouton (1996:107), the key purpose of a research design is to aid the researcher foresee and determine the best suitable research decisions and to make the most of the validity of the final results.

Thus, the research design gives the researcher a clearer research structure, which ultimately guides the decisions made by the researcher, the methods that are adopted for the research and most importantly, sets and lays the foundation for interpretation and analysis.

#### **4.3 RESEARCH METHODOLOGY**

Babbie and Mouton (2008:74) both agree with Leedy and Ormrod (2010:12) on the fact that the researchers overall approach or strategy or method in implementing the research project is known as research methodology. Concentrating on the research processes and the types of procedures and tools that are utilised are of the view of Mouton what research methodology is all about (Mouton, 2001:56). The difference however, is found in the precise task of data collection, selecting the most suitable and best fitting procedure to use and the various steps and stages in the research process.

The research focuses on monitoring and evaluating the participatory nature of the C3 notification system towards improving service delivery in Site C Khayelitsha. Since the C3 notification system comprises of various structures expected to guarantee accountability and fairness in the resolving specific service delivery challenges within the province which is the major aim of this system.

A questionnaire was used to survey a number of users of the C3 notification system to truly understand the plight of the users of the C3 notification system. It was also to get a clearer understanding of easy or difficult it was for users to interact with the C3 notification system. Especially taking on-board the channels through which users can interact with the C3 notification system. Furthermore, the questionnaires provided quality room to get recommendations and feedback that can assist in improving the C3 notification system.

Qualitative in-depth interviews were used to probe and investigate officials administering the C3 notification system in order to understand the challenges experienced administratively. The in-depth interviews were used to identify and understand the various forms of capacity (human, financial, social, technological and economic) challenges that might be experienced internally within the department in managing the C3 notification system. The interviews were also utilised to identify shortfalls in the implementation process that are likely to affect the participatory nature of the C3 notification system.

As a result, a mixed-methods design was appropriate for this study and was therefore adopted.

#### **4.4 THE MIXED METHODS RESEARCH DESIGN**

Tripathy and Tripathy (2015:119) argue that the mixed method approaches are not as well-known as the qualitative approaches and the quantitative approaches. The mixed method approach came about during a study ascertaining the validity of psychological traits carried out by Fisk and Campbell in 1959, in which multimethod were utilised during this study (Tripathy and Tripathy, 2015:119). Campbell and Fisk motivated and inspired other researchers to utilise their multimethod matrix to assess several approaches linked to data collection. Creswell (2003:15) further adds this urged and stimulated other researchers to mix methods.

Shortly after, methods linked with field methods such as interviews and observations which are qualitative data, were joined with traditional surveys which are quantitative data. Sam Sieber (1973:1337) argues in his journal article titled *The Integration of Fieldwork and Survey Methods* that all methods have their limits, as a result, researcher's sense that unfairness and prejudice within in any single method could cancel out the biases of other approaches used.

Therefore, a way of finding a meeting point across both methods (quantitative method and qualitative method) was originated or created. There was a shift from seeking convergence to really linking and integrating the qualitative data and quantitative data by the early 1990s.

Tashakkori & Creswell, (2007:4) defines the mixed methods design as a type of research design in which the researcher in a single study draws inferences from the data collected and analysed and integrates such findings into the study using both quantitative and qualitative approaches. Creswell (2008:4) agree with Tashakkori by affirming that it is an approach that is used to probe and investigate. It also merges together both forms of qualitative and quantitative methods which is why it is referred to as a mixed methods research.

Creswell & Plano Clark (2001:5) further add that mixed methods research takes on board theoretical and rational assumptions, the utilization of quantitative approaches and qualitative approaches, and the mixture of both methods in the research. Hence, both argue that a mixed methods research far exceeds data analyses and data collection, it encompasses the utilisation of the qualitative and quantitative approaches alongside one another or together so that the general, holistic and complete strength of the study is more superior to a quantitative and qualitative research.

The benefit of using the mixed research method for this study was that the qualitative method (in-depth interviews to be done with the City of Cape Town officials) helped in emphasising or highlighting the need to obtain quantitative data (using surveys, a quantitative method) from the users of the C3 notification system to truly understand the participatory nature of the C3 notification system. Data obtained from both methods would be used to reinforce each other during the analysis of the data obtained

#### **4.4.1 Sequential Mixed Methods**

This study will be utilising the sequential mixed methods procedure as it strives to add more details and expound more on the findings of one method with another method. The sequential mixed method starts with a qualitative interview with the aim of achieving investigative and exploratory purposes.

This is followed-up with the aim of being able to generalise the results to a population, the quantitative survey method with a large sample is utilised next. This process could also be switched around, the quantitative method in which a concept or theory is tested begins the study and then it is followed up with a qualitative method that entails a thorough and meticulous exploration with a number of individuals or cases.

In this case, the qualitative interview with the City of Cape Town officials were conducted first for investigative and explorative purposes. This was followed by the quantitative surveys distributed amongst users of the C3 notifications system residing in Site C Khayelitsha.

#### **4.4.2 Mixed Methods Design: Strengths and Weaknesses**

The mixed methods design has its strengths and weaknesses when utilised in a study as a research design method. Azorín and Cameron (2010:98) argue first and foremost that the most significant reasoning and logic for the use of the mixed method design is the way in which the qualitative and quantitative methods complement one another.

Johnson & Onwuegbuzie (2004:14) add that the utilization of the mixed-method design is not intended to the replace the qualitative and quantitative methods but to draw from the strengths of both methods in a single study and minimize the weaknesses of both within a single study. Ensuring that both approaches and methods are utilised to lengthen the breadth, deepen the depth and expound the range of inquiry.

Thus, according to Greene, Caracelli and Graham (1989:258) the complimentary nature of using both the qualitative and quantitative methods ensure that different aspects of a phenomenon can be adequately measured which results in an enriched and broadened understanding of the phenomenon.

Quantitative approaches are very restricted by the obligations of statistical testing with a curbed and controlled number of variables that can be analysed, whereas qualitative methods demand a lot of resources, the breadth and depth of the data collected from any considerable sample is normally vast, giving room for multiple analyses of interactions and processes (Aloka, 2012:126).

Therefore, quantitative and qualitative approaches can complement one another in such a way that qualitative research produces a dense data about differences in individuals while a quantitative research produces a moderately slim norm-referenced data from various populations and individuals.

Secondly, Glyn Winter (2000:5) argues that even though there is confusion between the definition of reliability and validity it still does not negate the characteristic of a quantitative method which is that it ensures measures obtained are replicable, reliable and precise. While Ansari, Panhwar and Mahesar (2016:138) argue that data are analysed in numbers through the quantitative method, which embraces and takes on deductive methods of inquiry to assess the link, association or connection amidst variables that are predetermined.

Joining the quantitative approaches internal validity with the qualitative approaches external validity can hence be a fruitful way of combining various methods. Johnson & Onwuegbuzie (2004:21), explain what this means, by suggesting that numbers, pictures and words add meaning and significance to one another.

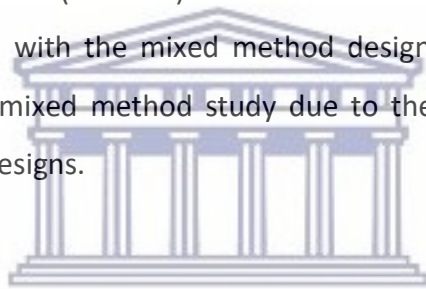
Finally, the mixed-method design is significantly useful in that, theories can be tested effectively by establishing and formulating the basis for the verification and relevance of the theory through the utilisation of both methods (quantitative and qualitative methods). Thus, both methods provide more understanding, information and insights when used together, other than when only one of the two methods is used.

## **Disadvantages/Weaknesses**

The mixed method design however has its limitations. One of the limitations or disadvantages of the mixed method design is that, this research design is relatively new to the research space and there are challenges which need to be simplified and explained. Johnson & Onwuegbuzie, (2004:21) argues that this includes explaining conflicting results and paradigm mixing as well as the way in which quantitative data can be qualitatively analysed.

Furthermore, Ansari, Panhwar and Mahesar (2016:138) add that using the qualitative research method alone, due to its small sample size might experience difficulties in applying the findings to a much bigger population. Equally, using the quantitative research method alone may also give an unclear picture of the complicated and multidimensional social world.

Finally, Johnson & Onwuegbuzie (2004:21) as well as Greene & Caracelli (2003:228) all agree that another limitation with the mixed method design is the difficulty of a single researcher in carrying out a mixed method study due to the magnitude of the work as compared to other research designs.



## **4.5 QUALITATIVE RESEARCH METHOD**

Qualitative research is all about detailing and describing social concepts or phenomena. In other words, it focuses on trying to make sense of the world in which we live in and question why things are the way they are. Qualitative research aims to provide answers to questions about why individuals behave the way they do? How the events around people affect them? It seeks to explore how people form their opinions. It seeks to explore how and why cultures have developed in the way they have (Moriarty, 2011:2). Finally, it focuses on finding answers to questions that begin with how, what and why.

Thus, the use of this method for this research will be beneficiary for this research as it would help to explore in greater depth the participatory nature of the C3 Notification System from the perspective of the residents of the Site C Khayelitsha community. It would also be useful in exploring the mechanisms put in place by the City of Cape Town to

monitor and evaluate how participative the C3 Notification system is in improving service delivery specifically within the Site C Khayelitsha.

Finally, the Qualitative research method would help in descriptively describing in words the challenges confronted by residents in Site-C Khayelitsha in using the C3 Notification system as well as in describing the participatory nature of the C3 Notification system as a participatory system to improve service delivery.

#### **4.5.1 Data Collection Technique**

The qualitative research design has four major types. These include Grounded theory, Case study, Ethnography and Phenomenology. Surveys are another form of qualitative research design. It can be either quantitative or qualitative in the approach adopted to collect data.

Qualitative methods used in collecting data most often has to do with relating with the individual on a one to one basis or a group setting. The paybacks for utilising the quantitative method is that it provides you with a richness of data and a more profound understanding and insight into the concept being studied. Qualitative data are mostly derived from interviews that are conducted face-to-face (Hancock, 2002:13).

Data collected from observation and focus groups tend to be more time consuming to gather or put together. Samples collected in a qualitative method are most times smaller than that collected with a quantitative method. The data analysis is time consuming invariably making it expensive. Thus, the major qualitative methods of collecting data are: Through Observation, through focus groups and finally through individual interviews.

Alshenqeeti (2014:40) argues that, a conversation or a dialogue that takes place to know more about the interviewee in relation to the interviewee clarifying or explaining a particular concept is known as an interview. It is also an extendable exchange between two people having proficient information about a particular subject matter and by which a deeper meaning of a particular concept is brought to bear through the interviewee. More importantly, it enables the interviewees speak their minds and express their personal feeling and thoughts (Alshenqeeti, 2014:39; Berg, 2007:96).

Interviews, particularly semi-structured interviews provide the researcher which a great level of flexibility. It provides the researcher with the leeway to dig deeper into questions asked and expand further on these questions due to the flexibility this structure of interview provides the researcher (Alshenqeeti, 2014:40; Rubin & Rubin, 2005:88).

Thus, this research would adopt the use of in-depth Interviews as a Qualitative method to collect data for this research. Open-ended questions will be used during the interviewing process. Open-ended questions would provide more details into the subject matter and would encourage a more comprehensive and meaningful response from the interviewee. It would also give the interviewee more room for expression of their thoughts, feelings and opinions. This method would be significantly important as well as crucial for this research, as it is highly imperative to deeply understand and comprehend the challenges that residents in Site-C Khayelitsha are truly going through with the use of the C3 Notification system.

In-depth interviews will be conducted with five officials working with the Solid Waste Management Department of the City of Cape Town. It is the department's responsibility to ensure stolen and damaged bins are replaced. The Department of Solid Waste management ensures animal carcasses are taken off the street. The department also ensures that, refuse are collected once a week from residents in Site C Khayelitsha. The manager and the assistant manager of the Solid Waste Management Department of the City of Cape Town will be interviewed, along with three other officials working within the department.

#### **4.6 QUANTITATIVE RESEARCH METHOD**

Quantitative research method is the arithmetical depiction and manipulation of what has been observed for the main purpose of explaining and describing the concept of what has been observed reveals. Quantitative research method is used in an extensive variety of social and natural sciences, which includes psychology, geology, physics, biology and sociology (Sukamolson, 2010:2). It can also be defined as social research that uses empirical approaches and empirical statements. Sukamolson posits that empirical statements are articulated in arithmetical terms.



#### 4.6.1 Data Collection Technique

This research would adopt the use of questionnaires as a quantitative research method to collect data, as questionnaires frequently make use of checklists. This instrument will assist in simplifying and measuring people's attitudes and behaviours. The validity and reliability of the questionnaires as a quantitative instrument is highly significant. According to Thanasegaran (2009:37), validity can be defined as a determining and an assessing tool that is used in measuring what it was designed to measure; it is also the extent to which a test measures accurately what it was designed to measure or the extent of measuring the value or worth of a test. It could also refer to an instrument that is used in measuring what we want to measure. Kimberlin and Winetrstein (2008:2278) add that, it is important for a test to be valid so that interpretation and results gotten from the test can be applied.

On the other hand, reliability is the extent to which measurements taken are error-free and as a result produce constant and regular results. If the same score to objects and people are constantly assigned by a measurement device or procedure, the device or instrument is taken and accepted as reliable (Thanasegaran, 2009:35). Reliability includes the consistency and regularity of reproducing test scores, to the extent to which one can anticipate fairly continuous deviation scores of people through testing circumstances on the parallel or same testing tool or device.

This data collecting instrument would be fundamentally important for this research, as it would assist in identifying where the challenge truly lies amongst residents in Site-C in their use of the C3 Notification system. The questions on the checklist would be directed towards understanding the types of challenges confronted by residents in the community and as well as the number of resident's still battling to get their complaints resolved by the City of Cape Town using the C3 Notification System. A total of 50 questionnaires will be distributed to respondents.

The questionnaires were given to residents in Site C Khayelitsha that have made use of the C3 notification system. Locating a large sample size of respondents who have made use of the C3 notification system to log complains or service requests was difficult to find. As a result, covering a total of 10 streets, five (5) respondents were selected from each street.

Hence, a total of 50 questionnaires were given to respondents in Site C Khayelitsha. The closed ended questions on the questionnaires on the other hand, provided specific responses to the questions asked and this provided clarity and accuracy in the information provided by the interviewee. Thus, the use of questionnaires was a good quantitative data collecting instrument for this research.

#### **4.7 TYPE OF RESEARCH**

This research is an applied research. Applied researches are researches done to precisely solve a given problem. It is therefore a research conducted in which the results obtained can be applied and used to solve an immediate challenge. If during the course of this research, it is discovered that the C3 notification system has not been participatory which has affected service delivery within Site C Khayelitsha. This research seeks to provide solutions via recommendations that will improve the participatory nature of the C3 notification system which are likely to improve the delivery of service within the Site C Khayelitsha community.

#### **4.8 ETHICAL ISSUES IN QUALITATIVE RESEARCH**

While conducting this research, interviewees were given the right and choice to either choose to participate or not to participate. The consent of each participant was required to participate in this research. Participants who participated in this research were kept anonymous. Unnecessary demands were not placed on participants during this research.

While carrying out this study, humans contributed to the study as participants. As a result, ethical standards involving people were duly followed and observed. I submitted my Masters proposal for this research and the University's Research Ethics Committee approved it. My proposal details how this research was going to be conducted. It also identified the individuals that were to be interviewed for this study and the conditions under which such interviews will take place. Haven met all obligatory and ethical requirements, I was given ethical clearance after my proposal was approved by the University of the Western Cape Research Ethics Committee.

The researcher had to present the ethical clearance given to him by the Research Ethics Committee to the City of Cape Town before interviews were granted. The objectives of the

research were clearly in the Masters proposal submitted the City of Cape Town as well as documented and stated in forms given by the City of Cape Town asking about the objective of the research and the interviews to be conducted. The researchers Master's proposal, ethical clearance, along with other relevant documents were presented and authenticated by the City of Cape Town and granted the researcher permission to conduct interviews on the City of Cape Town premises.

Before the interviews started, the researcher had to present the consent forms to the interviewees which explicitly explained the objectives of the research. The consent form clearly explained concepts such as anonymity and confidentiality and the right to either voluntarily participate or decide not to participate.

All five individuals choose willingly and voluntarily to participate in this study. Signing the consent forms as proof of voluntary and willing participation. The information provided by the respondents were assured all information will be kept confidential. Thus, in the study there is no mention of any name or individual that participated in the interviews.

#### **4.9 SUMMARY**

The methodological framework for this study was presented in this chapter. The study adopted the use a mixed methods design approach. The mixed methods design was used to ensure inferences from the data collected and analysed could be integrated into the research findings using the qualitative and quantitative research methods.

Besides, it was done with the intention of producing a holistic analysis of the C3 notification system as it pertains particularly to participation and, monitoring and evaluating the effectiveness of the C3 Notification system in resolving complaints specifically within Site C Khayelitsha community.

The mixed method design was the ideal method for the research. In the next chapter, the research findings generated from using the quantitative and qualitative research methods will be analysed in great depth.

# CHAPTER FIVE

## CONTEXTUALISING LOCAL GOVERNMENT

### 5.1 INTRODUCTION

Local government is the closest arm of government to the people. Local government plays a crucial role in the delivery of quality and sustainable services. This chapter focuses on the contextualization of local government.

### 5.2 WHAT IS LOCAL GOVERNMENT?

Local government municipalities since 1994 have been designed to be more people-focused and orientated, democratic and more importantly accountable. It can be defined as a government institution mandated to oversee and manage the affairs and activities of a specified area or region of jurisdiction (Roux, 2005:64). It has the objective of providing services in such a way that they can be sustainable. According to the Constitution of the Republic of South Africa (Act No 108 of 1996), through developmental growth and advancement, the transformative agenda backed and supported by the constitution, makes provision for three categories of municipalities.

Furthermore, the Local Government Municipal Structures Act (117 of 1998) agrees as well with what the Constitution stipulates and categorises municipalities into three categories. Firstly, a Category-A municipality will be known as Metropolitan Municipality; Secondly, a Category-B municipality will be known as a Local Municipality. Finally, a Category-C will be known as a District Municipality.

Local government plays a key and vital role in the transformation of rural and urban communities; creating pathways to attract direct investments that provide corridors of economic opportunities that result into local economic growth and development of communities. Local governments are fundamentally important for national economic growth, consolidation of democracy and equally important, for the effective implementation of national policies at the local level.

That is why Chikerema (2013:88) argues that political systems are considered to be incomplete and undemocratic when local government structures and systems are not in place or do not exist. Chikerema affirms that the functioning of local government has always been defended on the premise that, it is a vital and critical part of encouraging and intensifying public participation in decision-making processes and in the deepening of democratic processes. Pillay (2013:19) agrees with Chikerema by stating that the central role of local municipalities is ensuring that local government continues to play the instrumental role of building local democracies.

If local government performs such important functions and are paramount in enhancing public participation and deepening democratic processes at the grass root, what then is Local Government? Olowu (1988:12) and Havenga (2002:51) explain that in literature there are two ways or approaches to defining local government. The first approach is commonly embraced and accepted in comparative studies. It deems and considers local government as all the national structures below central government.

The second approach is considered to be more cautious and prudent, in that, this approach recognizes and distinguishes local government by an array of defining characteristics (Havenga 2002:51; Olowu, 1988:12). The following five characteristics are customarily focused on: its effective citizen participation and localness, local government's legal personality, its considerably large budgetary and staffing autonomy which sometimes is subjected to limited central control, a range of functions to perform with specified powers (Havenga 2002:51). These characteristics and attributes are viewed to be imperative to differentiate it from every other form of local institution and to certify and guarantee its organizational effectiveness and efficiency.

Some authors have weighed in on the definition of local government. Alexander & Kane-Berman (2014:3) defines local government as the sphere of government which has the most direct and unswerving impact and influence on the day-to-day lives of citizens. It is the first point of contact between the State and its citizens. Affirmatively, Alexander & Kane-Berman's definition reflects today's reality that local government has the most influence and effect on the day-to-day lives of citizens. Hoffman (2007:2) reiterates this notion by emphasising that the provision of access to critical and essential public services remains the primary and sole responsibility of local government.

These two definitions, Alexander & Kane-Berman definition and Hoffman's definition possess only one attribute of the characteristics of local government. The attribute which both definitions possess is the performing of a range of functions due to its specified powers. However, Marshall gives three distinctive qualities in his definition that appears to bring his definition much closer to defining local government. He defines local government as an operation in a regulated and confined geographical area within a country, which conducts local elections; and with a great degree of autonomy or independence (Havenga 2002:53; Marshall, 1965:1).

Meyer (1978:10) and Havenga (2002:53) on the other hand defines local government as a local democratic unit that governs within a system that is democratic, which are known to be lower-ranked members of the government bestowed and entrusted with stipulated and articulated measured governmental powers and sources of income to administer specified and precise local services to a defined local area whose economic, social and geographical area is regulated, controlled and overseen.

Havenga (2002:54) argues that one major shortcoming in Meyers definition of local government is that it lays emphasis on democracy as the bedrock on which a local government might exist or adequately function. However, this might not be a fair premise to base the existence or functionality of local government on. As the national State government can adequately function and exist in a nation that is undemocratic and if this is the case, local government in the same vein can adequately function and exist in a State that is undemocratic.

Despite the shortcomings in the definition of local government by Meyer, her definition looks to capture the heart and core of what local government is truly all about. It is closely related and connected to the distinctive qualities pointed out by Marshall. Therefore, it can be argued that Local government is a government institution which has a finite and restricted extent of legislative authority, influence and power; and operates inside the bounds of noticeable and visible well-defined and demarcated jurisdictions (legal and geographical) within a State.

According to the Constitution of the Republic of South Africa (Act No 108 of 1996), Section 40, it emphasises the uniqueness of the various spheres of government, which are that, each

one is independent, distinctive and as well interrelated. Therefore, the major role and function of the Local Municipal in governance at the local level, is to enable and create within its jurisdiction, a suitable and stable environment within which the delivery of services can be carried out effectively and efficiently.

### **5.3 THE CURRENT STATE OF LOCAL GOVERNMENT SYSTEM IN SOUTH AFRICA**

Putting into context the current South African system of local government, it is important to analyse and investigate the statutory fundamentals and basis within which local government is established. These legislative foundations include the Municipal Systems Act No 32 of 2000, the Municipal Structures Act No 117 of 1998 and the Constitution of the Republic of South Africa Act No 108 of 1996.

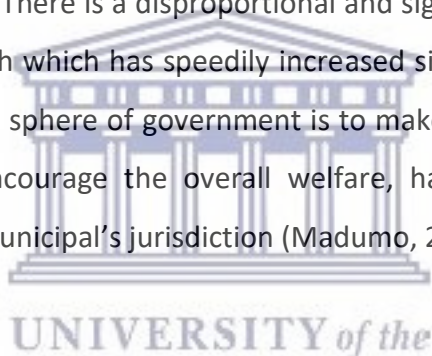
The precise function of local government is viewed on the basis of the local government's role, influence and authority. Some of which come from the provincial and national governments. Ngubane (2005:22) argues that the evolving and developing function of local government offers a select, special and wide-ranging conversation simply because it is one local government's primary task and responsibility.

Local government in South Africa since democratic independence in 1994 has taken massive steps towards growth and promoting economic developments through passing legislations and regulations that are aimed towards enhancing the social wellbeing of marginalised citizens, as well as all citizens (Madumo, 2015:154). Nevertheless, mismanagement, corruption and maladministration amongst many more reasons, have proved to be hindrances that have made it increasingly difficult for the State to speed up growth and development.

With a relatively new system of local government in South Africa, local government strived to focus on finding solutions to developmental problems shaped and produced by the past apartheid authority. Based on the South African Constitution of 1996, provinces and local governments in South Africa have had limited autonomy, especially because South Africa possess federal features and essentials such as the self-governance which enable the provinces and municipalities operate independently.

The Constitution of the Republic of South Africa functions as the absolute and highest law of the land, every other conduct, policy and legislation that runs contrary to the South African Constitution is regarded as worthless, annulled and invalid. Several challenges continue to confront South Africa's Local government municipalities. Challenges such as the incapability and incompetence to improve both forms of social and economic developments within communities in which these municipalities function (Madumo, 2015:154). With the structure of the system of local government as at 1994 still reasonably new, the new system paved the way for the pre-interim stages of local governance in 1993 and 1995; however, local government fully came to be a reality in 2000, after the local government elections.

Thus, local governments in South Africa continue to perform a vital role in pushing and driving the plan and program of growth, development and expansion of national government and guaranteeing the consolidation of democratic beliefs and principles within municipalities across South Africa. The current Gini co-efficient reflects a major inequality in the South African population. There is a disproportional and significant difference in the gap between the poor and the rich which has speedily increased since 1994. The importance of the presence of the municipal sphere of government is to make sure that service delivery is carried out easily and to encourage the overall welfare, happiness and comfort of all citizenry residing within the municipal's jurisdiction (Madumo, 2015:154).



#### **5.4 THE ROLE OF LOCAL GOVERNMENT IN LOCAL GOVERNANCE**

The complete and general direction of municipalities is set by Local governments through long-term planning. These directions set by local government over the functional municipalities can be seen in areas such as its municipal strategic statements, financial plans, council plans and other strategic plans (Municipal Association of Victoria et al., 2016:1). Other functions include casting the vision for the functionality of municipalities', making sure that these goals and objectives are accomplished, managing essential services for communities and delivering quality services to communities.

Some of these essential services and quality service delivered by local government are local road maintenance, public libraries, recreational services and public health. Areas over which local governments have jurisdiction over are subjected to local government legislative

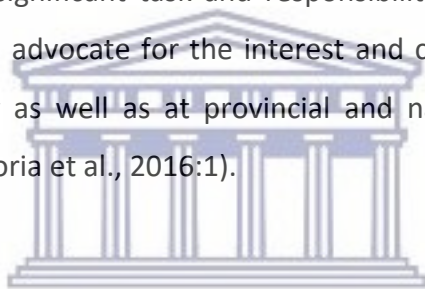


authority. Therefore, local governments are constitutional permitted to legislate and make decisions over these areas.

Laws of local governments are not permitted to be duplicated or be in line with federal or State laws nor its operational planning scheme (Municipal Association of Victoria et al., 2016:1).

Local laws are laws made by local governments and these laws address challenges such as the use of infrastructure, the activities allowed on public land and animal management. Local government has the responsibility to exercise authority over the implementation and the putting into effect of local laws and other statues and regulations (Municipal Association of Victoria et al., 2016:1).

Policies guide the undertakings and actions of local governments. These policies also ensure the development of local government and the putting into practice of these policies in local government is considered a significant task and responsibility. Local government councils time and again represent and advocate for the interest and concerns of their constituents within their local community as well as at provincial and national levels of government (Municipal Association of Victoria et al., 2016:1).



## **5.5 THE SIGNIFICANCE OF LOCAL GOVERNMENT**

The significance of local government is found in its function to support and strengthen democracy. It is quite important that citizens are motivated and given the opportunity to grow strong interests in democratic problems and activities to ensure democracy functions as it should (Kaur, 2010:72). Working with endurance and patience are qualities people need to work with in a democracy. This ensures that the development and growth we achieve in the long run using such democratic means and approaches are more stable and strong than with a totalitarian system and structure (Kaur, 2010:72).

The public should have confidence, belief and trust in democracy, which is similar to the public having the confidence and belief in themselves. Meanwhile belief ensures people remain patient; working in democratic institutions ensures people can get this belief effortlessly through their working experiences. It is often assumed that democracy does not

succeed at the top except the right foundation is built from below. Therefore, the significances of local government are as follows:

### **5.5.1 Local Government provides the Stage for Popular and Political Education**

The necessity for popular and political education through local government was heavily accentuated and stressed by Lord Ripon's Resolution of 1882 (Kaur, 2010:74). However, this resolution was not tabled and supported with the main point of improving, advancing and developing an administration but rather as a tool for political and popular education.

This show cases the significance of local government as a pedagogical institution. According to Kaur (2010:74), Prof Laski Harold argues that there is no other form of taking or linking the public into an intimate and closer interaction and connection with the individuals that make and implement decisions other than through local government.

Local government is an institution which makes certain that the participation of its constituents in administration is carried out effectively, reminding citizens of their duties and accountabilities towards society.



### **5.5.2 Local government endorses and supports the spirit of equality and liberty**

De Tocqueville (1953:61) says, that strength is added to free nations through the local congregation of citizens. Community meetings in Town halls bring governance closer to the people and how to equally participate in it. A state can decide to create a liberal government but when there are no municipalities, it would be deprived of freedom (De Tocqueville, 1953:61).

Kaur (2010:75) argues that the idea and notion of equality has many connotations nevertheless, within the framework of local municipalities, it is likely to improve equality by giving the right of entry into political activities and the office, for a broader group of individuals than are accepted in nationwide domestic politics.

### **5.5.3 Local government is an effective and efficient solution to local challenges**

It is not all challenges that face local government that are to be rectified by the State and national government. It is imperative that local governments are given the freedom and the platform to solve challenges it confronts locally in line with its own local environment, desires of its own constituents and in line with the local needs of the community.

Thereby creating a people-centred public service delivery (Pretorius and Schurink, 2007:19). For local government to be effective in these areas, it is imperative that local government and its officials come down to the level of its constituents to truly understand the local context in which it function. To effectively find the most effective and efficient way of addressing issues whenever it occurs within the municipality.

### **5.5.4 Local government provides civic services**

Local government structures implement and execute many responsibilities to give public services and facilities to those who live within its jurisdiction. Some of the services provided by local government include fire services, cleaning of streets, drainage, garbage collections, health services, electricity and water supply, all of which are services necessary and significant for improving the standard and way of life of all its inhabitants.

These services according to Matibane (2010:9) have to be provided consistently in consultation with the community. This keeps the community informed of the municipality's responsibilities. Besides, local institutions serve their constituents from birth until after death, and it is very easy for constituents to be either unaware or ignorant of those who serve on their city municipal councils or even realise the significant role municipalities play in providing services until these services are either no longer consistently provided or they fail.

### **5.5.5 The weight of work carried out by the State government is reduced by the Local government**

The broad amount of work implemented and executed by the state government are minimised with the help of local government. It is quite important that local government consistently performs its function to ensure that the state government does not get

weighed down with its functions, so as to avoid government becoming inept, ineffectual and unproductive to carry out its obligations (Kaur, 2010:76).

As a result, local government is imperative for the growth and advancement of initiatives and programmes that will keep its constituents consciously and continuously interested in local governance and in their own responsibility to govern. Local government provides the State government with the opportunity to test various related socio-political policies and programmes on a small scale rather than unleashing policies at the national level which might come with dire consequences.

## **5.6 DEVELOPMENTAL LOCAL GOVERNMENT**

Developmental local government is a vision announced by the White Paper on Local Government for local democratic government (The White Paper on Local Government 1998:8). Developmental local government is a local government that is fully dedicated towards partnering with groups and citizens in the community and to discover maintainable and long lasting ways to meet the community's economic, social and basic needs with the main objective of enhancing and improving the quality of life of the members of the community (White Paper on Local Government of 1998:17).

Subban and Theron (2011:98) highlight the importance of consolidating local democratic culture, in such a way that participation and development would be difficult to separate and would therefore be seen as concepts that are interwoven.

The vocabulary related with development specifically, is one which cannot be secluded and earmarked or kept for one use only. Diale (2009:14) defines development as a concept with a process having numerous dimensions consisting of key alterations and modifications in national or State institutions, popular attitudes and social structures. The perspective of Diale means that the holistic idea of change is represented by the development in communities or localities.

Swanepoel and De Beer see these developments in communities as contributing towards development. Swanepoel and De Beer (2006:26) affirm that development occurs when the people begin to acquire knowledge, begin to take full cognisance of their capabilities, and

collectively work towards achieving their intellectual and intangible needs. Therefore, in order to make sense of the term developmental local government, it is mandatory that Todaro and Smith's definition of viewing development as a multi-dimensional concept is important.

The White Paper on Local Government (1998:23), defines developmental local government principally as a fully dedicated approach adopted by local government to work committedly with groups within the community as well as with citizens in a bid to provide a sustainable process of meeting their material, economic and social needs, and in the process the quality of life lived by all citizens is enhanced.

Taking the obligations of local government, a step further, has been without a doubt the sole aim of developmental local government. Hence, in the process, sharpening municipalities to grow; maintaining and developing efficient and impactful Integrated Development Plans (IDP) that pursue enhanced municipal operations management, performance management and private investment.

The reason why integrated development planning is needed is because it is an important tool that connects the consolidation of democracy, the enhancement of developments and the advancement and growth of service delivery processes. As a result, developmental local government energetically and vigorously forms a link between local activities and local policies as well as between intergovernmental participants. These connections create a system that builds and establishes a synergy within the local developmental processes which is attributed to the role-players and all other functions working in harmony and in connection with one another.

Responding speedily to the needs of the citizenry at the local level is one of the major benefits or pecks of developmental local government. The manner in which municipalities respond to the needs of the locals, reflect the depth of the relation between the local municipalities participation or involvement with the locals and the local conditions that exist to form a lively and dynamic tactic to the municipality's policy implementation and policy formulation strategies.

Therefore, developmental local government is rightly well-defined as a sphere of government located within communities and positioned to suitably respond to local expectations, needs and interests of the communities.

Van der Walldt stresses that at the heart of public service delivery is local government (Koma 2010:113). Koma also affirms that the first point of contact between a citizen and a State institution is the local government. It is for this reason, it is repeatedly stated that, local government will always remain the closest sphere of government to the people.

## **5.7 LOCAL GOVERNMENT IN URBAN AND RURAL AREAS**

Alexander & Kane-Berman (2014:3) explained that local governments which were created by the provincial government under the earlier government's local authorities had no constitutional independence or status. Provincial legislatures granted local authorities the power and rights they possess. Racially segregation was deeply rooted in a variety of institutions that make up local government, this resulted in poor, inadequate and an uneven public service provided to communities that were racially marginalised.

The eradication of a racially biased government fuelled the rebuilding and reshaping of local government. This was to ensure local government became a vehicle to join and fuse society together and to ensure municipal services are redistributed equally from the affluent to the marginalised.

There is a developing and an increasing realisation world-wide that rural and urban are not mutually exclusive classifications because margins and confines are hazy and there are many intertwines (Todes et al, 2008:2). Furthermore, defining rural and urban has only been made more difficult due to the apartheid history of South Africa. Compressed (and frequently big) settlements were fashioned and formed in rural areas through procedures of relocation from African owned land, dislodgment from commercial farms in places already earmarked for white occupation, and improvement planning in homeland areas (Todes et al, 2008:2).

Some critics have quizzed and examined if areas termed rural can truly be categorised as rural. A lot of these rural settlements have family's dependent on a number of sources such as pensions, commuter incomes allowances e.t.c. Furthermore, Turok and Parnell

(2009:158) state that the States behaviour towards informal urban settlements and rural–urban migration is to a certain degree unclear and vague.

There is no clear national policy that one can say is reliable and unwavering towards the planning and managing of the speedy urban growth which is currently occurring. There is also no clear national policy for planning and managing the provision of articulated or spelt out objectives of urban transformation and integration.

### **5.8 E-GOVERNANCE OPPORTUNITY AT LOCAL GOVERNMENT LEVEL**

Certain services are electronically delivered by the South African Government who over the years has grown in using Information Technology to deliver services to communities across the country. Van der Waldt (2002:26) explains that the government has decided to upgrade the existing technologies used to provide services as well as provide new systems to meet the growing demand for services through the State Information Technology Agency (SITA).

In 2001, the policy document called the Electronic Government: The Digital Future, was introduced which would serve as the Department of Public Service and Administration's information technology public service policy framework (Van der Waldt, 2002:26). This policy document serves as an important framework to guide State institutions into the information technology era and in the process, encouraging a competitive service space within the country. In 2003, this framework was implemented.

E-Government is defined by Curtin (2007:5) as the unceasing and non-stop optimization of citizenry participation; and of services provided by the government; and of governance by changing external and internal relationships via the use of the internet, the media and technology. E-Government can also be defined as the utilisation of Information and Communications to enhance the inner workings and operations of governance, service delivery and communications with relevant stakeholders.

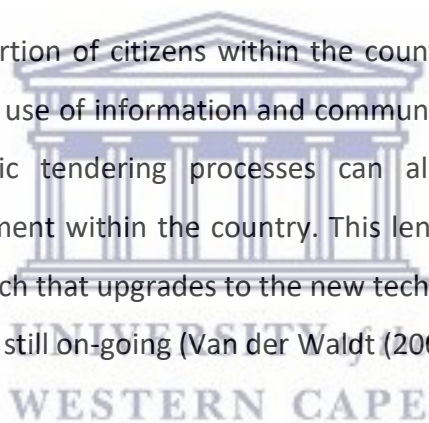
Ngubane (2005:88) argues that novel approaches and ground-breaking ways of service delivery consist of establishing tactical and calculated partnerships with arbitrators and third-parties to support people-centric services through call centres, walk-in centres, and the internet. These novel approaches and ground-breaking ways of communicating such as

walk-in centres ensure citizens have a reasonable variety of integrated public services made available by a service provider (or an agent) behind the desk.

Municipalities can find these processes helpful to citizens, who can avoid the hassle of standing in queues for long hours and can make the delivery of services and payments that customers need to make quicker, easier and more convenient to do (Ngubane, 2005:88). Internet facilities also help in ensuring citizens can make online applications for municipal services easily. Call centres provide the opportunity for citizens to make calls and enjoy integrated public services provided to them without leaving their homes.

Using e-Governance to provide integrated public services comes with certain challenges; these challenges include creating a balance between buying costly technologies and the cost of providing instant delivery of services. Another challenge is one that comes with public institutions, which could lead to the loss of jobs, since some job functions would become computerised (Van der Waldt, 2002:26).

Furthermore, only a small portion of citizens within the country are technologically savvy, which might limit the optimal use of information and communication technology to provide services. Finally, bureaucratic tendering processes can also hinder the growth and advancement of ICT development within the country. This lengthy tendering process often takes longer than expected such that upgrades to the new technologies are already available while the tendering process is still on-going (Van der Waldt (2002:26).



## **5.9 THE CITY OF CAPETOWN**

The City of Cape Town (CoCT) has a population size of around 3.6million individuals which seemingly seems to increase with the ever increasing level and flow of migrants from other provinces resulting in an increased housing backlog. This housing crisis has over the years resulted into an explosion of informal settlements across the City of Cape Town. As a result, the City of Cape Town has taken on board policies for the supply of rudimentary services such as the removal of solid waste and the provision of toilets and water.

Weekly inspections and monitoring against health hazards within the City of Cape Town and its eight sub-districts are carried out by the Environmental Health Practitioners (EHPs) to



prevent and protect residents against health hazards (Stofile, 2013:1). The inability of government departments to accept the challenges and respond to the problems confronted by residents are well documented and reported to the government departments responsible for providing such services. The doggedness and type of the difficulties faced and confronted; the struggle in finding solutions to them; and the conflicting perceptions and viewpoints of several key players eventually result into recurrent conflicts that do not aid in getting buy-in and support of communities affected and service departments (Stofile, 2013:1).

After 1994, the City of Cape Town along with other municipalities across the nation which were in dire need of transformation experienced a comprehensive and wide-ranging overhaul. According to November (2012:34) a Metropolitan Administration was established in 1996 to manage the six municipalities that were divided from the Cape Metropolitan.

These municipalities were, Helderberg, South Peninsula, Cape Town Central, Oostenberg, Blaauwberg and Tygerberg. However, four years later, these municipalities were amalgamated into one single metropolitan municipality during the 2000 elections called the City of Cape Town (CoCT). The City of Cape Town was further divided into sixteen sub-councils which currently stands at twenty-four sub-councils. Geographically grouped wards are referred to as sub-councils. On a proportion basis, each sub-council is assigned a councillor. Within each sub-council, by a majority vote a chairperson is elected within each sub-council.

The executive Mayor of the City of Cape Town is selected by a two hundred and twenty-one-member council who as well govern the City of Cape Town. A Mayoral Committee made up of eleven members is chosen by the Mayor. One hundred and eleven wards were carefully carved out within the City of Cape Town. From each of one of these one hundred and eleven wards, a member of council is directly elected by each ward.

While a party-list proportional representational system is used to elect the remaining one hundred and ten members of council. November (2012:35), argues that the Democratic Alliance (DA) in the City of Cape Town (CoCT) mustered a whopping ninety seats on the council in the 2006 elections. This resulted in making the Democratic Alliance the biggest single political party in CoCT. This was closely followed by the African National Party who

won eight-one seats in council with the Independent Democrats (ID) lagging behind with twenty-three seats leaving not one party with an absolute majority.

Narrowly defeating her opponent Nomaindia Mfeketo by three votes, Hellen Zille became Executive Mayor in March 2006. During this period thirteen sub-councils were controlled by the Democratic Alliance, seven were controlled by the African National Congress, the Independent Democrats controlled one sub-council while the two sub-councils were controlled by the African Christian Democratic Party (ACDP). Six smaller parties with a total of 105 council seats formed the Multi-Party Forum which was also known as the Democratic Alliance led coalition established by Hellen Zille (November, 2012:35).

The Africa Muslim Party was expelled in January 2007 and were replaced by the Independent Democrats which increased the Democratic Alliance's number of council seats and in the process growing its overall majority and stand in the council. The Democratic Alliance led coalition increased its majority through the support of the Independent Democrats and as a result, collectively they managed in growing the number of seats of the Independent Democrats to forty-nine seats giving the coalition stability.

In 2007 however, the Democratic Alliance grew the number of seats which they had to ninety-four seats, gaining four seats in the process. On the other hand, the Independent Democrats lost six seats, resulting in the Independent Democrats having sixteen seats at against their previous twenty-two. This was to the detriment of the Democratic Alliance led coalition (who had lost two seats), the new party the Social Democratic party (had lost one) and the National People's Party (had lost three) during the floor crossing period in 2007.

The African National Congress maintained its eighty-one seats without gaining or losing any of its seats (November, 2012:35). The sub-councils were rebuilt and reformed having fifteen council seats given to the Democratic Alliance, the Independent Democrats were reconstituted with four seats in council, the African Christian Democratic Party were reconstituted with two seats in council and finally the African National Congress who lost five sub-councils, still had one seat, all these took place after the floor crossing in September 2007.

Thus, on the 1<sup>st</sup> of June 2011, Patricia de Lille was elected to become the Mayor after the 18<sup>th</sup> May 2011 elections which saw the Democratic Alliance win an outright majority in

council seats which totalled one hundred and thirty-five council seats. The Congress of the People (COPE) obtained three council seats, the ANC got seventy-three seats while ACDP acquired got three seats.

The African National Congress succeeded in holding onto three wards while the Democratic Alliance won seventy-eight wards. The Municipal Manager of the City of Cape Town is Lungelo Mbandazayo. The Executive Deputy Mayor of the City of Cape Town is Ian Neilson. The Mayor of the City of Cape Town is Dan Plato while Helen Zille remains the Premier of the Western Cape.

### **5.10 KHAYELITSHA**

Early, in the 1980s, there was an African population explosion in the Western Cape which led to a severe housing crisis which the Western Cape had to confront (Ndingaye, 2005:48). The housing crisis was only made worse by the various policies and laws that were put into effect such as the Coloured Labour Preferential policy, the stopping of the building and construction of new houses in townships such as Gugulethu, Langa and Nyanga as well as the terms and conditions of the Group Areas Act No 36 of 1966.

These stipulations created and led to a situation where established settlement areas were severely overpopulated including the rapidly growing squatter camps became seriously overcrowded. Punitive procedures to deal with the inflow of people were implemented and the Township of Khayelitsha was created (Ndingaye, 2005:48). The Western Cape was avowed to be a Coloured Labour Preferential Area in the early 1980's.

The migrations of people were strictly imposed and for twenty years the advancement in public services in townships such as in Gugulethu, Langa and Nyanga were heavily frozen (Ndingaye, 2005:48). Near the Cape Town International Airport, around the old Drift Sands farms, a formal housing new township was planned to be built. Thus, in 1983 the Khayelitsha Township was formed and afterwards expanded at an alarming rate.

Khayelitsha since its inception in 1983 has progressively expanded eastwards and southwards in the last thirty-four years. Khayelitsha is bounded by Mitchell's Plain to the West and it is bounded by the N2 to the North. The entire triangular settlement of the R310-

Baden Powell Drive to the East and South are now covered by Khayelitsha (Seekings, 2013:2). For many looking at Khayelitsha from the outside, Khayelitsha would seem like a boundless, limitless and unvarying blocks of shacks, overpopulated and encrusted with poverty, with an increasingly populace driven by an unending and continuous flow of people from the rustic Eastern Cape (Seekings, 2013:1).

Khayelitsha since its establishment thirty-four years ago now has a population size of over four hundred thousand people, of which half of this population live in shacks and the other half of the population live in formal housing.

Many of the residents in Khayelitsha maintain close ties with rural settlements as many of them were given birth too in the Eastern Cape and many of their own kids were given birth too in Cape Town. Many residents residing in Khayelitsha survive off social grants as resident's access to public services such as electricity, sanitation, and water have declined progressively.

In Khayelitsha, poverty is strife and prevalently extensive. In Cape Town as a whole, half of the Khayelitsha populace fall within Cape Town's poorest income quintile, with the other half falling within the city's second poorest income quintile (Seekings, 2013:1). According to the Census data in 2011, the average yearly income in a household in Khayelitsha is R6000 per capita which translates to R20000 per annum. Khayelitsha has a high rate of unemployment because many of the young adults residing in Khayelitsha do not succeed in finishing High School and face the daunting task of finding skilled jobs, hence, buttressing the reason why the community has a low employment rate.

The streets of Khayelitsha have become known to be treacherous and unsafe at both day and at night, as crime has become a significant impediment to self-employment. In this area, there is a strong unhappiness and mistrust of the police (Seekings, 2013:1). There is a backlog of service delivery challenges in this area, which often leads to people expressing their dissatisfaction through protest actions and vandalism of public property.

This often results in making things worse, as public amenities provided by government are destroyed during these protests costing more for the government to repair and then address the service backlogs (Stofile, 2013:1). Informal and formal housing are the two major distinctive types of housing that are seen in Khayelitsha; with informal housing

making up 70% of the informal areas in which residents live with the other 30% made up of formal houses built of brick. Those leaving in informal areas find it difficult to access water (Nleya, 2011:21).

### **5.11 A HISTORICAL OVERVIEW OF THE EMERGENCE OF SITE C KHAYELITSHA**

Legal boarders from over populated townships such as Gugulethu, Langa and Nyanga decided to provide themselves with housing in February 1983 by crouching and living on empty pieces of land between Gugulethu and Nyanga situated on the other side of New Crossroads and were quickly joined by others.

A lot of these residents that settled on these lands did so unlawfully in Cape Town. Many of these shacks were destroyed and the unlawful squatters were compelled to relocate to Khayelitsha (Ndingaye, 2005:49). The then Minister of Plural Relations, Dr Piet Koornhof, publicly publicised in March 1983 that will be a development of a black township in Swartklip.

This announcement began the housing of the illegal and legal residents in the informal settlements on a site and serviced land as well as in core houses respectively, beginning what would be known as Site C Khayelitsha (Ndingaye, 2005:49). The initial plan to relocate illegal people living in informal settlement around and in the old New Crossroads to Khayelitsha did not ever happen and the settlement became a representation of black poverty and the unwillingness of people to relocate (Ndingaye, 2005:49). The people living in the Old New Crossroads did not agree to relocate and the contentious and divisive decision to demolish and completely remove the old townships was stopped.

There are about 100,364 backyard shacks in Site C Khayelitsha and about 22,000 houses in the whole of Site C Khayelitsha (Ndingaye, 2005:49). A phenomenon commonly found in Site C Khayelitsha is that females commonly head most of the households. Site C Khayelitsha also has a very large youth populace. Many of the residents residing in Site C Khayelitsha speak Zulu, Xhosa or Sotho; having a very small percentage of coloureds residing here.

## 5.12 CITY OF CAPE TOWN SOLID WASTE MANAGEMENT DEPARTMENT

The City of Cape Town Solid Waste Management Department is responsible for ensuring that communities across the City of Cape Town are clean and litter-free. This includes providing bins, cleaning crews and enforcing by-laws against littering and other pollution. The following complaints can be directed to the Cleansing Branch of the City of Cape Town Solid Waste Management Department:

- Illegal dumping.
- Litter on river banks.
- Litter on beaches.
- Overflowing street litter bins.
- Street sweeping.
- Uncollected refuse.

**Service Level Agreement:** According to O'Donnell (2014:3) a service level agreement (SLA) is a contract between an institution or an organisation that provides a service, and a customer who receives the service provided. The service level agreement specifies in broad details the scope, nature and quality of the service that will be offered to the user of the service.

O'Donnell (2014:4) goes further to argue that a service level agreement must have four important components. One, all aspects of the service level agreement, including the responsibilities that will be assumed by the customer and service provider must be negotiated. Two, an agreement must be reached during the process of negotiation. The successful implementation of the service level agreement is dependent on both parties agreeing on all aspects of the SLA. Three, the service levels must be quantified, stipulating the performance indicators through which the service levels and outcomes will be quantified. Fourthly, responsibilities of the organisation or institution providing the service and the customer must be clearly clarified to ensure obligations and responsibilities of both parties are fulfilled.

Thus, the SLA governing the delivery of services in the City of Cape Town Solid Waste Management Department has been itemised in the Integrated Waste Management (IWM) Policy document. It stipulates the maximum period in which all service requests or complaints related to the Solid Waste Management logged must be resolved. For example, the replacement of bins (whether stolen or damaged) is 5 working days. That is, bin related challenges are expected to be solved within 5 working days (The Integrated Waste Management Policy document, 2006:78).

Furthermore, in regards to illegal dumping the service level agreement on it is 14 working days. In addition, the non-collection of refuse is divided into two, each with its own service level agreement. In regards to the non-collection of litter and the non-collection of waste, it is 7 days and 2 days respectively. The management of waste is a huge challenge across the world. As a result, waste from all suburbs in Cape Town are dropped off at landfills across the City. Some of which include the Bellville South Landfill, the Vissershok Landfill and the Coastal Park Landfill.

### **5.13 WARDS IN THE CITY OF CAPE TOWN**

The City of Cape is divided into one hundred and eleven geographical settlements by the Demarcation Board, which are all known as wards. Registered voters within the ward elect a ward councillor who represents the community. It is important that the ward councillor regardless of the nationalities of the residents living in the ward must ensure that the interests and needs of the residents are met.

Ward councillors must put aside their political affiliations to their parties and look after the interest of all residents (November, 2012:36). The ward committee is made up off ten members who advice the ward councillor. Wards are grouped into clusters known as subcouncils. Kensington, Maitland and Pinelands are clustered together with Langa (Ward 53, 51 and 52) to create subcouncil 15.

The City of Cape Town has 24 subcouncils which meet on the third week of the month. The public are always free to seat in on these subcouncil meetings. The subcouncil has several functions and powers delegated to it by Council. The licensing and control of establishments that sell liquor and food are some of the functions and powers delegated to the subcouncil

(November, 2012:36). These powers and function are given to the subcouncil to bring local government closer to the people. This encourages people to contribute to the Integrated Development Plans, policies, budget and legislations. Subcouncils aid service delivery issues such as planning, funding and licensing in local communities. Finally, subcouncils play a key role through structured ward committees in representing the various interests and needs of the community.

#### **5.14 THE C3 NOTIFICATION SYSTEM**

In 2000, embarked on a journey towards smart growth. This transition led the City of Cape Town's towards implementing major interventions in development. In 2002, these developments resulted in developing smart city strategies that led to the launch of the SAP-ERP programme; and in 2007, resulted in the introduction of the C3 notification system (Kumar, 2017:963).

Kumar (2017:963) argues that, it has led to the complete transformation in the way local government would operate in the City as well as in the way in which services would be provided for within the City. The City of Cape Town (2012:20) describes the C3 system as the City's adopted simple and central business process through which requests and complaints can be made or logged and then directed to the appropriate department responsible to provide such a service and resolve such a request.

As a result, the C3 notification system provides the city with the opportunity to monitor complaints made up to the points when they are resolved; hence, in the process getting the best value for accountability and efficiency out of the city's officials (City of Cape Town, 2012:20).

The Claremont District Improvement Company (2011:1), argues that any type of complaint can be made, such as, queries concerning a neighbour's dog barking too loudly, potholes on roads, blocked drainages, street light not functioning properly; whatever be the complaint, once such a complaint is logged, a C3 notification is created automatically.

The C3 Notification System is also ensuring that other systems such as the Geographic Information System (GIS) and the Maintenance Management systems are properly and seamlessly integrated with other City Information Technology systems (Duval, 2011:1). This



is important because it enables officials to be able to view, analyse and report on data collected in a holistic way. Especially when it has to do with such a large local municipality and the Geographic Information System provides municipal officials with the capacity to do just that.

The GIS system helps officials see the exact area on the map where the problem is and this enables officials to deploy the right amount of resources to such a problem and to such an area (Duval, 2011:1). This is innovative because of the integration of the use of notifications into the GIS system and is seen to be of best practice as the city seeks to manage the work requests that come through every day, which are varied in nature and high in volume.

Claremont District Improvement Company (2011:1) argue that the C3 notification system is a computerised system, to which over 5000 of the City of Cape Town staffs have access to and a system that records all public service requests. Service requests are known as notifications. Hence, whenever a service request is received a notification is created. According to the City of Cape Town (2016:1), service requests can be done via sms's, phone calls, and emails, through written correspondence or over the counter.

When a service request is made, the nature of the problem is logged, a reference number is given and attached to the complaint (which ensures that the complaint is properly followed-up until completion), the individual's name is recorded and reflected on the service request, the type of problem is recorded and the area in which the problem has occurred is also recorded. It is from this information given and obtained that the system then identifies and routes the notification to the appropriate department.

On an electronic map, the location of the incident is marked electronically on the map making it easier for field workers to be deployed and for the problem to be dealt with speedily (Claremont District Improvement Company, 2011:1). Line managers therefore have available to them various reports to monitor the performances of the City of Cape Town officials in responding and in resolving service requests.

It helps in assessing how quickly complaints were resolved and how long it took before such a complaint was resolved (Claremont District Improvement Company, 2011:1). Making it easy for the City to build and store up data that reflect the trends which enable the City to become proactive rather than reactive. It also helps the City in distributing and allocating its

resources judiciously (Duval, 2011:1). The C3 notification system ultimately makes certain that there is a constant and reliable record of all complaints made by the public through the service request process.

The C3 Notification system enables managers to effectively manage the performances of their teams as well as the capability to efficiently monitor the series of service requests that come through to their respective departments. It also ensures that each complaint is dealt with effectively and speedily. The time taken to resolve complaints is a vital city-wide performance indicator which is at the highest levels are regularly reported on and regularly tracked.

Duval (2011:1) argues that the C3 notification system has proven itself to sub-councils and ward councils to be highly useful in that it gives councillors the ability and capability to monitor and understand in deeper details the challenges confronting citizens in their wards. As the system enables councillors to login, view and track service requests as well as the capability to follow-up on behalf of residents, complaints that have not been resolved. It helps councillors in keeping records of complaints that are made by residents, the nature of the complaints that are made, where these incidents occur and how often they do occur.

Thus, the C3 notification system is a great tool for councillors in resolving specific service delivery issues in their respective wards (Duval, 2011:1). At the moment, each month, external C3 notifications average over 70,000. Before 2007, there was no single record of complaints made by residents or knowledge of where these incidents frequently occurred or a detailed analysis of the nature of the challenges reported. This was the case because a central record for storing and processing complaints was not created or available to both City officials and more importantly to residents.

#### **5.15 WHAT IS SERVICE DELIVERY?**

Service delivery is an imperative responsibility or task in the relationship between citizens and institutions of government. The last decade has changed the view of citizens, who are not seen as just mere citizens but now seen as customers. As a result, changing governments thinking process and ways in which it acts towards citizens. This is highly important in the world of local governance, as critically assessing government and its

approach towards its responsibilities become more and more imperative. Services that are offered in a friendly environment, that of good quality, easily accessible, affordable and fast, are rights that are deservedly demanded by customers and must be met (Eigeman, Twaalfhoven & Zaal 2007:12).

Crous, (2006:41) defines service in several ways. It could be seen as a way of helping people; it can be seen as one performing an official task or carrying out a responsibility; it can also be seen as an organisation using its influence and authority to utilise or control resources for the sole purpose of making available amenities or necessities that would be needful to the public or society.

Delivery on the other hand can be defined as an act of giving goods to the preconceived recipient. It can also be seen as the act of carrying out or executing expected, anticipated or promised outcomes or results. Riekert (2001:90) combines both definitions on service and delivery and defines service delivery as the process through which a State or an institution of government promises to provide a service or a product to a community that has been assured to receive such a product or service. Thus, it is imperative at this point to analyse the link between public administration and public service (Crous, 2006:41)

It should be noted that there is a public service for the State and that the provincial and national departments are responsible for administration (Crous, 2006:41). The terms public administration and public service are frequently used in place one another depending on the context it is being used. It can be inferred that public administration is that which the public service has constitutionally been allotted with the public service which comprises of several other public institutions.

Hanekom et al (1987:11), argues that the genuine nucleus of public administration are the rudimentary services provided for the public which include services such as provision of electricity, provision of health care and policing. Cloete (1978:2) further opines that public State institutions are constantly and regularly obliged to provide with great vigour, a greater number of public services.

### 5.15.1 Types of service delivery

Direct service delivery is categorized by the straight, precise and undeviating effect that is envisioned and intended for residents of the community. In the direct service delivery, it involves an individualised and personal contact which orbits around a product or a service which the customer benefits from directly. It is also when a customer or the user's contact orbits around a product or a service that customer or user gains, benefits or profits from directly and which the customer regularly pays for (Eigeman, Twaalfhoven & Zaal 2007:12).

Another type of service delivery is the Indirect Service Delivery. This takes place in a framework that is obtained from regulations and has no effect on the user or the customer. Indirect service delivery also concerns putting the interest of the user first. As well as considering the interests of the other users and weighing the importance of each interest to the user (Eigeman, Twaalfhoven & Zaal 2007:12). Indirect service delivery also concern the provision of services by local governments to other institutions of government that carry out responsibilities and duties in the public sphere.

Individual service delivery is a service focused on providing an effect on a limited group and an individual with a stern and firm enforcement of private character (for example services provided to people living in homes or those working within a company). When providing such a service, third parties may face the cost of the decision to make available such a service. For example, when an individual is denied a permit, it must still be viewed as a form of service (Eigeman, Twaalfhoven & Zaal, 2007:12).

Finally, Collective service delivery is directed at a whole municipality, community, district or even an entire street. It is firmly directed at the administrative operation of a local government. In providing collective service delivery, services do not necessarily need to be provided by the local authority but instead can be outsourced to a private company to administer.

For example, the collection of waste is the primary responsibility of the local municipality; however, this service can be outsourced to a private company to provide these services for communities within the local municipality. Thus, the ultimate duty to provide quality service now lies not in the hands of the private company hired to perform or provide this very

service but still in the hands of the local government who has hired this company to perform is very own responsibility (Eigeman, Twaalfhoven & Zaal, 2007:12).

Enhancing services and making it more effective is as good as enhancing or making better the relationship that exists between government administration and its citizenry. The provision of services is a mandatory task and responsibility of the local municipality. As a result, it is imperative to always analyse and take into consideration the broader working relationship that exist between the local municipality and their environment when assessing the quality criteria or requirements necessary for quality, appropriate and sustainable service delivery (Eigeman, Twaalfhoven & Zaal, 2007:12).

Therefore, analysing service delivery in isolation is not an effective way of obtaining a complete analysis. Local government approaches need to be changed to adapt to the demanding nature of citizens, who expect and demand government's full and undivided attention.

#### **5.16 SERVICE DELIVERY CHALLENGES CONFRONTING LOCAL GOVERNMENT IN SOUTH AFRICA**

Local municipalities are the most fundamental element and component of government in South Africa and it has the responsibility of making available basic services and enhancing growth and development in the constituencies and districts under their control and management. In South Africa, it is understood that local government is broadly known for service delivery and that the Constitution allots local municipalities the task and duty to gather together economic resources for the main purpose of advancing and developing the lives of all citizenry across the country.

Thus, basic services are the essential building blocks, better-quality and enriched lives. The government's sufficient supply of non-toxic water and the satisfactory provision of sanitation are essential for the well-being and the human dignity of its constituents. Over the past few decades, there has been remarkable improvement and developments made in the delivery of basic services.

Local government in South Africa embattle a huge task of providing quality delivery of services. Van der Waldt (2002:2), argues that, local government infrastructural backlog and undelivered municipal services is estimated annually to be around R10.6 billion over the last decade. This analysis was obtained in 1998 by an infrastructure investment review team.

Local government in South Africa is plagued with several service delivery challenges. These challenges include decreasing the overlapping amongst municipal jurisdictions which often leads to frustration and perplexity, the inadequate and inefficient use of funds, the development of human capacity (staff capacity) across all municipalities to equip them in dealing with deeply multifaceted environmental concerns such as poverty, AIDS e.t.c., accessibility of citizens to services to enable government to be less reactive but more responsive, a quicker way to amend or modify policies or processes whenever they are identified, and an improved way of using technology to provide services.

Alternate means of providing services are being sort after by the South African Government, a situation where public services are provided with an alternate means other than by the departmental state structure. Currently, a broad scope of approaches are in use, within the public sector and outside the public sector.

In 1996, when the community survey was carried out, a total of 286 municipalities existed in South Africa (Statistics South Africa, 2016:1). The South African Constitution in Chapter 7 partitions the local government sphere into three categories, these are the Category A (Metropolitan Municipality), the Category B (District Municipality) and the Category C (Local Municipality). Located in the big compact and closely populated areas are the Metropolitan municipalities.

The Metropolitan municipality is known to be complex, strong and has a diverse economy. The municipality also has an exclusive legislative authority and a municipal executive overseeing the daily functioning of the metropolitan municipalities (Statistics South Africa, 2016:1). However, District municipalities are for the most part located in lightly dense, sparingly populated rural poor areas. District Municipalities have the duty to liaise and work with the national and provincial government as well as the proper planning and allocation of resources to the other local municipalities that make up the District Municipality.

In contrast, the municipal legislative and municipal executive of the Category B local municipalities is shared with the Category C (District Municipalities) within which the Category C municipality falls within.

## **5.17 SELECTED FACTORS AFFECTING LOCAL GOVERNMENT SERVICE DELIVERY**

### **5.17.1 Planning at the Local, Provincial and National Spheres of Government Are Not Coordinated or Aligned**

Fourie and Valeta (2008:139) argues that planning at the three spheres of government are not synchronised and are not in alignment, which often or not typically and regularly leads to the replication and wasteful use of State resources. Kanyane (2014:101), further exemplifies this by emphasising that, many national and provincial priorities are not aligned with Integrated and Development Planning (IDP) initiatives as well as Local Economic Development (LED) initiatives.

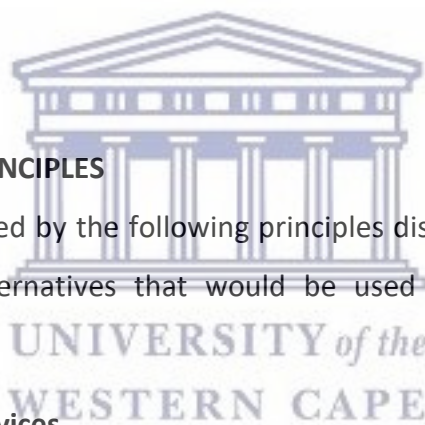
Furthermore, Fourie and Valeta (2008:139) cautions that if the delivery of quality services is not fixed or solved early enough and continues to stay that way for much longer, the tussle and scuffle to augment the gap between the poor and the rich will continue to remain a challenge in South Africa and more importantly at local level. Kanyane (2014:101) argues that the reality of the existence of varying and diverse cycles have not be taken into consideration by the South African government when planning because Monitoring and Evaluation (M&E) has not fully become an integral part of the country's planning and implementation.

Kanyane (2014:101) argues that monitoring and evaluation still has to play a crucial and imperative role and function in improving and advancing the efficacy of development projects and programmes, even though in government there is some level of good planning cycles existing, M&E should be brought to the forefront of planning. This planning cycle should concentrate on the outcomes that are of major importance. Learning from the mistakes made in the past as well as successes achieved. This will ensure present and future initiatives will provide people with expanded variety of choices and will importantly make their lives better.

### **5.17.2 Councillors Being Insensitive to the Needs of the People**

Councillors have been accused for being pompous and insensitive to the dying needs and wishes of their constituents (Cooperative Governance and Traditional Affairs, 2009:12). Protest actions have taken place for a number of reasons in local municipalities across the country. These reasons include, councillors refusing to listen to the complaints of its residents, the absence of conflict management techniques or systems, the non-existence of logical and articulated systems, the absence of coherent systems to gauge and quantify the level of service delivered to its residents, the superiority of its client interface e.t.c.

These political reasons are the causes of protest actions across the country. Governance in the view of the State of the Cities Report (2011:120) sees governance as actions deliberately taken during governance. It is important that community engagement mechanisms as well as vertical and horizontal accountability mechanisms are firmly strengthened to make sure services are delivered efficiently and effectively and that municipalities are protest, riots and conflict free.



### **5.18 SERVICE DELIVERY PRINCIPLES**

Municipalities should be guided by the following principles discussed below when selecting the various options and alternatives that would be used to deliver services to their communities:

#### **5.18.1 The ease to access services**

Local municipalities have the mandate to make sure that all citizens irrespective of their sexual orientation, race and gender all have equal and easy access to the most minimum of services. One of the ways to adequately address the disparities in the way services are accessed is to ensure that old infrastructures are properly rehabilitated and upgraded as well as building or providing new and quality infrastructure (The White Paper on Local Government, 1998:74).

Government has come up with programmes to assist municipalities in financing huge infrastructural developments. One of such programme is the Consolidated Municipality Programme (CMP) which helps municipalities in the building of low-income households and ensuring access to better services. Ensuring that services provided by municipalities are



conveniently able to be accessed and ultimately easy to use by citizens is one of the most important quality about accessibility. Another fundamental feature of accessibility to services is that it must be made easily convenient for those with disabilities easily and conveniently have access to services as well as equally enjoy these services like fully abled individuals do (The White Paper on Local Government, 1998:74).

### **5.18.2 Services Delivered Should Be Affordable to Citizens**

Ironically, if services are provided with the right infrastructure in place, with an easy, excellent and convenient way of accessing these services, without these services being made affordable to the citizens, it would all be for no use. It therefore implies that, access to services is invariably connected to the affordability of such a service to the citizen. Local government can make sure services are affordable to citizens through a number of ways.

It can start by fixing tariffs in such a way that when such a service is provided to the poor, it would have taken into account the economic feasibility and practicality of providing such a service in a sustainable manner and would still be easily accessed by the poor (The White Paper on Local Government, 1998:74).

Finally, municipalities have to decide on the most suitable and best fitting level of service to provide. Placing the service too high would threaten the economic sustainability of such a service that it might not be provided consistently (The White Paper on Local Government, 1998:74). On the other hand, providing low or insufficient levels of service may spread a glaring uneven split especially in urban areas between the wealthy users, the middle income earners and the low-income earners and may risk and endanger the economic and social goals of the Municipal Council.

### **5.18.3 The Services or Products Provided by the Municipality Must Be of Quality**

Defining the quality of a service is quite challenging. However, if the quality of service is to be defined, qualities such as responsiveness, safety, convenience, continuity, purpose and timeliness to those using these services would be the best way to define this concept. Furthermore, it would be fair to add that the service provider being respectful to the user

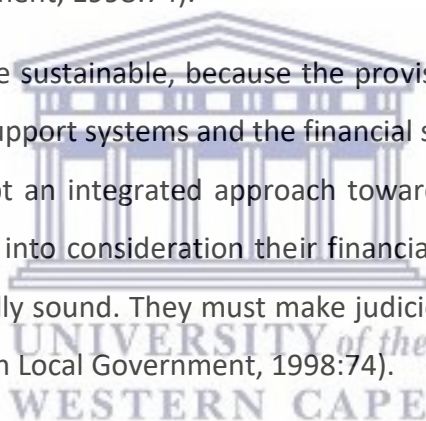
and the service provider being professional to the user is another way of defining the quality of service (The White Paper on Local Government, 1998:74).

Finally, it would also be safe to add accountability for the services provided. Municipal Councils are responsible for any form of delivery mechanism, decided upon to be used to provide accessible and affordable quality services to the communities they oversee.

#### **5.18.4 An Integrated Approach to Development and Services Must Be Adopted**

It is imperative that local municipalities take on board the planning approach that is integrated into implementation to make sure services are adequately and seamlessly provided. It entails taking into consideration socioeconomic effects of providing services and juxtaposing it with municipal objectives such as creating jobs via public works, eliminating poverty and spatial integration which form part of the municipal policy framework (The White Paper on Local Government, 1998:74).

Hence, these services must be sustainable, because the provision of these services depend highly on the organisation's support systems and the financial support it receives. Therefore, municipalities aiming to adopt an integrated approach towards development must ensure that their sustainability takes into consideration their financial viability and that they must be socially and environmentally sound. They must make judicious and wise use of its scarce resources (The White Paper on Local Government, 1998:74).



#### **5.18.5 Municipalities Must Take into Consideration Value for Money for Services Provided**

The public sector measures value in terms of the quality and value of the outputs as well as the cost of the inputs (The White Paper on Local Government, 1998:75). This principle necessitates public resources are used in the best conceivable and possible way to make sure citizens across the world have services that are sustainable, accessible and affordable (The White Paper on Local Government, 1998:75).

To ensure value for money is enjoyed by citizens, promoting a competitive local industry and commerce is paramount. Investors need to be fully aware of the cost of doing business in

any municipality, which ensures and promotes transparency (The White Paper on Local Government, 1998:75).

### **5.19 SERVICE DELIVERY CHALLENGES IN CAPETOWN METROPOLITAN MUNICIPALITY**

Local government in Cape Town face and confront service delivery challenges that have been engrained and carried over from the spans of years of apartheid rule. These challenges are deeply-rooted in the apartheid urban design and development policies adopted by the apartheid government. The National Party's hunt for complete and holistic apartheid resulted in Cape Town having a disjointed and an uneven system of service delivery. Services which were highly subsidised such as refuse collection, water, electricity e.t.c were provided at very low rates to a minority of Whites.

These services provided, were of very high quality (Smith and Hanson 2003:1520). During the 1970s and 1980s, White communities were given per capita infrastructural investments which were identical to those in Northern American and European nations, inspite of the massive infrastructural development concentrated on White communities, white families residing in these neighbourhoods were also given municipal services at very low rates (McDonald, 2002:170). Taxes from the nearby Coloured business and commercial communities funded the moderately high levels of services which the Coloured community received. This community was made up of majority of the city's working class populace (Parker, 2000:3).

On the other hand, illegal administrators working with funds generated through regional, provincial and national service levies were used to poorly service Black local authority areas (BLAs). Smith and Hanson (2003:1520), argue that primitive makeshift rental housing structures and amenities were built to accommodate the Black majority in what was known as townships. Watson (1994:27), adds that the high scarcity of housing resulted in rooms being sub-let at high levels which led to backyard shacks being constructed to meet the demand for accommodation.

The housing sector revealed overpopulation through the misuse of corroding sanitary infrastructures, other government services and water. The spatial divide in Cape Town with visible concentration of poverty has deepened the fragmentation within the city which is

owed partly to the city's history of urban planning policies of the apartheid era, the apartheid government's land-use policies and the pre-existing apartheid style of service provision, all contributing to the spatial intensification of poverty and inequality within the metropolitan city.

Cape Town's is mostly populated by Coloureds and Africans. They reside in townships that are mostly located in the Cape Flats. The location of townships on the periphery of the city expose these townships to tough socioeconomic conditions that are intensified by just being located in an area that is dry and easily exposed to sand storms in summer and flooding during winter (Smith and Hanson 2003:1521). By the mid-1990s, when the racialized system of delivering services had ended, a huge backlog of unoffered and unequal services was left behind.

This posed a huge challenge to local government, with townships having to suffer huge backlogs in service delivery due to the geographic and demographic apartheid legacies left behind. Local government is still confronted with the task of not only clearing this backlog but simultaneous addressing how to expand and improve service delivery in these disadvantaged communities (Smith and Hanson 2003:1521). The restructuring of local government between 1997 and 2000, coincided with the local government's challenge of solving the municipality's social needs which has gone a long way in providing a road map to address these challenges.

Western Cape has been affected by new types of trends that have ultimately led to the growth in protest actions across the province. For instance, violent protest actions have gripped commercial farming communities which have never happened in the farming history of South Africa before (Tapela, 2013:5). Though, these protests by farmworkers were noted and signalled to be caused by wage disputes, however, unhappiness over the delivery of water services lie among twenty-one other basic and fundamental challenges which led to the collective call of R150 per day. In the calmness which ensued the farmworkers protests, the City of Cape Town municipality concentrated back on the continuing internal strife over service delivery dissatisfactions in the City.

One major issue that was popularly talked about in the media were on political disputes. Tapela (2013:5), argues that the residents across Cape Town claim that the City of Cape

Town is the best-run metropolitan municipality in the nation and other metros would wish that they had the same hindsight and expertise which the Democratic Alliance (DA) and the premier, Helen Zille have. On the other end of the spectrum we have many residents who claim that the Democratic Alliance only caters for the middle-class rich suburbs which located close to the mountain simultaneously overlooking and paying no attention to the deprived majority that spread across the deserted, arid, drought and fire-ridden Cape Flats. Displeasure and disappointment over selective denial and side-lining of specific categories of residents in townships and dwellers in informal settlements, rears and stirs up question if Blacks citizenry do not have the democratic rights to the City (Tapela, 2013:5).

Complaints and dissatisfactions expressed over historical inequalities in accessing social services and other services such as water, which linger and lead to violent protest actions and other times non-violent protest actions which take place elsewhere in identical local contexts that are racially-segregated, which frequently are governed by the ANC. Amid the abundant cases that exist, these are just some few examples which include Sannieshof, Carolina, Sasolburg, Ficksburg, Nelson Mandela Bay, Phillipolis, Durban and Parys.

Regularly dissimilar and diverse actors regularly indicate and suggest that the frequent protest actions that do take place are a result of the internal fighting taking place within the leadership ranks of the African national Congress or as a result of those seeking leadership at local levels through illegitimate means, thereby inferring to the politicization of protest actions.

Currently, the City of Cape Town (CoCT) confronts a severe and an acute water challenge. It confronts the problem of achieving the goal of meeting the water demands in the metro, working on reaching the wastewater effluent standard, decreasing the effect on the quality of water in urban rivers, ensuring that there is an effective and efficient management of its assets, expanding its infrastructure to meet the growing demands timeously.

Sustainability financially of services provided by the City of Cape Town is of paramount importance. Making sure that debts are effectively managed at a rational tariff, making sure that there is a full recovery of cost on projects embarked on and ensuring capital

investments are well financed. The City of Cape Town has therefore been tasked with ensuring both fresh and novel efficient institutional arrangements are put in place as well as important policy and legislative requirements clearly spelt out to ensure its ability to rise to the growing demands for affordable, accessible and sustainable service delivery to all residents residing in the City of Cape Town.

## **5.20 SUMMARY**

This chapter has discussed the contextualisation of local government. It is discussed in depth the function and place of local government in a democratic society. Service delivery was defined, the principles of service delivery was discussed



# CHAPTER SIX

## RESEARCH FINDINGS AND ANALYSIS

### 6.1 Introduction

Analysis and interpretation of the data collected during this study will be discussed in this chapter. The analysis and interpretations will be presented using charts, graphs and frequencies. The quantitative information besought from respondents will be used to carry out the analysis and interpretation within this chapter. A total of 50 questionnaires were administered during the course of this study. The aims and objectives of this study listed below will aid in providing the framework for the discussions and analysis of the findings obtained during the course of collecting data:

1. To describe the nature of the C3 notification system specifically from a participatory perspective.
2. To monitor and evaluate the effectiveness of the C3 Notification system in resolving complaints specifically within Site C Khayelitsha community.
3. To highlight opportunities and challenges faced by City of Cape Town officials in operating the C3 Notification system.

The objective of this chapter will therefore be to answer a number of important questions that will be guided by the study's research questions but in the same vain address the following themes derived from the data collected:

- The biographical representation of the respondents (by gender and by age) will be analysed.
- This chapter will discuss the challenges faced by City of Cape Town officials in operating the C3 Notification system.
- It would go further discuss public awareness around the C3 notification system.
- The various types of service requests logged by residents in Site C Khayelitsha will also be analysed.
- Monitoring and evaluating the effectiveness of the C3 notification system in resolving complaints specifically within Site C Khayelitsha community.

- The effectiveness of the C3 notification system in resolving complaints specifically within Site C Khayelitsha community will be discussed.
- Finally, this chapter will assess the participatory nature of the C3 notification system in improving service delivery within Site C Khayelitsha community.

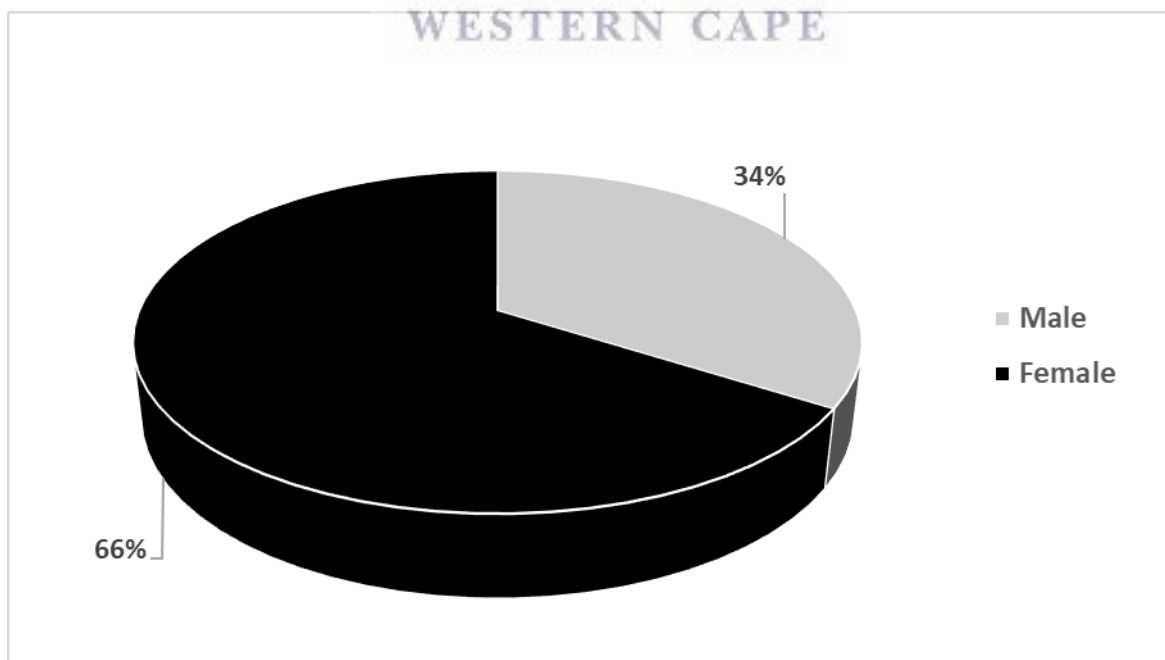
## 6.2 The Biographical representation of the respondents

The table below shows the biographical representation of the respondents, comprising of age and gender.

**Table 2 - Gender representations of respondents**

Gender		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	17	34.0	34.0	34.0
	Female	33	66.0	66.0	100.0
	Total	50	100.0	100.0	
Missing	System	0			
Total		50	100.0		

**Figure 6. 1 - Respondents represented by Gender**



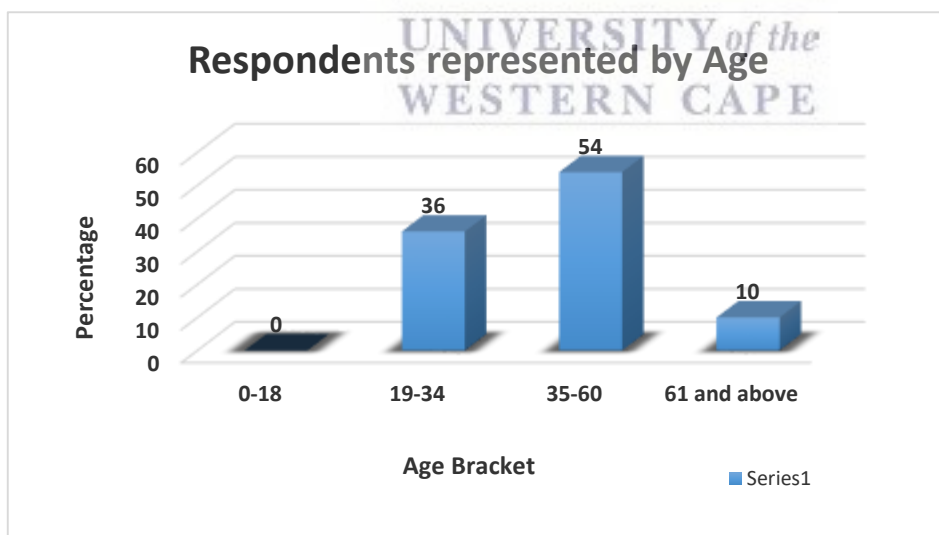


There was a total of 50 respondents comprising of 17 males and 33 females as shown in Table 2 reflects the population sample used in this study.

There was a skewed gender representation in this research which consists of 66% females and 34% males. This research shows that more females were willing to participate in the study than males were. This was clearly represented Figure 6.1 in the pie chart above.

<b>Table 3 - Respondents represented by Age</b>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0-18	0	0.0	0.0	0.0
	19-34	18	36.0	36.0	36.0
	35-60	27	54.0	54.0	90.0
	61 and above	5	10.0	10.0	100.0
	Total	50	100.0	100.0	
Missing	System	0			
Total		50	100.0		

**Figure 6. 2 - Respondents represented by Age**



The respondents represented by age are shown in Figure 6.2 above. Respondents between the age 0-18 years old represent 0%, next to that is the age bracket 19-34 years' old which

represent 36%, followed by the age bracket 35-60 years' old which represent 54% and finally the age bracket 61 and above are represented as 10%. The age bracket of 35-60 years of age has the highest percentage on the bar chart.

It would be easy for one to understand why there are no representations for those within the age bracket of 0-18 years old. According to the Child Care Act 74 of 1983 (1983:2) a child is defined as a female or male aged between 0 to 18 years. Thus, this means that the respondents between 0-18 years are children. However, this age group was considered for this research especially for single parented homes especially those where the grandmothers have the responsibility to look after their grandchildren without the parent's support. During the course of obtaining data, no one under the age of 18 had logged a service request on behalf of an advanced aged parent.

The age bracket of 19-34 years makes up 36% of the total number of respondents', who fall into the age category of young adults. With regards to the age bracket of 35-60 years, it reflects the highest percentage of the group at 54%. This signifies a large population of middle aged and older aged adults use the C3 notification system. It therefore means the City has a responsibility to adapt its service request channels to not only suit the younger generation who are more technological savvy but these service request channels have to be more tailored towards the older generation who might not be as technologically savvy as the younger generation.

Finally, the age bracket of 61 years and above accounts for 10% of the total number of respondents interviewed. Literature affirms that individuals around this age or older fall into the retirement age bracket. Tondini, Ardington and Woolard (2017:4) argue that retirement age in South Africa for both men and women has been reduced to the age of 60 years. According to the International Longevity Centre Global Alliance (2011:11), in the formal workforce at present in South Africa, two 'retirement ages' exist: 60 years and 65 years. At one of these ages, retirement is obligatory and compulsory for employees working in semi-statutory institutions as well as in government institutions. These retirement ages also apply in the corporate sector, however, retirement may not be authorized or obligated.

The age brackets selected for the research covered the various age categories from children (0-18) to young adults (19-34) to adults (35-60) and finally to older adults (61 years and above) ensuring holistic view of the use of the C3 notification system.

### 6.3 Public Awareness around the C3 Notification system

The Table below shows the various channels through which respondents became aware of the C3 notification system.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	At community meeting	5	10	10	10
	Sub council meeting	4	8	8	18
	Informed by Councillor	3	6	6	24
	Through Friends	2	4	4	28
	Municipal Office	26	52	53	81
	Word of mouth	3	6	6	87
	Through Neighbours	3	6	6	93
	Road show	1	2	2	95
	Internet	2	4	4	96
	Total	49	98	1	100
Missing	System	1	2		
Total		50	100	100	

**Figure 6. 3 - Clustered Chart reflecting the channels through which respondents became aware of the C3 notification system**

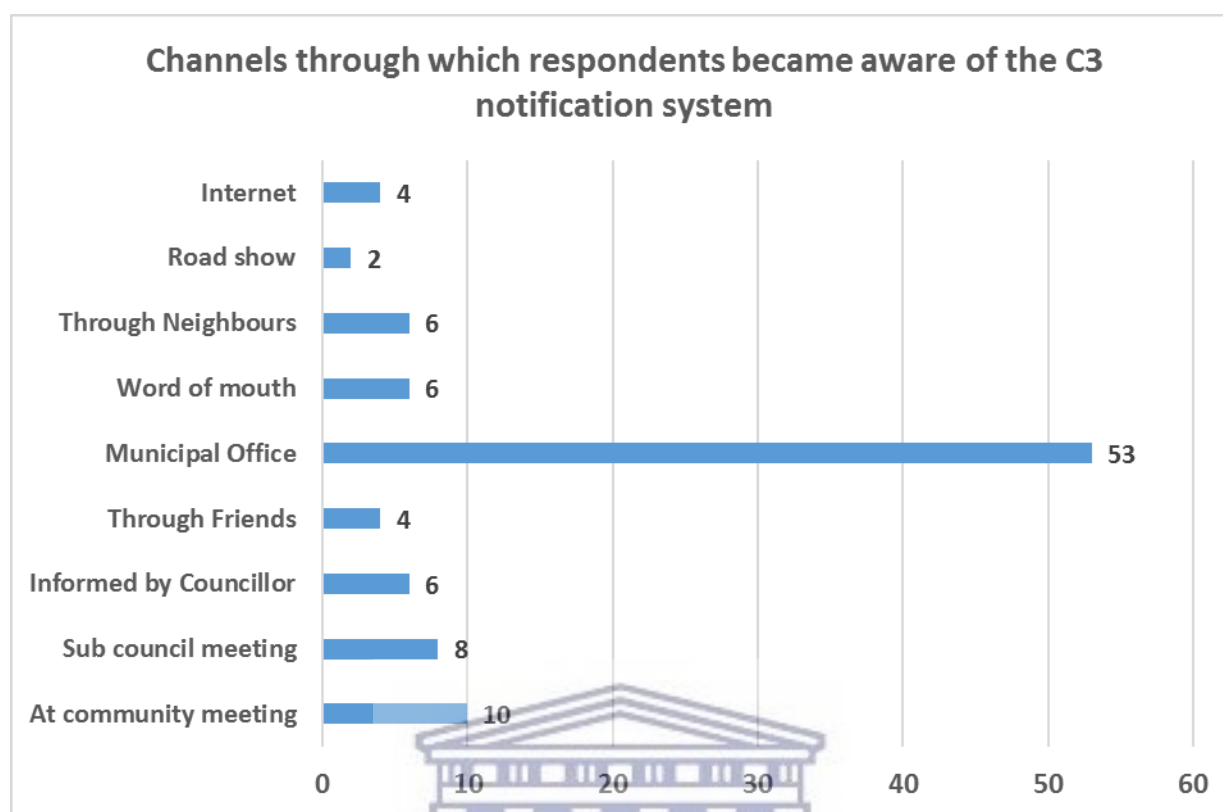


Figure 6.3 reflects the channels through which respondents became aware of the C3 notification system. Figure 6.3 also shows the highest percentage of respondents at 43% reveal that they became aware of the C3 notification system through the municipal office. As a result, it can be inferred from the obtained result that the municipal office seems to provide the most effective way of informing residents in Site C Khayelitsha of the C3 notification system. During the data collection process, while most of the respondents filled out the questionnaire, on getting to question 2 of the questionnaire many would stop and ask me to please explain what the C3 notification was.

Many residents in Site C Khayelitsha did not know the C3 notification system by its official name. It was only after explaining that the C3 notification system was the process through which residents log service delivery requests and receive specific and uniquely generated reference numbers (which is the C3 notification) depending on the service request made, is then given to the resident. The notification created is then sent to the appropriate

department to render the particular needed service and residents can follow up on the service request made using the reference number given to the resident.

It was only then respondents realised what the C3 notification system was and realised as well that they had made use of the C3 notification system.

From the results shown in Figure 6.3 it can invariably be inferred that residents in Site C Khayelitsha find the municipal office as the most effective and efficient means of placing service requests. It can be inferred that the most effective way of government to communicate and pass vital information to citizens in Site C Khayelitsha could be through the municipal office. The question therefore is, why did the municipal office emerged as the channel through which most residents of Site C Khayelitsha became aware of the C3 notification system? In addition, why has the municipal office emerged as the most effective way of logging a service request? In other words, why do most residents in Site C Khayelitsha find the municipal office the easiest way to log a service delivery requests?

The literature in Chapter 3 asserts that local government is the closest arm of government to the people. The establishment of Wards at the local level has further helped in enabling Local government to function more efficiently. According to Parnell et al (2002:83), the novel introduction of the concept of the wall-to-wall Local government means that each South African would have direct one-on-one access to officials that are democratically elected.

These elected officials also include Ward Councillors who are constitutionally charged with managing the development of the local community. Thus, with municipal offices located within each community and within easy reach of residents, the emergence of the municipal office as the easiest and the most effective way of residents of Site C Khayelitsha to log a service requests would affirm the importance of the introduction of the wall-to-wall local government as well as indeed affirming that local government is the closest arm of government to the people.

Furthermore, municipal offices bring government closer to the people. With the high level of service delivery protest actions taking place today, residents are in dire need of being able to

vent their frustration to government officials who will listen and act upon their frustrations and dissatisfactions. This often is the case in Site C Khayelitsha, where residents do not fully believe that if they use other channels such as emails, phones and social media to make complaints or to log a service request, it may not be acted upon immediately than as to when the resident speaks directly with a government official. According to the literature Seekings (2013:3) argues that Site C Khayelitsha is a highly dense and populated community that lacks appropriate delivery of services.

A City of Cape Town report from the 2001 census conducted, indicated that, Site C Khayelitsha had the worst socio-economic profile (Nleya, 2011:24). The number of households between 1996 and 2011 had doubled and continue to face a severe backlog of basic services delivered to the community.

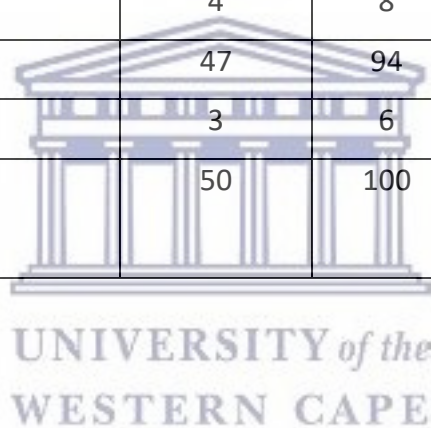
Another reason that might have made the municipal office emerge as the easiest means of Site C Khayelitsha residents to log service requests, would be the zero cost attached to using this channel. The very notion of accessible and cost saving means of accessing services resonate well with citizens. This is also adequately supported by literature, Bekink (2006:391) states clearly that when service delivery options are being decided on by a municipality for a community, these decisions should be guided by specific principles such as affordability, simplicity, accessibility, accountability, quality, value for money, integration e.t.c.

Most channels such as emails, phoning and the use of social media require the use of airtime and data which many residing in this community might find expensive to use consistently or over time. Especially when channels such as the phoning the Call centre and keeping customers on the line for so several minutes and sometimes hours before their calls are finally received by a call centre operator and then their service requests heard or received by the Call centre operative. This channel can prove to be very expensive for many who have limited resources to buy airtime. So the walk-in centres and most importantly the Municipal offices provide customers with a zero cost motivation and benefit. Illegal dumping, Litter on river banks, Litter on beaches, Overflowing street litter bins, Street sweeping, Uncollected refuse.

#### 6.4 The various types of service requests logged by residents in Site C Khayelitsha

Various forms of service requests were made by the respondents in Site C Khayelitsha and Table 5. Below highlight these service requests logged.

<b>Table 5 - Service requests made by respondents using the C3 notification system</b>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Wheelie bin stolen	2	4	4	4
	Illegal dumping	9	18	19	23
	Replacement of damaged wheelie bin	26	52	55	78
	Uncollected refuse	2	4	4	82
	Street sweeping	4	8	9	91
	Staff Behaviour	4	8	9	100
	Total	47	94	1	
Missing	System	3	6		
Total		50	100	100	



**Figure 6. 4 - Chart shows the various types of Service requests made by residents in Site C Khayelitsha and the number of service requests made on each type of service request using the C3 notification system**

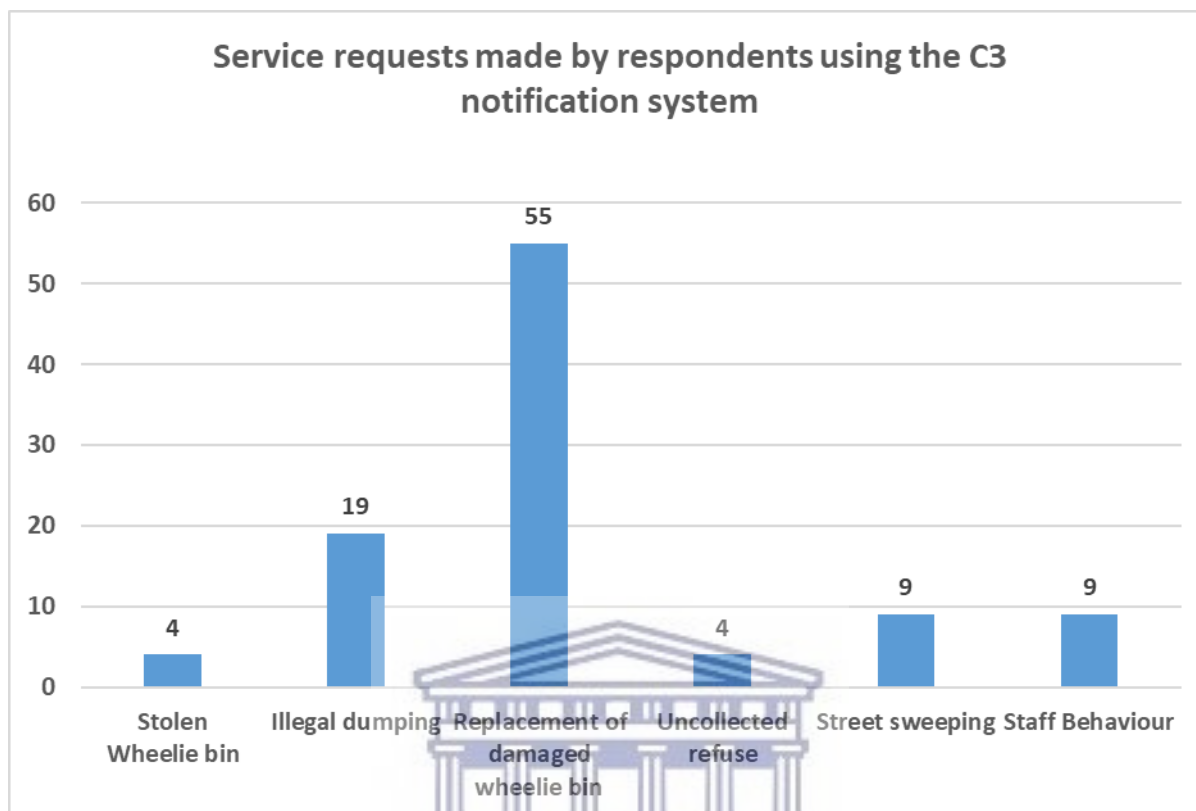


Figure 6.4 above shows 55% of the total number of respondents requested services to replace their damaged wheelie bins. It also shows that the highest number of service requests made by the respondents interviewed in Site C Khayelitsha were on damaged wheelie bins. According to literature, wheelie bins play a crucial role in households, as it assists residents in not only storing refuse but also provides the City of Cape Town with an organised way of collecting refuse from homes and disposing of such refuse in an organised manner. Two types of wheelie bins are often provided, one for recyclable materials and another for non-recyclable materials. The wheelie bins are often picked up by the City of Cape Town Waste Management Services once any day of the week depending on the community wherein the household is located. To ensure services provided by the Department of Solid Waste Management are improved and maintained across the City of Cape Town, Service Level Agreements (SLA) are signed.



### **6.5 Efficiency of the City of Cape Town in responding to service requests.**

According to the literature, O'Donnell (2014:3) defines a service level agreement as contract between the provider of a service and the recipient of such a service, that is, a contract between the service provider and the user of the service. The service level agreement that governs the delivery of services in Cape Town and is used as well for residents in Site C Khayelitsha has three of the four components described by O'Donnell.

These components include that the service level agreement used by the City of Cape Town was negotiated, an agreement was reached between the City of Cape Town and its residents, the timeliness and quality of service to be delivered and finally the responsibilities and roles played by the service provider must be clearly spelt out to ensure the expectations of both the City of Cape Town and its residents are met. Thus, the City of Cape Town negotiated, agreed, quantified and clearly articulated the service level agreement for each service it delivers or provides through the Solid Waste Management Department to the residents of Site C Khayelitsha.

According to the literature, the City of Cape Town Integrated Waste Management (IWM) Policy document clearly itemises the various Service Level Agreement for each of the various waste management services that the City of Cape Town offers to the residents in Cape Town. The policy document also asserts that; waste management service requests have a time frame within which such services are expected to be provided to the community. According to the data collected, the replacement of damaged wheelie bins represents the major challenge that confronts Site C Khayelitsha residents.

As a result, Figure 6.4 shows that the most service requests made in Site C Khayelitsha were for the replacement of damaged wheelie bins. The Integrated Waste Management Policy document (2006:78) affirms that the maximum response time to respond to any bin related service request is 5 working days. The policy document also makes it clear that the City of Cape Town's maximum response time for service complaints in regards to the illegal dumping is 14 working days. Furthermore, the City of Cape Town's maximum response time for service complaints in regards to the non-collection of waste and cleaning of litter are 2 days and 7 days respectively. Figure 6.5 below shows the time taken by the City of Cape

Town to respond the service complaints made by the respondents in regards to the replacement of damaged wheelie bins.



# PERFORMANCE MEASUREMENT

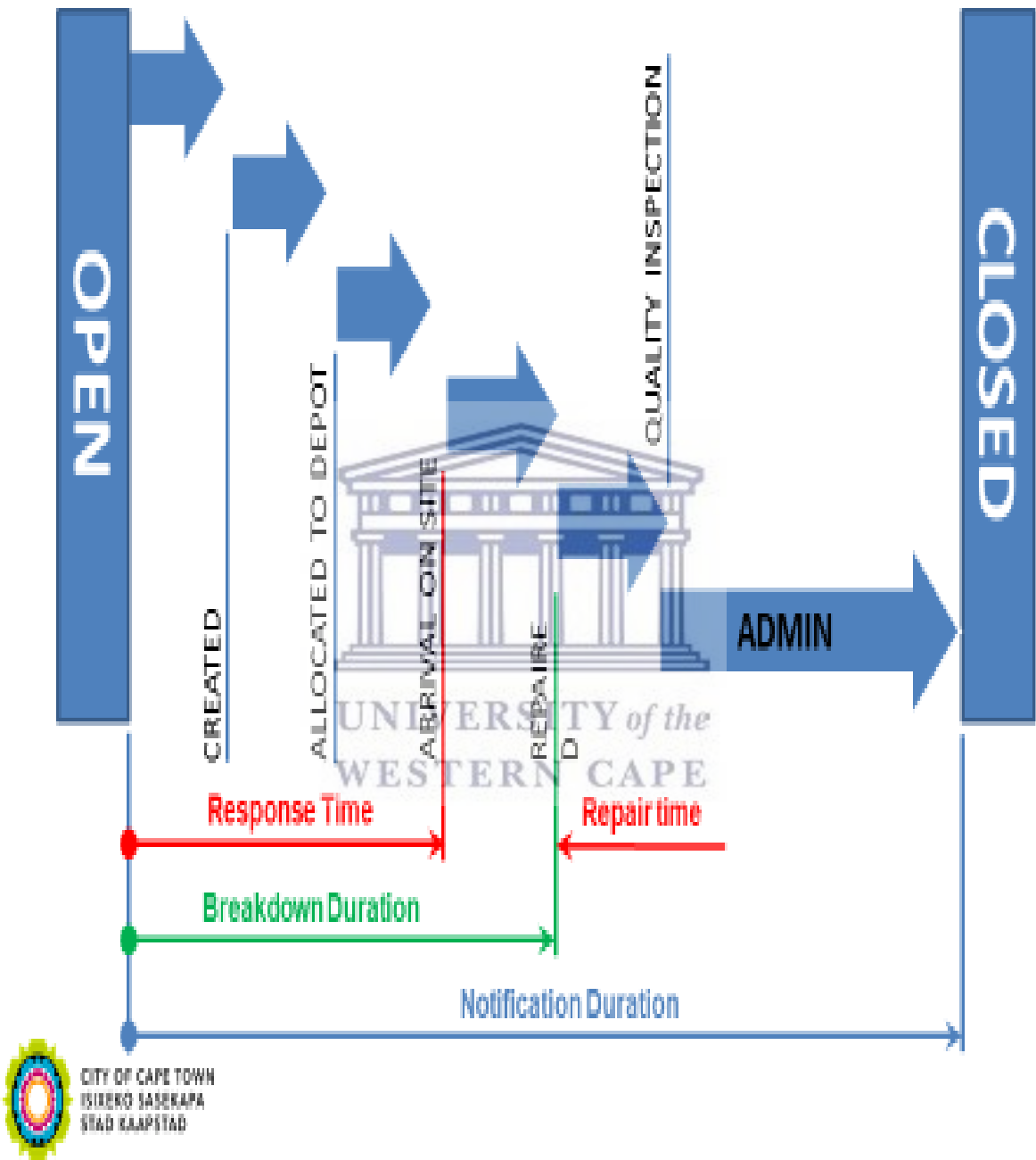


Diagram 2: Performance Measurement Diagram (City of Cape Town, & Cupido, 2017)

The Performance Measurement diagram describes response time as the time from when the C3 notification is opened or created (after the complaint has been received by the Call centre agent, the Call centre agent logs the complaint and issues the customer a reference number which is the C3 notification), to the point where the service provider (the contractor/foreman/City of Cape Town Official) arrives on the site (that is, to the place where the customer needs the service to be delivered).



**Diagram 3: Performance Management Service Categories and Service Levels**

Type of Communication	Communications Issue	Process		Response Resolution Time if not resolved during Processing
		Queuing Time	Processing Time	
Call to Call Centre Number by Telephone/ Cellphone	Service Request	Max. 1 minute in switchboard queue	Max. 3 minutes	See Table 6
	Service Complaint			See Table 6
	Information Request			Max. 14 days
	Billing Query/ Change Details			By next bill issued
Over the Counter (face-to-face)	Service Request	Max. 5 minutes in queue	Max. 3 minutes	See Table 6
	Service Complaint			See Table 6
	Information Request			Max. 14 days
	Billing Query/ Change Details			By next bill issued
Written (letter, fax, e-mail, telegram)	Service Request	N/a	Within 7 days of Receipt	See Table 6
	Service Complaint			See Table 6
	Information Request			Max. 14 days
	Billing Query/ Change Details			By next bill issued

Source: City of Cape Town Integrated Waste Management (IWM) Policy (2006:77)

**Table 6: Council Service Response Times**

Council-provided Service	Service Request	Max Response Time for Service Request	Service Complaint	Max Response Time for Service Complaint
<b>Waste Collection</b>	Bin-related	5 working days	Non-collection of waste	2 working days
<b>Waste Collection</b>	Residential refuse removal Garden refuse removal (ad hoc)	7 working days	-	-
<b>Cleaning</b>	-	-	Cleaning of litter	7 working days
<b>Cleaning</b>	-	-	Litter bins overflowing	1 working day
<b>Cleaning</b>	-	-	Clearing illegal dumping	14 working days
<b>Cleaning</b>	-	-	Clearing animal carcasses	7 hours (same day)

Source: City of Cape Town Integrated Waste Management (IWM) Policy (2006:77)



**Note:** Times should concur with Service Level Agreements (SLA's) between Call Centres, Operations Centres and Depots (City of Cape Town Integrated Waste Management (IWM) Policy, 2006:77)

**Figure 6. 5-The Clustered Column Chart represents the total number of respondents that made service requests for the replacement of damaged wheelie bins and the City of Cape Town’s Response Time.**

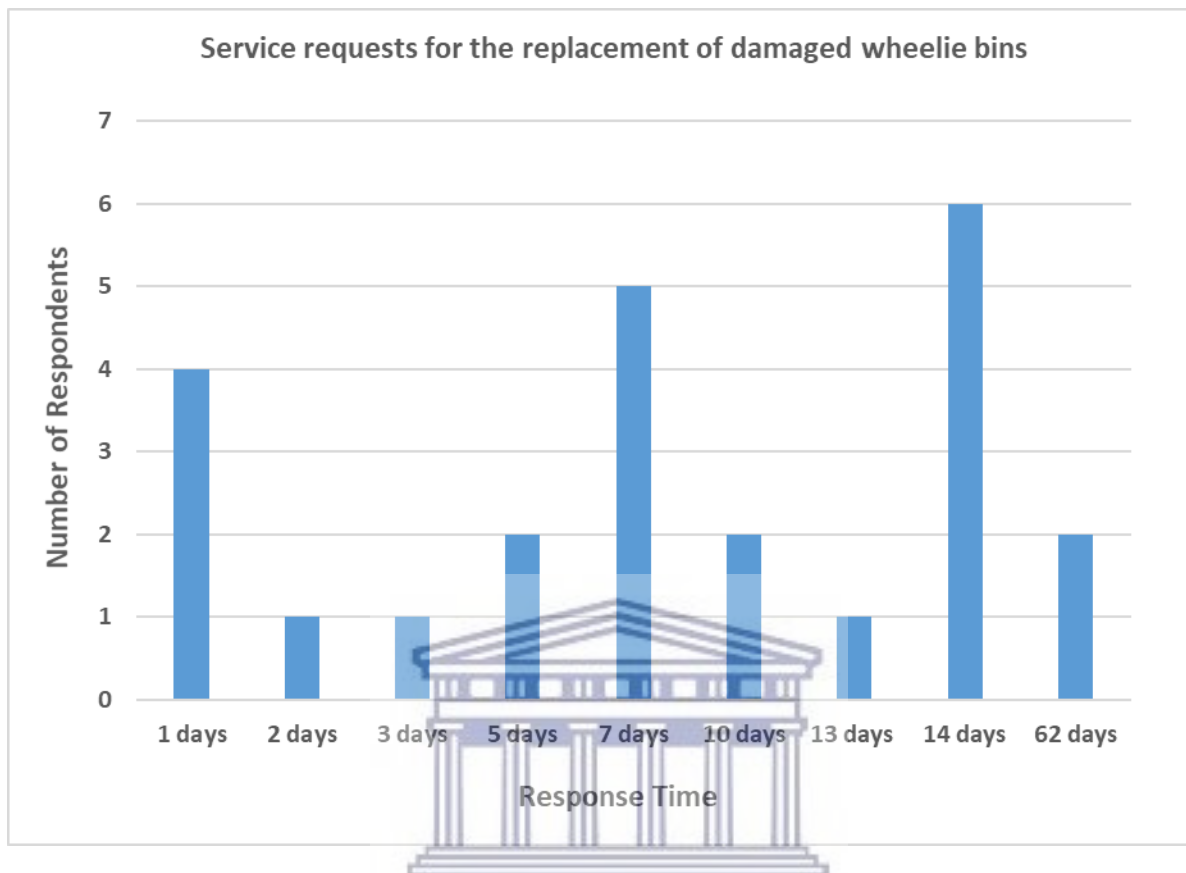


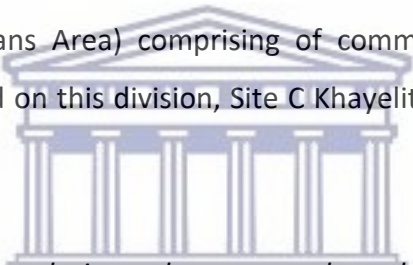
Figure 6.5 shows that a total of 28 respondents laid service requests for the replacement of damaged wheelie bins. Of the 28 respondents, 14% of the respondents got their service requests responded to in 1 day. 11% of the respondents got the replacement of their wheelie bin service complaint responded too in 2 days, some in 3 days and others in 13 days. Furthermore, 14% of the respondents got their service complaint for the replacement of the wheelie bin responded too in 5 days and 10days respectively. 18% of the respondents laid a complaint for the replacement of their wheelie bins and got a response 7 days later.

Finally, 21% of the respondents that laid their service complaint for the replacement of damaged wheelie bins only got their response 14 days later. From Figure 6.5 above, it can be deduced that the City of Cape Town did not fully comply with its Service Level Agreement as stipulated in the City of Cape Town Integrated Waste Management (IWM) Policy document.

It failed to replace the damaged wheelie bins within the expected 5 working days' period. Some respondents had to wait as much as over 14 days to receive a replacement for their damaged wheelie bins.

### **6.6 How effective is the C3 notification system in improving service delivery within Site C Khayelitsha community?**

Haven analysed the response time of the City to complaints logged, it would at this point be highly imperative to determine how truly effective the C3 notification system is to improving service delivery in Site C Khayelitsha. It is important to note that the Department of Solid Waste Management has strategically divided the provision of its services in the City of Cape Town across four areas namely: Area 1 (The Atlantic Service Area) comprising of communities in Blouberg, Cape Town, Woodstock and Rondebosch; Area 2 (The Tierberg Service Area) comprising of communities such as Bellville, Parow and Platteklouf; Area 3 (Impuma Service Area) comprising of communities such as Helderberg, Khayelitsha, Macassar and Eerste River; and finally Area 4 (Two Oceans Area) comprising of communities such as Simons town, Fishoek and Plumstead; Based on this division, Site C Khayelitsha falls under Area 3 which is the Impuma area.



*“Ok let me give clarity on how we work on this system. City of Cape Town is divided into 4. Those 4 are called operational areas. They have got both formal and informal areas. If area 1 has a formal area, it will also have an informal area. For example, we have got Atlantic, but just next to Table View there is Dunoon & Tilburg. Tilburg is 100% formal so we do not contract any work there. It is 100% in-house. That will tell you why we give out contracts. And then we've got Impuma. In Impuma we've got areas like Helderberg, Strand, Somerset and next to them we've got Gwan nomvama informal settlement, next to them you've got Khayelitsha Site C, Khayelitsha litter Park. Site C, you've got parts that are formal and parts that are informal. And the last one you've got Fishoek, there is*



*informal settlements there, Helderberg and then you've got Simons Town formal settlements. So if the system was piloted, it would have been piloted in one operational area which consists of both informal and formal areas. It would have been fairly done if it was piloted because we do not look at the suburb we look at the operational area. And each operational area has got informal and formal areas” (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

Literature suggests as affirmed by Powell that the C3 notification system is an effective system in improving service delivery. Powell (2014:1) describes the C3 notification system as a system that allows for the continuous cataloguing of complaints and it actively helps in the automation of the logged complaint to the correct department. It identifies the location of the complaint through the GIS (Geographic Information System) and it includes an in depth level of task management within the notification.

These functionalities enable the City of Cape Town report on all complaints through the SAP system and its respective dashboards (which are simply portals that show and describe the performance of individual directorates and departments in the City of Cape Town. From Powell’s description of the C3 notification system, one can only see an efficient system designed to aid the effective and timeous delivery of services to residents in the City.

However, Figure 6.5 above shows importantly that, 58% of the 26 individuals who laid complaints for the replacement of bins had their bins replaced way beyond the maximum expected and stipulated response time frame. It also shows that the Service Level Agreement was not adhered too by the City of Cape Town, which in practice reflects that C3 notification system is ineffective based on the information from the respondents and in terms of the response time stipulated in the Service Level Agreement for the replacement of bins.

*“It depends on which complaints we have because each complaint has its own SLA. For Impuma, I know it is very*

*problematic area and there are a lot of challenges in the area so like the removal of refuse which is 48 hours we still struggling with that, currently now. For that area, replacement of a damaged or stolen bin is between 5-10 working days and we have customers who wait for 20 days so I can't tell you how effective it is. I can't tell you how effective it is in the Mpuma area. Every other area I can tell you that it is effective but Mpuma, it is very problematic” (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

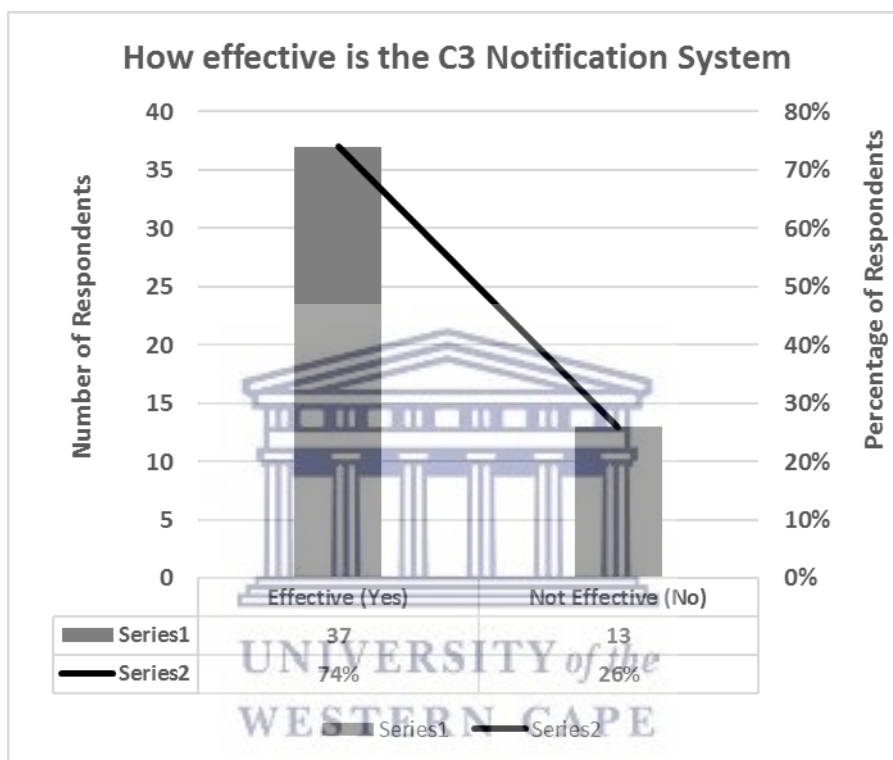
It is quite interesting to note that in spite of the City of Cape Town dishonouring its service level agreement, majority of the respondents specifically 78% of the respondents find the C3 notification system to be highly effective as seen in Figure 6.6 below. These respondents might find the C3 notification system quite effective mainly due to the ease of accessing the Walk-in Centres or the Municipal office.

Figure 6.3 shows that 53% representing more than the total number of respondents use the Municipal office to log service requests or complaints. An interviewee, however notes that for the C3 notification system to effectively function the reference number given to customer after lodging a service request must be obtained or else it would be assumed the service request was in the first place never logged.

*We have got walk in Centers. It is effective if each and every customer that logs a complain needs to remember to leave with a reference number that is the most important and trickiest part of the system. This is important because if they leave the working area without a reference number, it would be as good as not lodging a complaint” (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

Therefore, based on this analysis, the effectiveness of the C3 notification system lies on two important factors which are: One, it imperative that customers obtain their reference numbers after placing or lodging a service request or complaint to enable effective follow-up in the future. Two, it is imperative that the City of Cape Town adheres to the Service Level Agreements stipulated for each service provided by the Metropolitan Municipality.

**Figure 6. 6 - Chart reflecting the opinion of the respondents' perception to the effectiveness of the C3 notification system**



The question therefore is why many of the respondents find the C3 notification to be highly effective despite the City of Cape Town not keeping to the service level agreement for some of the complaints logged. So many reasons were given by the respondents who hold this view. Amongst these reasons where that, the C3 notification system helps the City to better respond to complaints made in the future by equipping the relevant department with the right resources to address such complaints in the future. Some respondents believe that it aids better communication between citizens and City officials. Other respondents believe it quickens the response time of the City to complaints made.

Some other residents also believe that it brings the government closer to the people. Some respondents believe that the various means through which residents can lay complaints such as through the walk-in centres, that these centres provide residents the opportunity to lay complaints in person and describe how they truly feel to the City official in person and it provides residents with the opportunity to suggest ways through the City can improve the services it renders. Some residents find this means of making complaints more reliable. Some residents also find the C3 notification system effective because complaints are resolved quickly.

The old and famous saying that “the customer is always right” in this case might entirely not be the gospel. Though majority (76%) of the respondents suggest that the C3 notification system is highly effective, the principle, ethics and responsibility of adhering to stated policy intentions must be adhered too in principle. The inability of the City to adhere to the stated service level agreements negates the opinions made by the respondents in relation to the C3 notification being an effective system. It is an area that can be further explored in future studies. This is further supported by reasons given by respondents who believe the C3 notification system is not effective.

Some of the residents in Khayelitsha believe that it takes the City a long time to respond to service requests. Some residents complain that they wait for such a long period of time that they end up doing the request themselves such as carrying the damaged bin to the municipal office to be replaced. Some respondents argue that capturing of incorrect details of the complaint made by City Officials at the call centre sometimes delay the City’s response to their complaints. Some also argue that the system might be too complicated for some of the City’s officials to understand which sometimes lead to delayed responses to service requests made.

**Table 7 - Respondents rate the services received through the use of the C3 notification system**

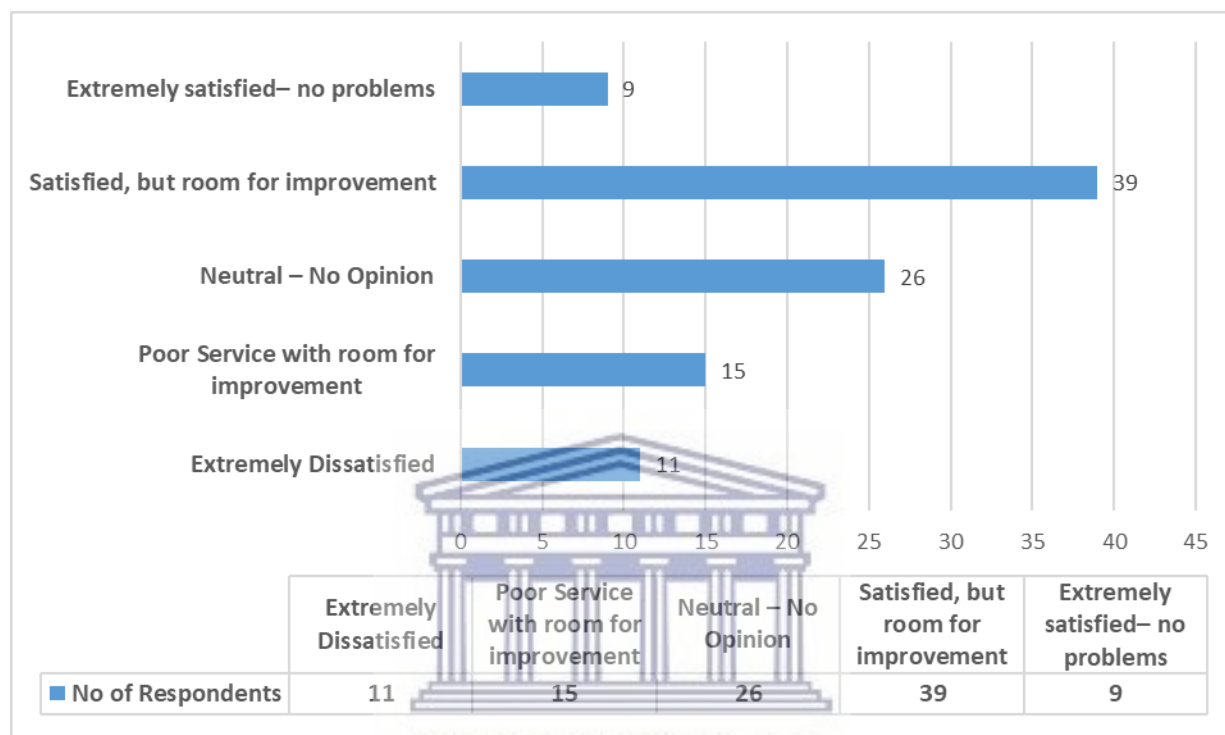
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Extremely Dissatisfied	5	10	11	11
	Poor Service with room for improvement	7	14	15	26
	Neutral – No Opinion	12	24	26	52
	Satisfied, but room for improvement	18	36	39	91
	Extremely satisfied– no problems	4	8	9	100
	Total	46	92	1	
Missing	System	4	8		
Total		50	100	100	

Thus, though the C3 notification system has been a system well designed to effectively aid the delivery of services, what truly determines the effectiveness of any system is performance. That is, consistently (time and time again) responding timeously and with the expected level of quality of service to the need of the customer. Thus, over time, truly achieving the outcome intended by the service provider, which in this case, is to respond timeously to every service request as stated in the service level agreement and provide quality services to all residents in Site C Khayelitsha. Where this is not achieved, it can be said in principle that the system is not entirely effective but can be improved to achieve its intended outcome.

As exemplified in Figure 6.7 below, most of the respondents identify that they are satisfied with the services they receive however, there is room for improvement. It is further buttressed by the high number of respondents who indicate that they are neither satisfied nor dissatisfied with the services received through the use of the C3 notification system. If customers can not clearly say a system or a service functions optimally, it means something somewhere along the line, the service producer (in this case, the City of Cape Town) have either not been able to efficiently deliver the quality of services required or have been able to deliver the services but not in a way that meets the expectations of the users. Therefore, according to the Figure 6.7 though residents of Site C Khayelitsha are satisfied with the

services provided by through the C3 notification system, Figure 6.6 reminds us that the timeous delivery of services to residents of Site C Khayelitsha is still very much an area that needs to be strongly improved.

**Figure 6. 7 - Chart reflecting respondents rating of the services received through the use of the C3 notification system**



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**6.7 Monitoring and evaluating the effectiveness of the C3 notification system in resolving complaints specifically within Site C Khayelitsha community.**

Various channels have been established by the City of Cape Town to ease the nature in which residents across the City as well as in Site C Khayelitsha can log a service requests or complaints through the C notification system. These channels, established and created by the city were not only to create easy access to the C3 notification system, but also to provide variety of channels that will speak to various socioeconomic levels of groups and individuals residing within the City.

These channels include, the use of Municipal offices to log complaints, service requests can also be logged online through the use of the City of Cape Town’s service request website,

emails and finally SMS's. All these channels can be used as well to log service requests. Figure 6.8 below shows the various channels through which residents in Site C Khayelitsha have made or logged their service requests through.

**Figure 6. 8 - Clustered column chart shows the method or means through which residents in Site C Khayelitsha have logged their service request. It also describes the most used form of channel to log service requests in Site C Khayelitsha.**

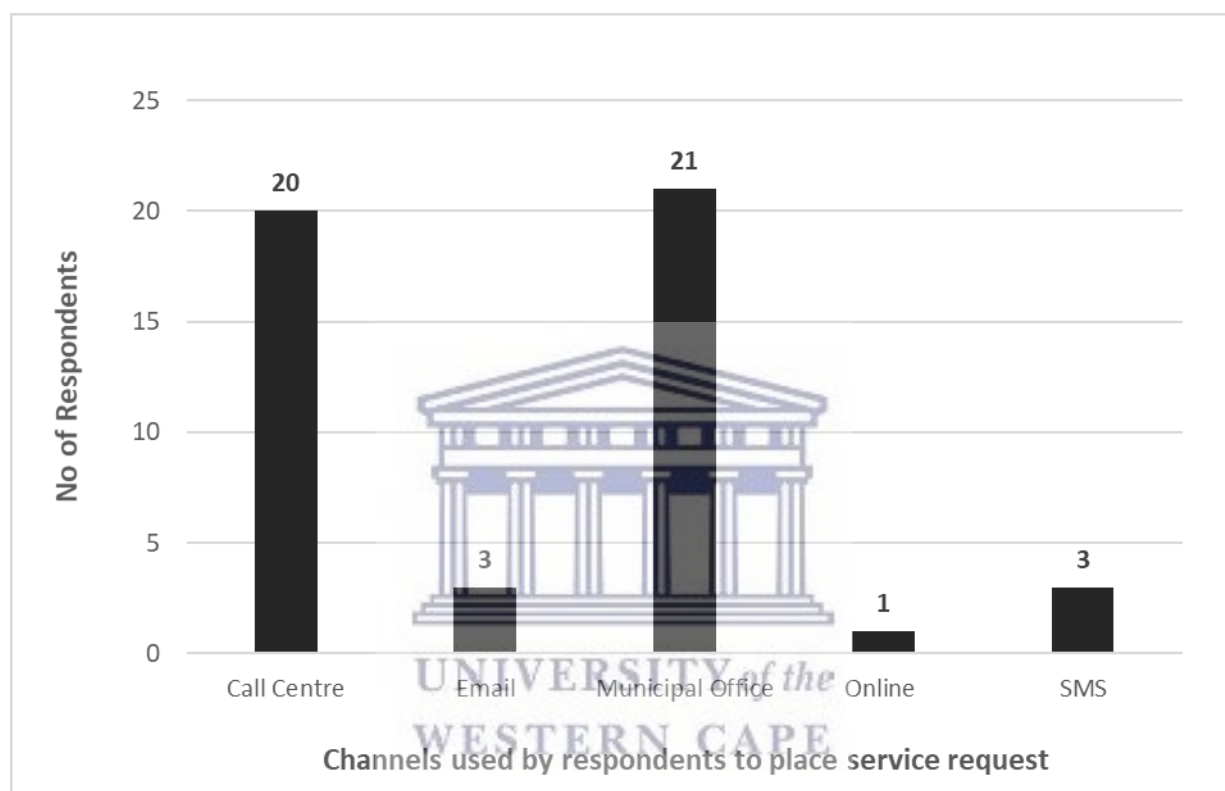


Figure 6.8 shows that 21 respondents out of the 47 respondents whose questionnaires were correctly filled out, indicated that the Municipal office was their preferred means of lodging a service request. One would imagine why the Municipal Office has emerged as the most preferable channel through which most of the respondents prefer to use to log service requests. A couple of reasons might explain why the Municipal office has emerged as the preferred choice. One, good reason would be that it is the most cost effective.

The Municipal Office is located within walking distance, therefore enabling residents around the vicinity gain access easily. For many who the Municipal office far from their homes, only

have to take one taxi from their homes to a bus stop that is exactly within walking distance to the Municipal Office. Other channels, such as emails, online service requests, SMS's and the Call Centres all require data or airtime to enable access which in most cases residents in this area find too expensive to use.

For example, calling via the Call centre, often takes a lot of time before calls are picked by a call centre agent due to the high volume of callers calling in to log complains. According to the City of Cape Town Customer Care Services (2013:1), over 4,500 calls are received per day. With such high amounts of calls received every day, it explains why many have to wait so long on the queue before one's call is received by a call centre agent. Furthermore, while waiting on the queue to get attended to, two things happen, its either it takes too long before you are attended to or one's airtime gets exhausted while waiting on the queue to be attended too. Thereby, leaving customers frustrated, angry and maybe seeing this channel as an ineffective option or alternative.

Another reason that might explain why the Municipal office has emerged as a preferred choice is the fact many assume the City responds quicker to their service requests than through other channels. 17% (8 respondents) find SMS's, emails and call centres as a slower means to respond to service requests. Some respondents assume that the one-on-one interactions gives the customer the opportunity to openly express the urgency of the situation as well as truly express how they truly feel about their plight. As a result, this channel provides customers the opportunity to enable municipal official to connect and personally relate with the urgency, pain, plight and challenges the customer might be going through which pushes the official to respond quicker to resolving the service request.

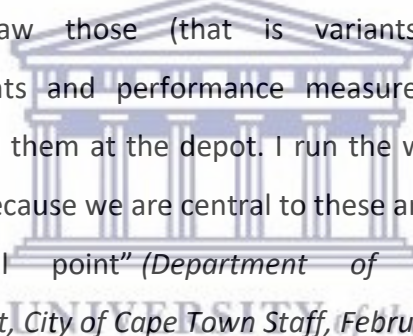
There is something personal about being able to speak in person or directly with a municipal official who would direct one's service request to the relevant department for action. Customers find this 'personal one-on-one or direct interaction' more reassuring. It creates an open, reassuring and a more transparent feeling of access. It makes the client feel I can hold somebody accountable. Also, when service requests are made, customers tend to collect the names of the City official assisting them to ensure they can hold that official accountable in a situation where the service requested has not been rendered. Emails and SMS's remove the personal or direct interaction that might be available through the one-on-one interaction with



a municipal official. Thus, Figure 6.9 below buttresses this very fact, as many find the municipal office channel a more effective and reliable channel to log a service request.

The City of Cape Town monitors and evaluates the various service requests or complaints it receives every month by running variants every month. These variants show service requests that need to be attended to urgently and service requests that have been closed. Managers and Supervisors are designated to head various operations within the Solid Waste Management Department and their core function is to ensure that quality services are delivered timeously.

Apart from monthly variants that are run, the depot where all service requests are sent too for immediate action are followed –up on through calls daily to check on daily progresses and for optimal functioning of the depot. As the depot is an integral part of the C3 notification service delivery system. Thus, the optimal functioning of the depot means services quality services are delivered at the appropriate time.



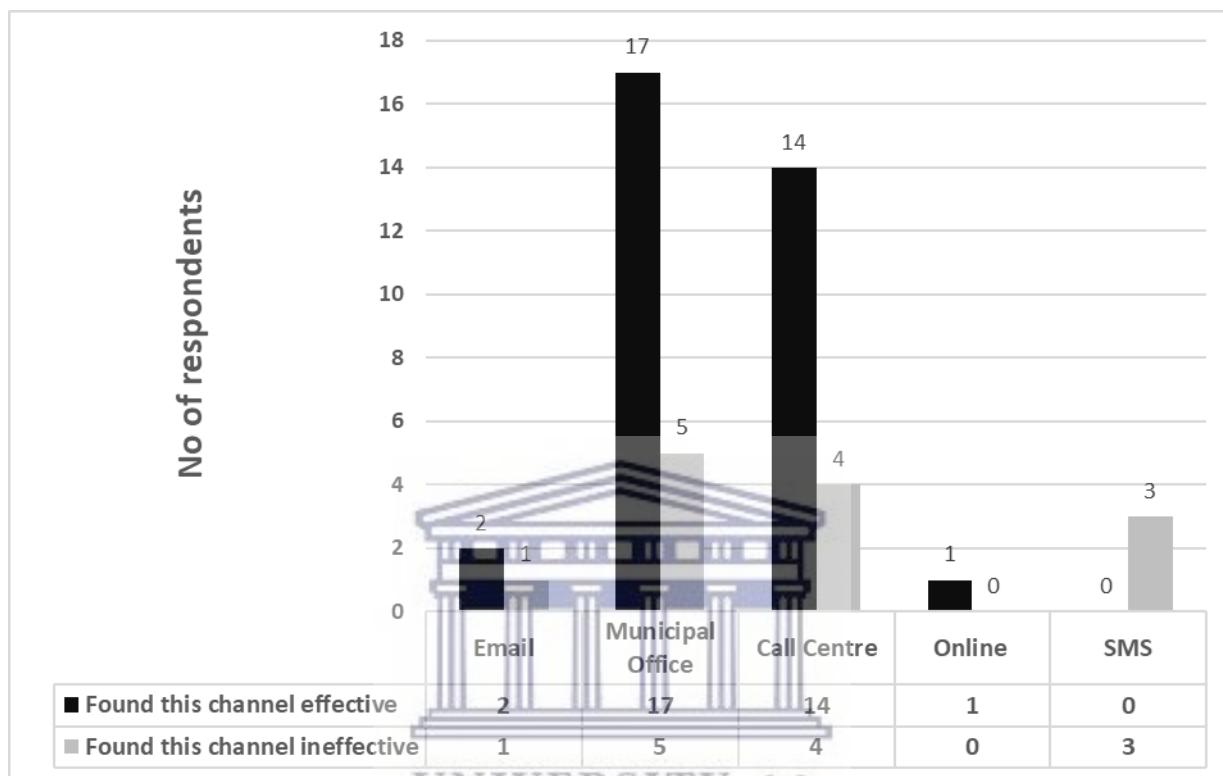
“Yes, I draw those (that is variants for quality measurements and performance measurements) and I follow up on them at the depot. I run the weekly variants for myself because we are central to these areas. We are at the central point” (*Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018*).

Thus, the customer’s first point of interaction with the City through any of these channels is the most important process in the C3 notification system. Be it through an email, a SMS, through the website, walk-in centres or the Municipal office, these various channels are all central and integral to the optimal and effective functioning of the C3 notification system. As a result, information and details collected from the customers at the first point of interaction must be correct and spot on, to ensure that the right information is transferred to the relevant depot for implementation or delivery of the required service.

An incorrect or wrong information collected from the customer will invariably mean that, the request cannot be referred to the right depot for execution, or that the service required will be delayed or in an extreme case such a service will not be rendered or provided. It is therefore imperative that customers provide the City with the correct information when

placing or lodging a service request and that the City as well on the other end ensure that they receive the right information from the customer when receiving a service request.

**Figure 6. 9 - Chart showing the channel most respondents find most reliable to log a service request.**



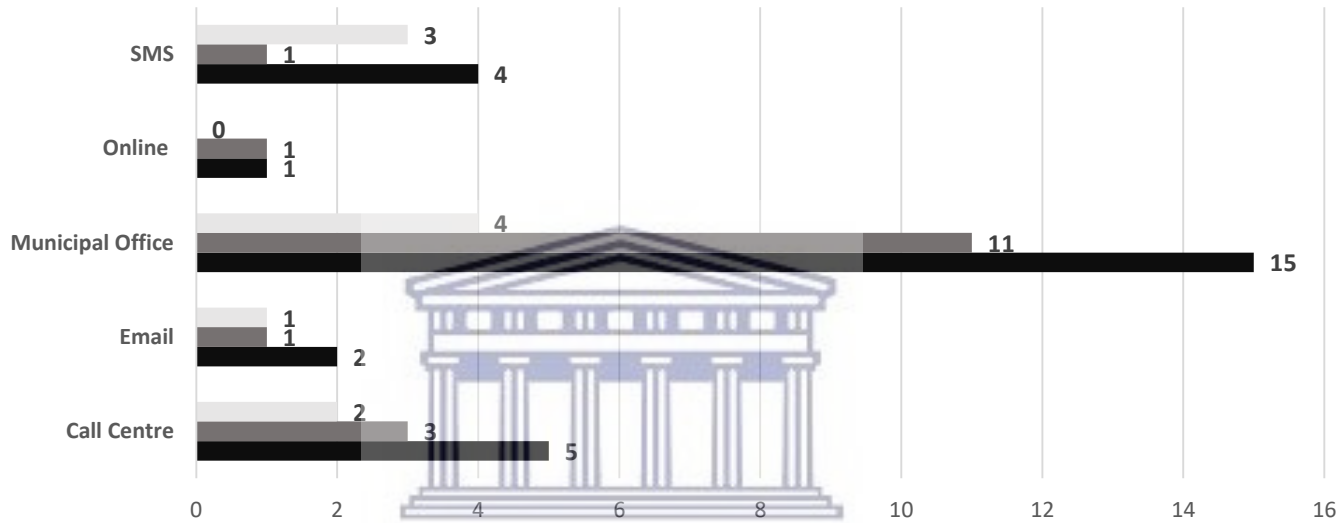
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I will go further to describe in several graphs below the City of Cape Town’s either adherence to service level agreements or negligence to the service level agreements for the replacement of bins, illegal dumping, street sweeping and staff behaviour.

The graphs will show if the City of Cape Town adhered to the specified service level agreements or did not adhere to the stipulated service level agreement. Finally, the graphs will also show the channel through which respondents logged their service requests.

## Replacement of Bins

Service request channels used by respondents



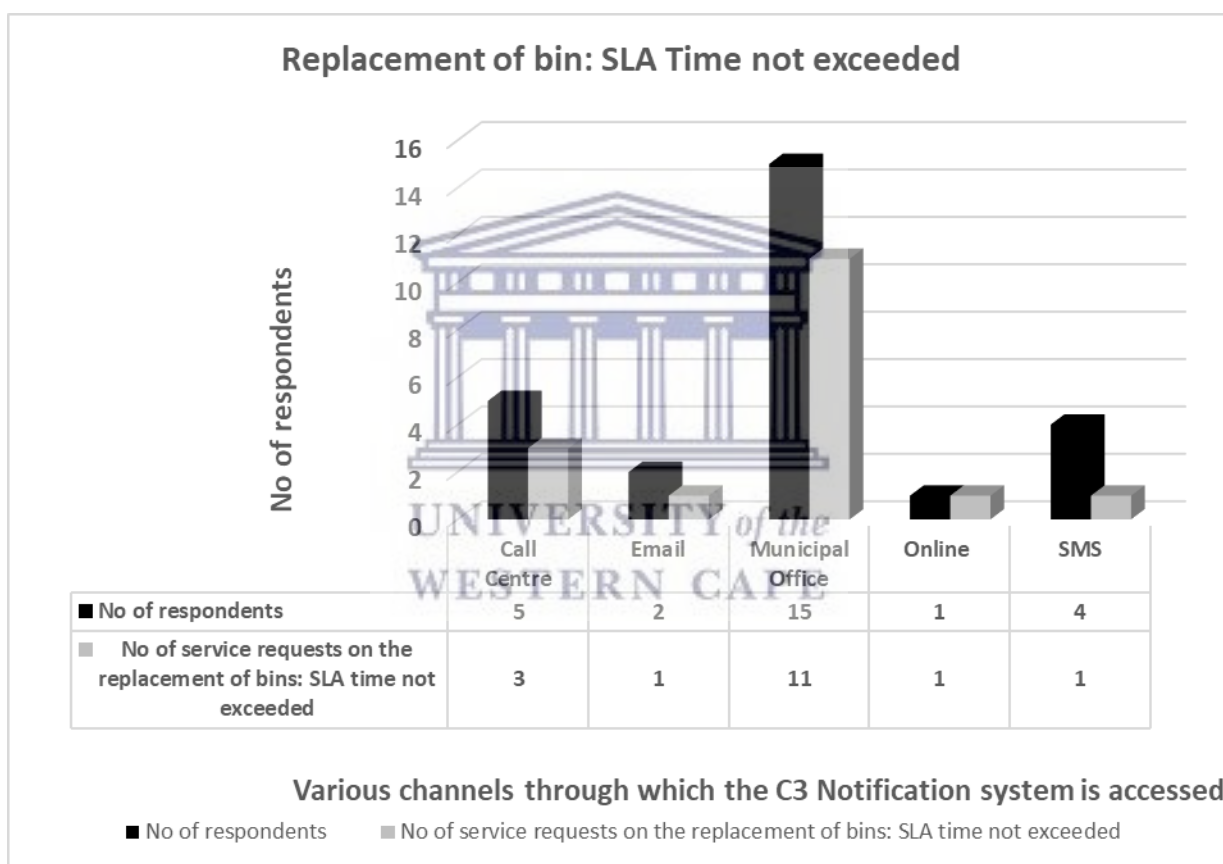
Service request channels used by respondents	Call Centre	Email	Municipal Office	Online	SMS
■ No of service requests on the replacement of bins: SLA time exceeded	2	1	4	0	3
■ No of service requests on the replacement of bins: SLA time not exceeded	3	1	11	1	1
■ No of respondents	5	2	15	1	4

No of service requests on the replacement of bins: SLA time exceeded
  No of service requests on the replacement of bins: SLA time not exceeded  
 No of respondents

**Figure 6. 10 - Chart showing City of Cape Town’s adherence or non-adherence to the SLA for Site C Khayelitsha for the replacement of bins**

Figure 6.10 above shows that the City of Cape Town complied with 63% of the service requests made for the replacements of bins through various channels such as the Call Centre, emails, municipal office, online requests and SMS’s. The outstanding 37% of the service requests that came through were not resolved within the stipulated 7days agreement as stated in the service level agreement.

**Figure 6. 11 - Chart showing the number of service request made through different channels, whose service level agreements where exceeded for the replacement of bins**



The service level agreement for the replacement of bins is 7 days. Figure 6.11 shows 27 respondents who utilised various channels to log a service request on the replacement of bins. Figure 6.11 shows that in all various form of channels used by the respondents to log a service request, the City of Cape Town has effectively responded to more than 60% of the

requests made by providing the service requested within the expected time frame as stipulated by the Service Level Agreement.

**Figure 6. 12 - Chart showing the number of service request made through different channels, whose service level agreements where exceeded for the replacement of bins**

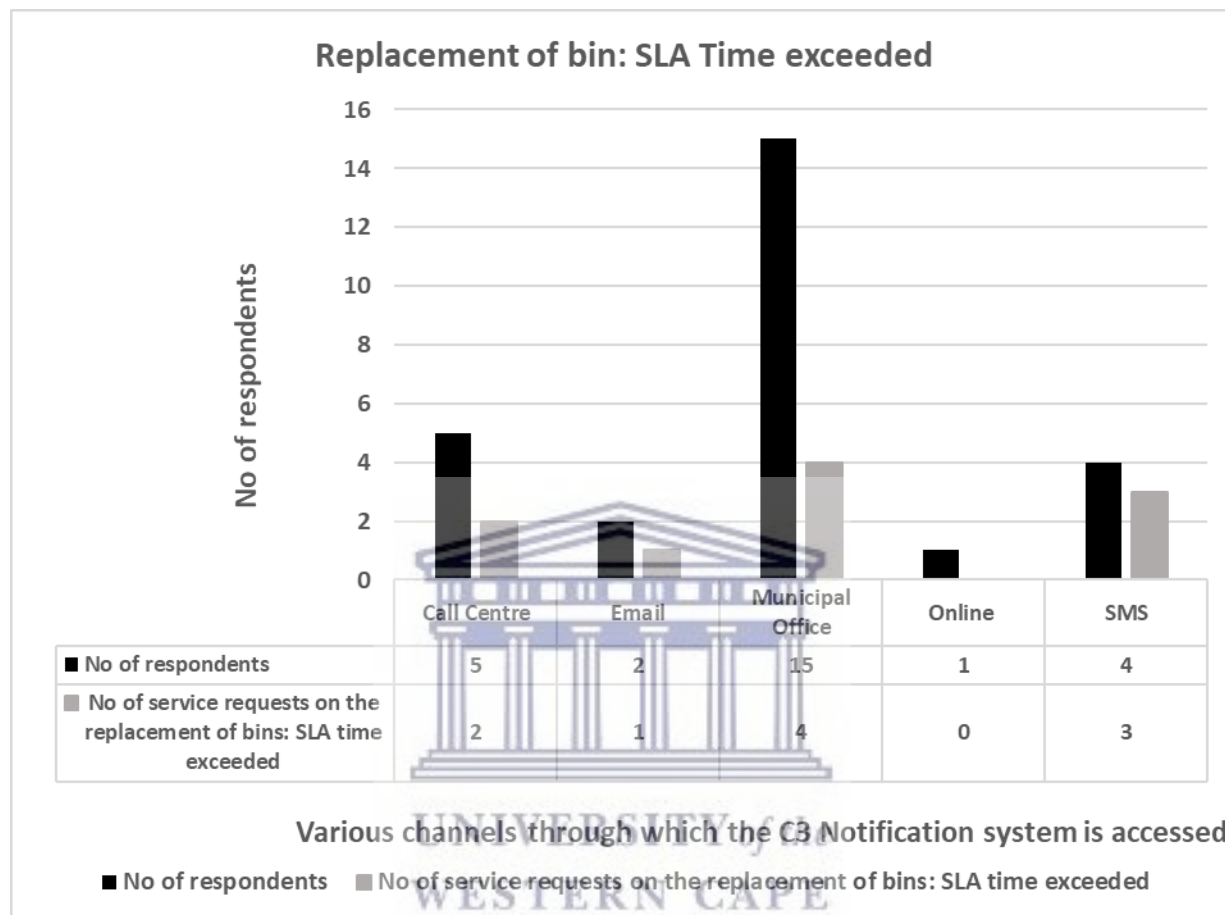


Figure 6.12 on the other hand shows the inability of the City of Cape Town to respond consistently to the service requests of the respondents. The provision of services by government is a task that must be done in a sustainable and consistent manner. The inconsistency of government to provide services is what often results into service delivery protests.

According to literature, developmental local government is described as a government sphere positioned and situated within communities with the sole purpose of adequately responding to the needs and expectations of the community within which it functions. As a result, in as much as more than 60% of the respondent's service requests for bins were met,

governments failure to meet the needs and expectations of the other 37% respondents means that there is a strong need for improvements. is rightly well-defined as a sphere of government located within communities and positioned to suitably respond to local expectations, needs and interests of the communities.

**Figure 6. 13 - Chart showing the number of service requests made through different channels, whose service level agreements were not exceeded for the illegal dumping.**

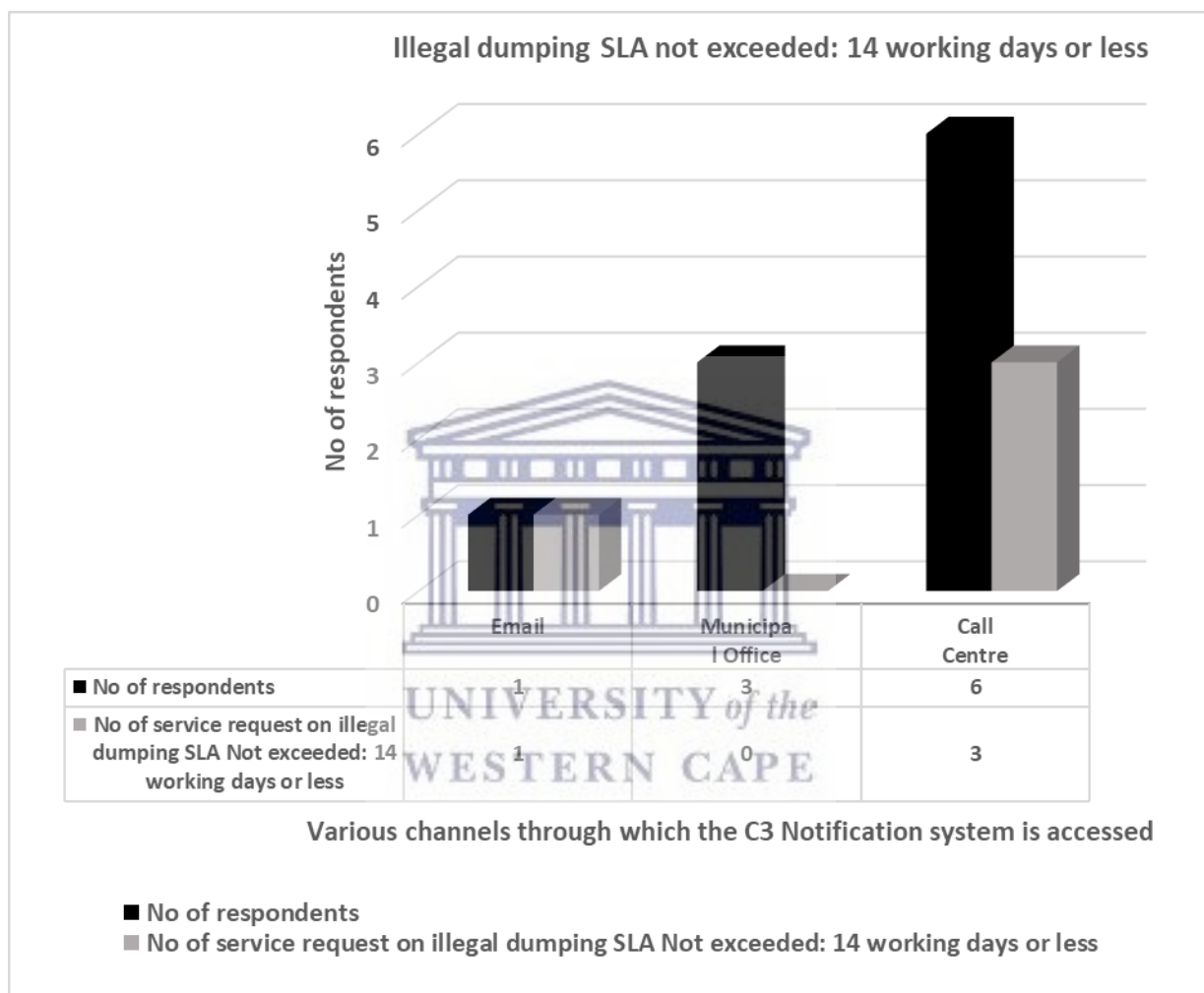
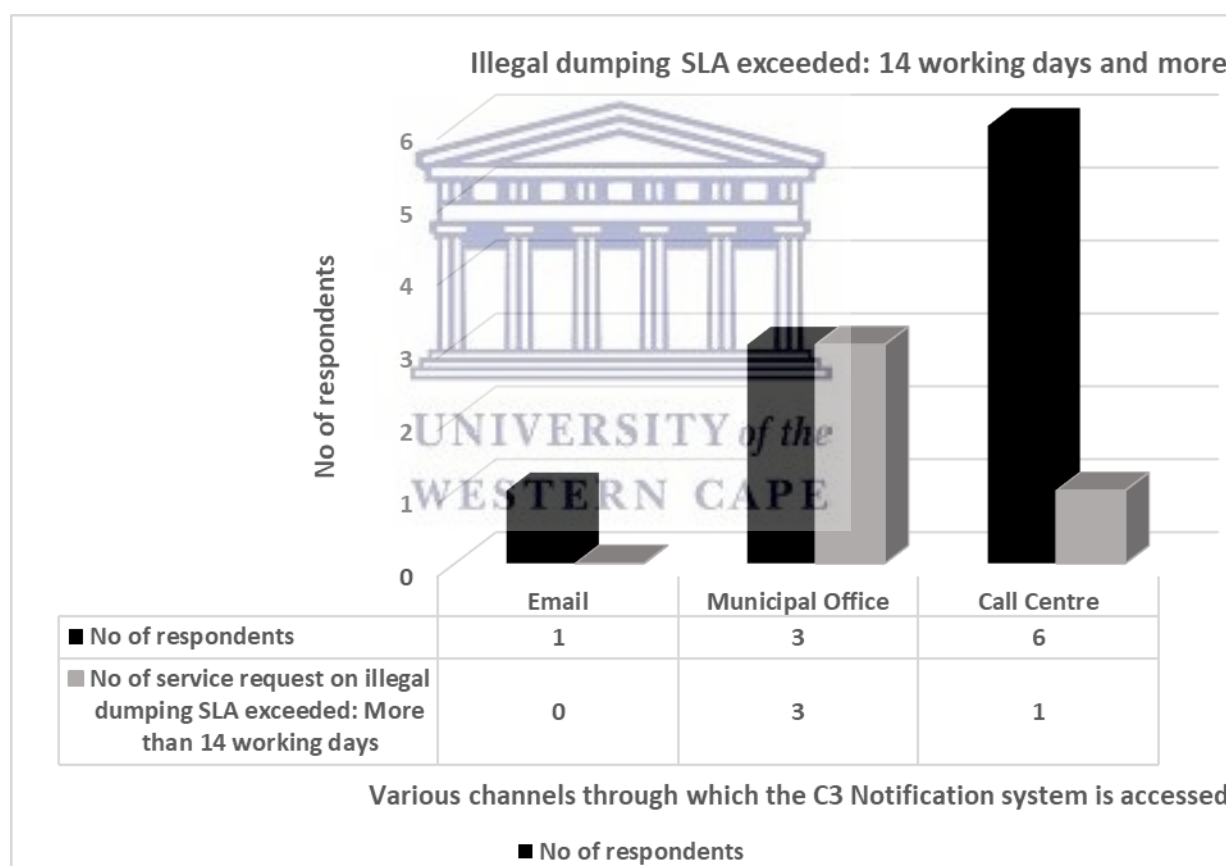


Figure 6.13 above shows that 50% of the service requests made through the Call Centre for the removal of waste were completely done within the agreed SLA. On the other hand, service requests made through the use of the email were effectively carried out within the stipulated time frame. Illegal dumping is a challenge in Site C Khayelitsha. Nshimirimana (2004:14) argues that there is no formal recycling initiative existing or operational within the community. There has been attempts from groups such as the Fairest Cape Association to

establish a recycling operation. In the meantime, other groups such as the Khayelitsha Environmental Action Group have begun to educate residents living within the community about the benefits and importance of recycling and the impact recycling plays in our day-to-day living.

A lot of education and awareness still needs to be done and carried out on how waste poorly managed can impact the environment and vicinity in Site C Khayelitsha. For this to be a huge success, the City of Cape Town needs to continually remain responsive rather than reactive to services. Quality services need to be delivered timeously rather than sporadically.

**Figure 6. 14 - Chart showing the number of service request made through different channels, whose service level agreements were exceeded for the illegal dumping.**

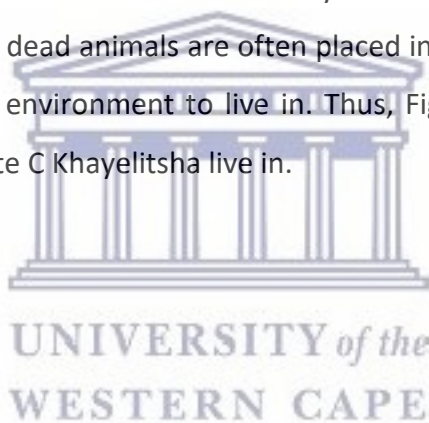


The above chart reflects the various channels through which respondent's logged service requests for the removal of illegal dumping. It more importantly shows that the SLA for all the service requests made through the Municipal Office for the removal of illegal dumping was not obliged to or adhered to by the City of Cape Town. In addition, it also shows that the 17%

of the total number of service requests logged for the removal illegal dumping were not adhered to. Even if this might seem like an improvement, through this channel, the consistency of government in other areas is most desired. According to Jules Nshimirimana, illegal dumping of refuse is a massive challenge in Site C Khayelitsha. The City of Cape Town however has struggled to find a lasting and sustainable solution to this challenge.

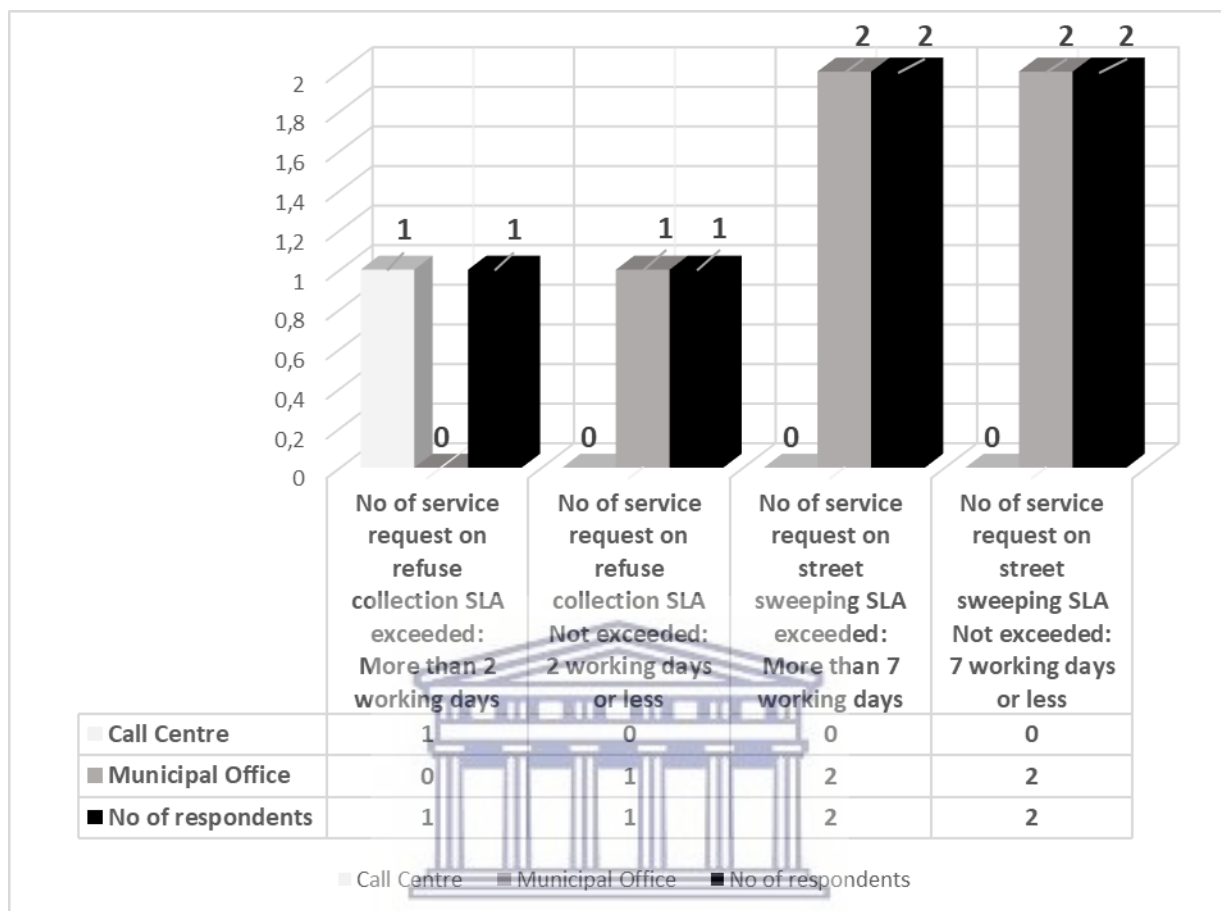
Nshimirimana (2004:14) argues that in informal settlements where trucks have difficulty in accessing informal settlements, big containers or kerbsides are placed in strategic location across the community to ensure easy disposal of waste and easy access for collections by the City twice a week.

Unfortunately, according to Jules Nshimirimana findings, residents in the formal sites in Site C Khayelitsha often do not want the skips or containers placed close to their homes because of the sporadic and irregular collection of the waste by the City of Cape Town. This is also compounded by the fact that, dead animals are often placed in these containers which create an unhygienic and unhealthy environment to live in. Thus, Figure 6.13 depicts some of the reality in which residents in Site C Khayelitsha live in.





**Figure 6. 15 - Chart showing the various service level agreements that were exceeded and not exceeded in respect to the type of service request and the channel used to log the service request.**



According to Table 5 the Integrated Waste Management Policy clearly stipulates the various Service Level Agreement (SLA) for all service requests related to the Department of Waste Management. For service requests made for refuse collection, the maximum response time for the collection of refuse was stipulated as 2 working days. In regards to service requests for the cleaning of streets, it is a function that is associated with litter picking (City of Cape Town Integrated Waste Management Policy, 2006: 40).

As a result, the Service Level Agreement on the cleaning of litter is 7 working days. Figure 6.15 above clearly depicts the number of respondents that logged service requests for street sweeping and refuse collection and if the SLA attached to these service complaints were adhered too. With regards to refuse collection, according to the City of Cape Town’s residential waste management service, it is expected that the removal of refuse, specifically

the door-to-door removal of the 85-litre black plastic bags from each residence in informal settlements such as Site C Khayelitsha is expected to be carried out at least once per week.

In addition, the sweeping of streets is a function that is linked and associated with the function of litter picking, which is the City has a maximum respond time frame of 7 working days. According to Figure 6.15, 4 respondents logged a service request through the call centre and the municipal office for the sweeping of their streets. 2 respondents had their service complaint addressed within the specified response time as stipulated in the SLA.

However, the other 2 respondents who had logged the same service requests had their service complaints resolved months later. In the case of the service requests logged for the removal of refuse, 2 respondents logged this service request. One respondent's service complaint was responded to immediately, while the other respondent's service complaint was not resolved within the stipulated SLA time frame. Yet again, it cannot be clearly said stated or affirmed that the City's response to service complaints or requests are consistent with the SLA agreed upon or stipulated.

It is imperative state that at this point that it is the constitutional right of every citizen to have access to a healthy environment. According to the South African Constitution, section 24 of the Constitution stipulates the right of every citizen to an environment that is healthy (Constitution of the Republic of South Africa 1996:1251). Furthermore, section 156 of the Constitution of the Republic of South Africa further provides a set of outlined executive and legislative local government functions which when read in combination with section 2.4.2 (f) and (i) of the Municipal Systems Act (Act 32 of 2000, as amended), infers and indicates at the least, that a citizen has the right of access to cleaning and refuse removal services, to refuse collection and more importantly to a healthy and safe environment which the City of Cape Town is constitutionally obliged and mandated to honour.

## 6.8 CHALLENGES AND OPPORTUNITIES FACED BY CITY OF CAPE TOWN OFFICIALS IN OPERATING THE C3 NOTIFICATION SYSTEM.

City of Cape Town officials are confronted with several challenges in operating the C3 notification system. These challenges inhibit and affect the timeous delivery of services in communities such as Site C Khayelitsha. In the long run, it ultimately regresses strategies and steps taken to improve service delivery in communities such as Site C Khayelitsha.

### 6.8.1 Unsupervised service request/complaint logged.

These are situations where service requests or complaints are logged by residents without proper guidance or know-how on how the request must be filled. Most times, such situations occur using channels that do not have Municipal agent's on-hand to assist. These channels include, SMS's, emails and service requests made online or through the website. The possibility of filling in the wrong information in the wrong spaces are high; the possibility of sending incomplete information necessary to facilitate the City's response to the service request or complaint are even higher as well. And when inaccurate home addresses, phone numbers and exact location of illegal dumping are sited, are not properly captured by the resident, it affects the City's ability to respond proactively to the service request or complaint.

*“What challenges do I confront personally? The customer logs their own complaints from outside which means not much information is put on. So it means I have to phone the customer, the customer will not pick up his phone because our calls show like it is a Call Centre number and so they do not pick up their phones. So a notification that will take me 2mins, now will take me 1 hour or I might not even be able to finish it because they do not want to pick up. I have to come back to you. The information placed on the notification is not sufficient and incorrect sometimes” (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

However, opportunities lie within these challenges for improvement. The City should improve its communication strategies to residents. Residents should be informed of the information or details required by the City to enable it facilitate its quick response to service complaints or requests. Radio adverts and television adverts can be used to spread the necessary information as well step by step guides on how to use the SMS, emails and online service requests channels should be placed on the City of Cape Town's website and on all its official social media accounts.

### **6.8.2 Incomplete information provided by the client/customer through C3 notification E-services channels**

The greatest challenge which City Officials are confronted by on a day-to-day basis are incomplete information of service requests or complaints that filled out. There is standard information that need to be provided when using the C3 notification system. The full name of the client/customer, the address of the customer, an accurate phone number, an accurate municipal account number needs to be provided, a precise address of where the service request is needed (this is important in for service requests related to illegal dumping) and an affidavit, a case number or a picture of the illegal dumping site or animal carcass, or whatever problem that is confronted by the client/customer needs to be uploaded when using the online service request system. All these are very important details that need to be provided when intending to use a C3 notification e-services channel. However, when this information is incorrectly filled out it adversely affects and slows down the City's ability to respond quickly to the service complaint or request.

*“With the e-services, I just find our policies say for a stolen bin you need to provide a case number or an affidavit in order for us to replace it at no cost. I just find that when people go and log it on e-services, they don't know that they need that. And they don't always provide their contact details to get hold of them. So I just find that a bit challenging to get hold of them. They don't know that they need to upload something, so they carry one with their lives and then they phone you again,*

*where is my bin because I have logged it and then we find out that, it's just been closed because no one knew how to get hold of you. I am in the process of working with ERP to see if I can change that. So that immediately they select stolen bin, it takes them to another screen or put an attachment in or a number in order to proceed with the online notification" (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

Opportunities lie here for improvement as well. The City of Cape Town in the spirit of truly improving service delivery needs to take an aggressive step towards educating residents across the City particularly in disadvantaged communities such as that of Site C Khayelitsha on how to use its e-services proficiently. Workshops needs to be organised to educate residents on the importance of providing not only detailed information when using its e-services but as well as provide accurate information and all relevant documents when using its e-service to enable and facilitate the City's quest to improve the delivery of quality services.

#### **6.9 Assessing the Participatory Nature of the C3 Notification System in Improving Service Delivery within Site C Khayelitsha Community**

The C3 notification is an integrated service requests system that was introduced through the SAP premier product called SAP ERP (Enterprise Resource Planning). According to Powell (2014:1) SAP is an enterprise software that is German owned. It facilitates the effective management of specific business operations and customer relationships within both private and public sector organisations. In 2000, 38 municipalities were merged or amalgamated into one UniCity, a Metropolitan Municipality which was to become known as the City of Cape Town.

After the establishment of the UniCity, the City of Cape Town were faced with the huge task of amalgamating 38 different legacy systems into one single business process management system. This was a huge task the City embarked on, but once successfully implemented, it became known worldwide as the largest and most successful SAP implementation in local

government (Powell, 2014:1). So, the implementation of the SAP was to serve one major purpose, to unify the City's business operations and provide effective management of customer relationships.

*"I think it was basically for a Unicity because we were many then we became one. So it was basically formed to keep everyone under the same umbrella so to speak" (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

As a result, the SAP system now provides the City with a single record of each resident residing in the City. Furthermore, in 2007, SAP system successively revamped and revolutionised the City of Cape Town's capacity to effectively oversee and manage its internal resources through the introduction of an integrated service request called C3 notifications. Before now, complaints taken at the call centres were not monitored, consolidated and tracked. Since its launch, every single service request received are monitored, consolidated and tracked until completion.

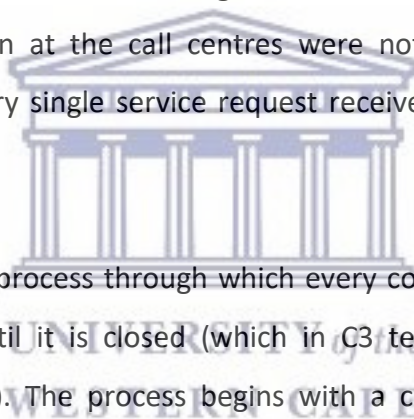


Figure 6.16 below shows the process through which every complaint received by the City of Cape Town goes through until it is closed (which in C3 technical terms means until the complaint logged is resolved). The process begins with a client lodging a service request through a variety of methods or means such as by calling the Call Centre, by sending an email, by logging a service request at a Public Walk-in facility, through the use of the internet and customers can also log service requests with their Councillor and Ward Councillor. Unfortunately, the SMS facility does not work for service requests logged to the Solid Waste Management department. The Call Centre operates on a 24hrs basis.

*"We use our work emails; we've got waste wise user. We get all other complaints using the waste wise user; they can also call the Call Center. We unfortunately do not have the SMS facility" (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

*“So you walk into the walk-in Centre. You can log it on e-services, you can call the Call Center, and you can come into our offices. You can phone your Councillor, your ward Councillor” (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

Immediately the service request is received a notification is created and the customer is given a reference number to that effect. The reference number issued indicates that a C3 notification has been created, which simply means if a customer does not receive a reference number it means a C3 notification was not created. This will invariably make it difficult for the City of Cape Town to respond to such a service request or for the customer to effectively follow-up on the service request made because, there will be no record of such a service request logged. It is therefore important for customers to insist and ensure that they receive a reference number after lodging a service request or complaint.

It is expected that the following information are collected when creating a notification. This information includes the exact nature of the incident being reported, the precise location of where the service is needed and the name of the individual reporting the matter. The information collected from the customer, is digitally routed to the relevant department or depot responsible to resolve the service request. At the depot, the service request is assigned to field workers who ensure that service request or complaint is dealt with timeously and effectively.

The C3 notification system is also designed in such a that the City of Cape Town can measure how long it takes for each service request or complaint logged to be addressed or resolved, as a performance indicator that can clearly tell if there is an improvement in the delivery of services. It also helps in pin pointing problematic areas along the service delivery chain or process that might need to worked on or improved to increase the efficiency and effectiveness of how services could be delivered more timeously and with the right quality.

During this entire process, the service request or complaint appears on the relevant department's work chart for execution and remains open. It is eventually closed when the employee assigned to do the job gets it done. Reports are finally given to Councillors which are linked to the Councillor's score cards which ensure the City remains accountability in its duty to deliver timeous services.

**Figure 6. 16 - C3 Management Process**



Source: City of Cape Town-Department of Solid Waste Management and Cupido (2017:3)



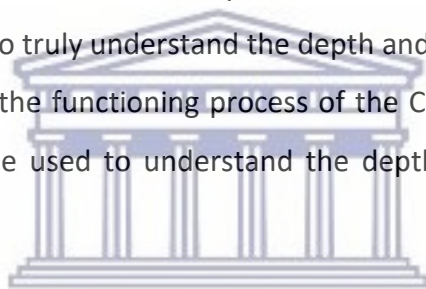


**Diagram 4: Diagram Showing the Various Stages a Service Request/Complaint Goes Through Until It Is Resolved**



Despite this meticulous process of executing service requests logged by residents in Site C Khayelitsha, loop holes still exist that suggest that the C3 notification system is not fully participatory in nature. One important element that suggests this very notion is that, there is no means or point of access on the City's website for the customer or client to track the status of their service request logged. That is, to identify and know what stage in the delivery process the service request logged is currently in or has gotten too. Customers want to know, if it has arrived at the depot, or if it is being sent from the depot to the Foremen on site to execute the service request of complaint.

The only way customers or clients can truly know the status of the service request logged, is only when the customer walks to a Call Centre and presents the reference number issued by the call agent to the customer. Or by sending a follow-up email with the reference number issued to the client/customer to the relevant department; or by presenting the reference number to the municipal officer at the municipal office for follow-up on the service request. Thus, it is imperative for one to truly understand the depth and level of participation users have been allowed to have within the functioning process of the C3 notification system. Arnstein's Ladder of Participation will be used to understand the depth of participation within the C3 notification system.



#### **6.10 ASSESSING THE PARTICIPATORY NATURE OF THE C3 NOTIFICATION SYSTEM THROUGH THE ARNSTEIN'S LADDER OF PARTICIPATION**

According to Arnstein, participation is regarded as citizen power (Arnstein, 1969:216). Participation is an important process that enables the poor and the marginalised to exert significant and substantive influence over the State and its institutions (Nleya, 2011:59). It is for this sole purpose that the process of participation emancipates citizens and provides them with the freedom and fortitude to mobilise, to deliberate and consult, with the solitary objective of being able to change a wide-range of government policies and programmes. Nleya (2011:59) argues that though the marginalised or the poor benefit immensely from participation, the poor's involvement in the participation debate clouds and conceals a lot more than is revealed.

Therefore, to better unpack what seems to be concealed, the best place to begin is to truly understand the concept of participation. Arnstein's ladder of citizen participation is a perfect

place to begin. Arnstein's ladder of citizen participation is a vertical categorized ladder of various levels of participation. Participation on the ladder is grouped into three main levels of participation that is Non-participation, Tokenism and Citizen Power. Grouped into Non-participation is the first two rung of the ladder, are manipulation and therapy, both stages are non-participatory.

Manipulation is a deceptive process of having public meetings, conducting awareness campaigns and conducting surveys with the intention only to fulfil participation requirements but with no true desire and conviction to share power with the poor or see their lives truly improved (Arnstein, 1969:4). It is stage where the public is seen be in active, unaware of the influence they can wield and unaware of the change that occur through their active participation. It is also a stage where the public needs to be educated about how they can effectively participate in the process.

Therapy on the other hand is a misconstrued means of concealing the real intent and objective of altering the behaviour of the poor (Arnstein, 1969:5). It is a process where government investigates, probes or seeks less answers from the exact cause of a problem such as the inconsistency of timeously delivering service but instead direct citizens focus to the concentrate more on the program or system designed to provide services.

Thus, in practice today, manipulation and therapy are linked closely to the situation of the C3 notification system and how it functions in Site C Khayelitsha. Users of the C3 notification system in Khayelitsha are at a stage where they need to be educated on how they can be an active part of monitoring and evaluating the functioning process of the C3 notification system to improve the provision of services to residents in Site C Khayelitsha. And not for the municipality to direct users or customer's attention to the superiority or capability of the C3 notification system to deliver services.

The next three steps are grouped under the level of participation called Tokenism. Participation at these levels are more genuine, however it still does not occur fully. Informing involves the provision of a one-way flow of information around decisions that have been made by those who have the power to make decisions. The next rung is consultation. It is a process though which views and opinions of the public are obtained through public meetings, surveys on attitude and neighbourhood meetings. However, with no certainty and surety that the

contributions or opinions shared by residents in these forums will actually be considered or taken seriously (Arnstein, 1969:6). Finally, placation is the stage at which coerced sacrifices are made by influential people and institutions to ensure they do not give up power, instead monetary rewards are given to appease the citizens rather than fully give up power.

In practice, decisions are made by the City of Cape Town especially around the functioning of the C3 notification system. It is often a top down approach rather than a bottom-up approach. Town-hall meetings and neighbourhood meeting designed to gather public opinion and views around how to improve the delivery of services often results in public opinions being ignored. This has often led to service delivery protests by disgruntled residents and in turn government trying to placate its citizens. Hence, participation does not fully occur at this level in the Arnstein ladder of participation but rather a platform to initiate this process begins.

The final categorised level of participation is Citizen Power. Citizen power comprises firstly of up of Partnership, secondly by Delegated Power and then finally of Citizen Control. The categorised citizen power stage is where the marginalised and the poor begin to have and experience actual citizen power. On the sixth rung of the ladder which is at the partnership stage, the negotiations around joint structures begin between citizens and those that withhold power.

On the next rung of the ladder, the delegated power rung, substantial power and authority are now given to citizens over specific programs and policies (Arnstein, 1969:11). Finally, at the very top of the ladder is where meaningful, true and genuine citizen control takes place. It hardly happens but it is possible. It is stage where power should no longer reside with institutions such as the City of Cape Town but with genuinely with the citizens.

Citizen control is about citizens and other relevant stakeholders working together to achieve a desired outcome. Both are expected to be actively involved in all phases of the intended programme or system to be implemented. From the conception of the program, to the planning and designing of the program, to the formulation of the indicators used to measure the performance of the program, to being actively involved in the implementation of the program to achieve its desired outcome and as well as being actively involved in the continuous evaluation of the programme. In the case of the C3 notification system, the gap missing is that, citizens have not been given the opportunity to be active participants in the continuous

evaluation of the C3 notification system. As a result, SLA's are broken without any form of consequence either to the Municipal official that receives the service request or to the Department responsible for ensuring the service complaint or requested is delivered within the expected period. Power needs to transfer from the City of Cape Town municipality to the citizens. Where citizens individually and collectively have a say on the monthly overall performance of the C3 notification system as well as individuals being able to give real-time feedback on their experiences using the C3 notification system. This way citizen control, which is participation, truly occurs in within the system.

### **6.11 SUMMARY**

This chapter has effectively presented the research findings, analysis and interpretation of the data collected. It has intensively addressed three of the research questions. It described the nature of the C3 notification system; it monitored and evaluated the effectiveness of the C3 Notification system in resolving complaints specifically within Site C Khayelitsha community; and it highlighted the opportunities and challenges faced by City of Cape Town officials in operating the C3 Notification system.

It went further to address themes that emanated from the data collected. It discussed how the functioning of the C3 notification system affects the delivery of services in Site C Khayelitsha. In this chapter, it discussed the residents in Site C Khayelitsha's level of awareness of the C3 notification system. The various types of service requests logged by residents in Site C Khayelitsha as well as the channels through which these service requests where logged were also analysed.

This chapter discussed the importance of monitoring and evaluating the C3 notification system to improve its effectiveness in resolving service request and complaints within the Site C Khayelitsha community. I finally assessed the participatory nature of the C3 notification system in improving service delivery within Site C Khayelitsha community.

# CHAPTER SEVEN

## RECOMMENDATION AND CONCLUSION

### 7.1 INTRODUCTION

Participatory monitoring and evaluation (PM&E) plays a critical role in the success and effectiveness of programs especially when all relevant stakeholders are equally involved in the process. The absence of PM&E or the minimal involvement of one or two stakeholders amongst many that are actively involved in the design and implementation of a program might at first seem negligible, but often or not, it ultimately leads to defining the success of the program.

Most times, such programs are unsuccessful and when such programs are unsuccessful, it means expected outcomes are not accomplished. It is therefore crucial and important that all stakeholders are effectively carried along and provided equal opportunities to be actively involved in the monitoring and evaluation of the program.

Often, those that are direct beneficiaries of the program are often neglected; side lined or though present, are not given ample voice in the monitoring and evaluation of the program; whereas, the ideal situation would be to directly involve the beneficiaries who in turn help mitigate against potential challenges and crises within in the program. Therefore, this chapter will discuss strategies and tools that can used to ensure residents in Site C Khayelitsha take full ownership of the C3 notification system to improve service delivery within their community.

### 7.2 RECOMMENDATIONS

#### 7.2.1 Implementing Participatory Monitoring and Evaluation (PM&E) tools and strategies in the functioning of the C3 notification system.

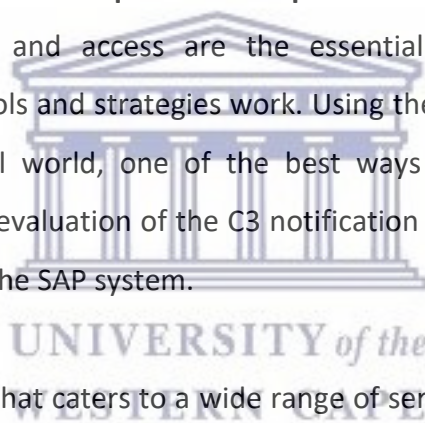
Participatory monitoring and evaluation is vital and key to the sustainability, effectiveness and success of the C3 notification system. The desired outcome for the C3 notification system in Site C Khayelitsha is to improve the delivery of quality services timeously to its residents and participatory monitoring and evaluation is the key solution to this challenge. Through participatory monitoring and evaluation, residents of Site C Khayelitsha can take ownership of

this system and ensure quality services is provided to the community within the expected Service Level Agreement period. It puts the spotlight on accountability and transparency, values that the community will indeed make a corner stone on which the C3 notification and its function will be built.

PM&E makes use of reason and rationality to solve difficulties and challenges. It is done by analysing why some of the programmes intended for the public have failed and why some have succeeded. The community remains the focus of the well-organised methodologies and strategies adopted to execute programmes. Hence, PM&E carries out a unique purpose and task of evaluating the impact of programmes and the resultant effect of these outcomes on the communities.

### **7.2.2 Create a website that shows all open and closed service requests or complaints and the areas where the service requests or complaints are needed.**

Transparency, accountability and access are the essential values to make participatory monitoring and evaluation tools and strategies work. Using these values, productive outcomes can be achieved. In an ideal world, one of the best ways to ensure the community can participate in the continuous evaluation of the C3 notification system would have been to give the community full access to the SAP system.



SAP system is a huge system that caters to a wide range of services that the City of Cape Town provides and can be accessed on one platform. However, this comes with several risks. Amongst these risks are, granting access to the SAP system, means the City of Cape Town risks losing sensitive information through hacking or information provided can be falsified. The information on the SAP system currently generates millions of rands to the coffers of the City.

As a result, granting full access to the community to the SAP system would prove utterly costly and dangerous. Another concern with granting access to the SAP system is the Protection of Personal Information Act (PoPI). The SAP system practically links all service provided by the City to the residents. Hence, it contains a wealth of personal information of residents doing business with the city as well as those requiring services from the City. I am therefore proposing a unique solution. A website should be created in collaboration with residents in Site

C Khayelitsha (and other communities across the City of Cape Town). The website can be linked to current City of Cape Town's website or a link can be created on the current City of Cape Town's website that takes you to an online page that specifically shows only the following information below:

1. The types of service requests or complaints logged.
2. The area where the service request or complaint is needed.
3. It should state if the service request is open or closed.
4. The reference number (This reference number is unique to each customer) is given to the customer when a service complaint or request is made. It should be included on the website page to enable customers identify their service requests on the website page.
5. A detailed description of the status or point where the service requested or complaint is at on the C3 processing chain (as seen in diagram 4 above). So for example, if the service request has been transferred from the Call Centre to the depot, it should indicate right next to the service request "at the depot".

This way, customers can monitor the progress of the service requests that they log. Furthermore, the Protection of Personal Information Act is not violated. It is important that the information provided is linked real time to the various Departments in the City of Cape Town. So that, when service requests or complaints are opened and closed, it is updated automatically on the website, which informs the community real time.

In addition, when the service request or complaint is resolved that is "closed", a SMS confirming that the service quest or complaint has been handled or resolved should be sent to the customer. So that, peradventure the service request logged had been assumed to be resolved and in actual fact has not been resolved, the customer can quickly notify the City of Cape Town, that the service has not been rendered.

This way, residents can follow-up on their service requests or complaints online without having to call the Call Centre or go to a Walk-in Centre to do a follow up. This website can be linked to the City's App's as well as to its various social media platforms. Furthermore, the website should generate monthly statistical data that on the use of the C3 notification system by



residents. Statistical data showing how many requests have been logged each month; data showing how many service requests or complaints has been logged area; the channels used by residents to log service requests or complaints; to enable the City observe which channels available to log complaints are more user friendly to the residents and which channels need to be improved on. The data generated should also reflect the number of requests or complaints closed and still open.

It should also show through the performance scorecard (which is discussed below as one of the recommendations to improve the functioning of the C3 notification system) filled out by the resident, the rate of customer satisfaction and dissatisfaction. The data generated each month can truly help the City of Cape Town improve the service offered through the C3 notification system.

Therefore, it is imperative and essential that these five elements are presented or made available on the website used and accessed by the public. With these five elements, residents can effectively participate in monitoring and evaluating the effectiveness of the C3 notification system to improve the delivery of services provided to each citizen. This solution gives access to the actual day-to-day functioning and effectiveness of the City of Cape Town as an arm of government to deliver efficient and quality service. It shows how efficient the City is in responding to the service delivery demand within the City specifically within Site C Khayelitsha.

Secondly, it provides transparency. Transparency in governance builds trust. The Institute for Democracy in South Africa (IDASA), Social Attitude survey revealed that only 43% South Africans trust the local government (Powell, 2009:13). This will improve the trust rating of citizen about their municipality and its officials and in the long-term build trust between the community and the municipality. The City will do all in its power to respond timeously and effectively to all service requests or complaints, so as not reflect a negative and inefficient image of itself.

Finally, this solution provides and improves accountability. It would be possible to trace and see clearly departments who are slow, unresponsive and rather reactive to the needs of residents in Site C Khayelitsha. Since the community now has ownership of the program, inefficient staffs

can be fired and replaced with more efficient staff. This initiative affirms the City of Cape Town as a Caring City, as an Opportunity City and as an Inclusive City.

### **7.2.3 Performance Scorecards should be linked to each service request or complaint logged.**

According to Frost (2007:1) performance scorecard is simply a prearranged systemized structured and controlled set of performance measures, grouped in accordance to varying facets and features of performance. Scorecards drive optimum performance and point out what exactly is missing. It is an important tool in implementing strategies.

As a result, Performance Scorecards can be used as well to enhance community participation in the functioning of the C3 notification system in Site C Khayelitsha. These scorecards should be linked to the proposed the website. These scorecards should be evaluated through two means. The City of Cape Town provides two major categorised means of logging service requests or complaints. These are through making personal contact with the City via a Call Centre or a Walk-in Centre; and the second via its e-services.

Thus, performance scorecards can be used when logging service requests through any channels provided to improve the functioning of the C3 notification system through data generated from the performance scorecards. This way, the City of Cape Town can ascertain which channel is most effective and which of its channels needs to be improved.

If the service request is logged through a Call Centre or a Walk-in Centre, the scorecard should be filled out over the phone or at the Walk-in Centre after logging the service request or complaint. The scorecards should evaluate the experience of the customer when logging the service request with the Call Agent or with the municipal official at the Walk-in Centre. The scorecard should also be filled out after the service complaint or request has been resolved; and finally the scorecard should also be used to evaluate for quality assurance over the service rendered 3-6months later (depending on the type of service rendered) to measure the quality services rendered by the City of Cape Town.

In cases, where e-services are used such as emails, SMS's and the City's website, the scorecard should evaluate the customers experience using that particular channel to log a complaint. The

scorecard should also evaluate how long it took to be resolved using that channel of logging a service request or complaint; finally, the scorecard should be used to evaluate for quality assurance for the work done or service provided 3-6months later depending on the nature of service rendered.

#### **7.2.4 Surveys**

Surveys are useful tools for PM&E. According to McIntyre (1999:74), surveys are adept at collecting and gathering information, especially from large samples of population. Bell (1996:68) affirms that, surveys are best suited for describing sample compositions from demographic data gathered. Developing surveys for use requires minimal investment and can be easily administered.

The demographic composition of the residents in Site C Khayelitsha is an important information that the City of Cape Town needs every year in order to adequately respond to the growing needs of the community. And as the community responds by taking these surveys, which can be done at the end of each month or done twice every quarter, the community takes ownership of ensuring government are updated consistently about their affairs.

It is also important that residents living within this community have access the overall breakdown of the surveys collected every quarter. This enables residents in the community respond entrepreneurially to the rising needs of neighbours within their communities. So if the survey reveals consistently that there is a high rate of illegal dumping and few contracted companies available to respond to these needs, a member of the community can approach the City of Cape Town to take up the job of clearing the illegal dumping and can as well create more jobs for people residing within the community. Thus, making the results consistently available to residents within the community empowers the community as well.

The Ward councillor needs to do a progress monitoring and reporting survey for Site C Khayelitsha. Since Ward councillors are privy to the functioning of the C3 notification system and have access to check how many service requests are open and closed in their wards. It is imperative that a re-validation survey is conducted monthly. The aim of the re-validation survey would be to assess the following:

- To check if customers are truly satisfied with the services they receive
- To check if there are any deficiencies in the services previously provided
- To check for satisfaction with the functioning of the C3 notification system
- To check if there are any complaints or issues that need to address.

Surveys are best suited for monitoring the degree or point to which outcomes and impacts are being achieved through initiatives that are developmental. Hence, for studying populations, surveys are the best tool to use. For surveys to be useful, skills necessary to design questionnaires and sampling skills are imperative to ensure the data generated from the surveys are useful. It offers an extensive range of research skills (Ile, Allen-Ile and Eresia-Eke, 2012:130).

These surveys should be carried out using a standard questionnaire and administered by an independent team for example a local Non-Profit Organisation. The results obtained should then be used by the City of Cape Town to take corrective steps. Monitoring and evaluation is a continuous process, conducting the re-validation process continuously helps check if the previous corrective measures or actions have been effective or adequate.

#### **7.2.5 AWARENESS CAMPAIGNS AND WORKSHOPS**

Awareness campaigns that teach and inform residents on how the C3 notification works need to take place in Site C Khayelitsha.

*“Some people do not know how to get their complaints across to the City of Cape Town. Some people do not know that if their bins are stolen they need to get a case number from the police Station or an affidavit. Once you get that and it is sent to us, we can replace the bin. Some people think that they need to pay for the bin when it is lost or damaged and some people do not know that there is no cost involved. If your bin is damaged, we replace the bin at no charge because the bin remains the City of Cape Town's property. They are paying for the service and not the bin.*

*There are lots of people who do not know this and therefore need to be educated” (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

Furthermore, residents need to be enlightened on the various forms of channels that exist to log service requests and complaints. In educating residents on how the C3 notification works, it is also imperative that residents are educated as well on the various information needed when logging a service request.

### **7.2.6 CAPACITY BUILDING**

Building capacity within the ranks of the service provider is imperative. There are complaints from the Quality Assurance department who receive the C3's created, say that there are missing details such as phone numbers or home addresses that ought to be provided when the C3's is sent to them but such details are not provided. This slows down the time taken for the City to respond to the service request or complaint or the in some cases the City cannot respond because of core information that are missing.

Staffs working in the quality assurance department say the challenge could like be emanating from the part-time students who employed on shifts to work at the City of Cape Town Call Centres. It might be that they are not adhering to the trainings given to them, or they not following the instruction manual given to them. The instruction manual details all the necessary questions to ask in relation to any service request or complaint. To ensure the right information are generated, necessary to execute the service request or complaint.

*“We are using students most of the time and then they change shifts. With them, the rate of changing different people all the time is actually a challenge because most of the time, they do not train them properly. There is a script (a manual) that they have, that details the questions they need to ask for every service request made. However, either they forget to consult it and miss vital information*

*needed or they try using it and do not know how to use it because they have not been well trained” (Department of Solid Waste Management, City of Cape Town Staff, February 8, 2018).*

The City of Cape Town needs to create a fine balance between part-time workers and full-time staff. The quality assurance department requires accurate and all necessary information to transfer the service request to the depot for action. As a result, it is important that the City of Cape Town needs to hire fewer students than full-time staff and ensure that the few students hired are trained adequately for the task. To ensure that they can handle the various forms of service requests that often always logged.

#### **7.2.7 Replace old vehicles, hire more contractors for informal settlements and ensure contactors do not use old vehicles or machineries to carry out service requests or complaints**

In line with building capacity, the City of Cape Town needs to replace old vehicles, trucks and machineries that are due for replacements, need to be replaced with new ones. Furthermore, contractors using old machineries or vehicles to carry out service requests must be compelled to replace them as well. Inserted within the contracts signed with contractors working in informal settlements must be the City reserves the right to annul this contract if vehicles or machineries beyond 5years are used to carry out the City of Cape Town outsourced services.

This is highly important because, the City’s response to a number of service requests have been delayed for weeks sometimes months or the task not even executed at all, because of an old broken down vehicle or machinery. It is therefore imperative that the City of Cape Town ensures that all vehicles and machineries used by the City and its contractors are in great shape to carry out their duties as at when needed.

### 7.3 SUMMARY

This study has successfully been able to provide answers to all the research questions asked in Chapter 1. The answers provided forms the bedrock of this study. This study sort to monitor and evaluate the participatory nature of the C3 Notification system towards improved service delivery within Site C Khayelitsha community. From the study conducted, for true participation to take place with the use of the C3 notification system, residents in Site C Khayelitsha need to take ownership of the C3 notification system. Participation will not occur at the bottom of the rungs of the ladder (non-participatory and tokenism level as described by Arnstein in work on the ladder of participation) but at the very top.

This is where citizens have absolute power. Power and influence needs to reside with the people (residents of Site C Khayelitsha) and not with the government. Residents of this community need to decide and work together with all relevant stakeholders to design the performance indicators that will be used to measure the effectiveness of the C3 notification system to improve service delivery in Site C Khayelitsha.

This study presented a sound theoretical understanding of Participatory monitoring and evaluation. It was made clear that PM&E is very different from the traditional M&E. With the major difference being that, the people mostly affected by the intended programme, policy or system need to champion the planning process, the design process, the implementation process and more importantly, the continuous monitoring and evaluation process.

It came to light that PM&E empowers the people. And even though new dominant voices and stakeholders might come into the picture with different agendas, an understanding can be reached and conflicts can be skilfully avoided to ensure the collective goal of achieving the desired outcome of the program is achieved.

The nature of the C3 notification was discussed in-depth. The C3 notification system was designed by the City of Cape Town to improve service delivery in Site C Khayelitsha as well as in all other municipalities under the jurisdiction of the City of Cape Town. From the study, the effectiveness of the C3 notification system is centred majorly around three elements. One, the customer receiving a reference number after logging the service request or complaint through

any of the channels provided by the City of Cape Town; two, all necessary information and documents needed is provided by the customer. And the information provided must be accurate; finally, the service request must be resolved within the stipulated Service Level Agreement.

In regards to monitoring and evaluating the effectiveness of the C3 Notification system in resolving complaints specifically within Site C Khayelitsha community. The findings reveal that though the C3 notification system provides several alternatives for customers to easily have access to it. It still possesses some flaws that jeopardises the effectiveness of the system.

Firstly, most respondents in Site C Khayelitsha log their service request or complaints at the municipal office, which might bring into question the effectiveness of e-services in a community such as Site C Khayelitsha.

Secondly, 42% of the total respondents logged their service requests at the Municipal office, while 40% of the total respondents logged their service requests using the Call Centre. Which means that 82% of the total respondents logged their service request at the Municipal office and Call centre respectively. Leaving a meagre 18% using other alternatives to log their service requests. It is important to note here that, the Municipal office and the Call Centres are the only two channels where personal contact (in form of direct eye-to-eye contact and voice-to-voice contact) can be made. The other alternative channels do not have the provision to hear or see the municipal official you are talking to.

This analysis speaks volumes in about the residents living in Site C Khayelitsha. It means access and accountability are the most important values these residents. It also means that the respondents appreciate those values the most. Some of the respondents indicated on their questionnaires that they took the name of the official who took their service request, so that they could mention name of the municipal official or report the municipal official if the service request or complaint was not resolved within the expected period.

In addition, a community with a high rate of protest action and service delivery dissatisfaction. It could be that the trust Site C Khayelitsha residents have in the City of Cape Town has grown thin or it could mean that residents who reside in this community do not trust that the City of



Cape Town will respond speedily through the other channels. And therefore, would rather prefer to see the municipal official and truly express how they truly feel to the municipal officer or call the municipal officer with the hope that their service request will be responded to more speedily.

This study highlighted the opportunities and challenges faced by City of Cape Town officials in operating the C3 Notification system. From the information generated during the interviews, two major challenges emanated. One was that, more awareness on how the C3 notification functions needed to be communicated to residents in Site C Khayelitsha. Secondly, complaints were made about constantly receiving improperly filled service requests or receiving half-filled service requests. Such situations place the City official in a difficult position because the service request has been opened already and might have to be closed without doing the job.

So when the customer calls back to follow-up on why his/her service request that has not been responded to; on the system, it would show as “closed” meaning, the service request or complaint has been resolved. Which often results to having a truly dissatisfied customer. Other times, the City official decides to leave service request “open” hoping that peradventure the client will back again or call back to follow-up on the service request or complaint logged, and then the omitted details or information can be collected from the customer. However, in some cases, such clients only call back much later; and depending on the type of service request logged, when the customer finally calls, the SLA for that service requests might have already been long past its SLA period. This then, reflects badly on the City as negligence.

In the final part of this study, (Chapter 6) recommendations to improve the functioning of the C3 notification system were offered. A website instilling participatory monitoring and evaluation was suggested. A website containing five elements: One, the types of service requests or complaints logged must be stated; two, the area where the service request or complaint is needed must be stated; three, on the website, it should state if the service request is open or closed; four, the reference number given to the customer when the service complaints or requests was made should be included on the page to enable customers identify their service requests on the page; five, the status of the service requested must as seen in diagram 4 above must be presented as well.

These elements will foster citizen participation and ownership of the C3 notification system. It would give control and power to the citizens on the functioning of the C3 notification system. Other elements to facilitate this process were recommended such as surveys and performance scorecards maintain and enhance the performances of the City towards improving service delivery in Site C Khayelitsha. Capacity building was recommended as well as the City and its contractors revitalising its fleet of vehicles and machineries to ultimately improve service delivery in Site C Khayelitsha.



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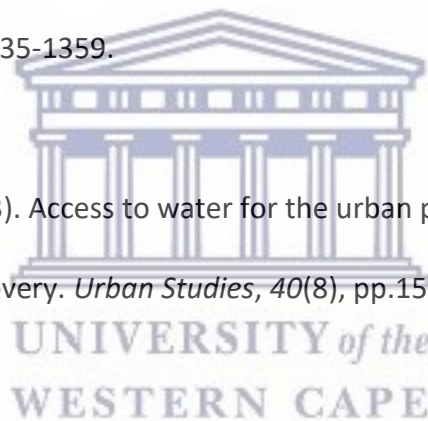
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## Appendix A

### Questionnaire questions for users of the C3 Notification System

1(a) Can you please tell me how old you are?

<b>0-18 years</b>	<b>19-34 years</b>	<b>35-60 years</b>	<b>61 + years</b>
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>

1(b) Gender?

<b>Male</b>	<b>Female</b>
<b>1</b>	<b>2</b>

2. How did you come to know about the C3 Notification System?

.....  
.....

3. Select the type of complaint you logged below:

<b>Blocked storm water drain</b>	<b>Broken Litter Bin</b>	<b>Street light not working</b>
<b>1</b>	<b>2</b>	<b>3</b>

If your complaint is not mentioned above, please specify the type of complaint logged below

.....  
.....

4. How long did it take for the City of Cape Town to resolve the complaint?

.....  
.....

5. Do you think the C3 Notification system is an effective system to improve service delivery?

<b>Yes</b>	<b>No</b>
<b>1</b>	<b>2</b>

6. In your opinion, how would you rate the services which you received from the City of Cape Town through the C3 notification system?

<b>Extremely Dissatisfied</b>	<b>Poor Service with room for improvement</b>	<b>Neutral – No Opinion</b>	<b>Satisfied, but room for improvement</b>	<b>Extremely satisfied – no problems</b>
1	2	3	4	5

7. What alternative channels have you used to log a complaint?

.....  
 .....

8. How long did it take to resolve your complaint through this channel?

.....  
 .....

1. Did you find this channel of lodging complaint more effective than the C3 Notification system?

<b>Yes</b>	<b>No</b>
<b>1</b>	<b>2</b>



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If yes, why?

.....  
 .....

10. How do you hold the City of Cape Town accountable after lodging a complaint?

.....  
 .....

11. Do you have any suggestion on how to improve the C3 Notification system?

.....  
 .....

## Appendix B

### Interview Questions for City of Cape Town officials

1. What factors were considered when designing the C3 Notification system?
2. Was the system piloted in areas similar to that of Site-C Khayelitsha before being rolled out?
3. What was the motivation behind the implementation of the system across the whole of Cape Town including disadvantaged communities?
4. What is the data on the usage of the C3 notification system in Site-C Khayelitsha?
5. How effective is the C3 Notification system in resolving complaints of residents specifically within Site C Khayelitsha as compared to other channels of lodging complaints?
6. How does the department monitor and evaluate the performance of the C3 notification system as a participatory system to improve service delivery?
7. What steps has the department taken to improve the C3 Notification system especially as it applies to poor communities such as Site C Khayelitsha?
8. What other mechanisms are there for citizens to log their complaints?
9. What challenges do you confront in operating the C3 notification system?
10. How does the City of Cape Town intend to make this system participatory for communities such as Site-C Khayelitsha?



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## APPENDIX C

# FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

# SCHOOL OF GOVERNMENT

### CONSENT FORM FOR USERS OF THE C3 NOTIFICATION SYSTEM

**RESEARCH TITLE:** Participatory Monitoring and Evaluation for improved service delivery:  
The case of C3 Notification system in Site C Khayelitsha.

I have read the information presented in the information letter about a study being conducted by **Joshua Ogheneovo Oghenetega** towards the Masters in Administration Programme at the School of Government (SOG) at the University of the Western Cape.

This study has been described to me in a language that I understand and I freely and voluntarily agree to participate. My questions about the study have been answered.

I understand that my identity will not be disclosed and was informed that I may withdraw my consent at any time by advising the student researcher.

With full knowledge of all foregoing, I agree to participate in this study.

Participant Name : \_\_\_\_\_  
Participant Signature : \_\_\_\_\_  
Date : \_\_\_\_\_  
Place : \_\_\_\_\_

Student Researcher : JOSHUA OGHENEVOVO OGHENETEGA  
Student Researcher Signature : \_\_\_\_\_  
Student Number : 3001249  
Mobile Number : 073638964  
Email : 3001249@myuwc.ac.za

I am accountable to my supervisor : PROF. ISIOMA ILE  
School of Government ( SOG )  
Telephone : +27 21 959 3829  
Fax : +27 21 959 3849  
Email : \_iile@myuwc.ac.za





## APPENDIX D

# FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

## SCHOOL OF GOVERNMENT

### PARTICIPATION INFORMATION SHEET FOR USERS OF THE C3 NOTIFICATION SYSTEM

**RESEARCH TITLE:** Participatory Monitoring and Evaluation for improved service delivery: The case of C3 Notification system in Site C Khayelitsha

Dear Participant

You are invited to participate in a research study conducted by **Student Name: Joshua Ogheneovo Oghenetega** and **Student Number: 3001249**. It is in partial completion of the researcher's thesis towards the M.Admin Degree at the School of Government, at the University of the Western Cape.

Before you decide to participate, it is important for you to understand the purpose of the research and what it would entail. Please take time to read the following information carefully and discuss it with others if you wish. If you are unclear of anything, I would be happy to answer any questions you may have.

#### **PURPOSE OF THE STUDY**

The purpose of the study is to monitor and evaluate the participatory nature of the C3 Notification system towards improved service delivery within the Site C Khayelitsha community.

#### **DESCRIPTION OF STUDY AND YOUR INVOLVEMENT**

The study intends to present a sound theoretical base on Participatory Monitoring and Evaluation. It intends to describe the nature of C3 notification system. The C3 notification system is a simple and central business process implemented by the City of Cape Town, through which requests and complaints can be made or lodged and then directed to the appropriate department responsible to provide such a service and resolve such a request. As a result, the C3 notification system provides the City of Cape Town with the opportunity to monitor complaints made up to the points when they are resolved. As a result, this research seeks to

monitor and evaluate the effectiveness of the C3 Notification system in resolving complaints in Site C Khayelitsha community. In addition, it intends to highlight opportunities and challenges faced by City of Cape Town officials in operating the C3 Notification system. It also intends to make recommendations to improve the functioning of the C3 notification system. It is intended that interviews and questionnaires will be used during the course of this research to collect sufficient data to provide recommendations that can efficiently and effectively improve service delivery through the C3 Notification system and other participatory systems that might be implemented in the future.

### **CONFIDENTIALITY**

Your anonymity as a participant will be ensured during the conduct of this research. Any information that can connect the responses to an individual or organisation will remain confidential and will be disclosed only with your permission. Please also note that the results of this study will neither divulge the organization's particulars nor the individual particulars, as to maintain confidentiality at all times. The researcher shall keep all records and tapes of your participation, including a signed consent form which is required from you should you agree to participate in this research study, and locked away at all times.

### **VOLUNTARY PARTICIPATION AND WITHDRAWAL**

Your participation in this research is entirely voluntary, which means that you are free to decline from participation. It is your decision whether or not to take part. If you volunteer to be in this study, you may withdraw at any time without consequences of any kind. If you decide to participate in the study, you are free to withdraw at any time – and without giving a reason. You may also choose not to answer particular questions that are asked in the study. If there is anything that you would prefer not to discuss, please feel free to say so.

### **PAYMENT FOR PARTICIPATION**

There are no costs to the participant for partaking in the study.

### **INFORMED CONSENT**

Your signed consent to participate in this research study is required before I proceed to interview you. I have included the consent form with this information sheet so that you will be able to review the consent form and then decide whether you would like to participate in this study or not.

## QUESTIONS

Should you have further questions or wish to know more, I can be contact as follows:

Student Name : JOSHUA OGHENEOVO OGHENETEGA  
Student Number : 3001249  
Mobile Number : 073 638 9642  
Work Number : 021 959 3169  
Email : 3001249@myuwc.ac.za

I am accountable to my supervisor : Prof. I.U. ILE  
School of Government (SOG) : SENIOR LECTURER  
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## APPENDIX E

# FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

## SCHOOL OF GOVERNMENT

### CONSENT FORM FOR CITY OF CAPE TOWN OFFICIALS

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The case of C3 Notification system in Site C Khayelitsha.

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Participant Signature : \_\_\_\_\_

Date : \_\_\_\_\_

Place : \_\_\_\_\_

Student Researcher : JOSHUA OGHENEVOVO OGHENETEGA

Student Researcher Signature : \_\_\_\_\_

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Mobile Number : 073638964

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I am accountable to my supervisor : PROF. ISIOMA ILE

School of Government ( SOG )

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## APPENDIX F

# FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

## SCHOOL OF GOVERNMENT

### PARTICIPATION INFORMATION SHEET FOR CITY OF CAPETOWN OFFICIALS

**RESEARCH TITLE:** Participatory Monitoring and Evaluation for improved service delivery: The case of C3 Notification system in Site C Khayelitsha

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The purpose of the study is to monitor and evaluate the participatory nature of the C3 Notification system towards improved service delivery within the Site C Khayelitsha community.

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The study intends to present a sound theoretical base on Participatory Monitoring and Evaluation. It intends to describe the nature of C3 notification system. The C3 notification system is a simple and central business process implemented by the City of Cape Town, through which requests and complaints can be made or lodged and then directed to the appropriate department responsible to provide such a service and resolve such a request. As a result, the C3 notification system provides the City of Cape Town with the opportunity to monitor complaints made up to the points when they are resolved. As a result, this research seeks to

monitor and evaluate the effectiveness of the C3 Notification system in resolving complaints in Site C Khayelitsha community. In addition, it intends to highlight opportunities and challenges faced by City of Cape Town officials in operating the C3 Notification system. It also intends to make recommendations to improve the functioning of the C3 notification system. It is intended that interviews and questionnaires will be used during the course of this research to collect sufficient data to provide recommendations that can efficiently and effectively improve service delivery through the C3 Notification system and other participatory systems that might be implemented in the future.

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### **VOLUNTARY PARTICIPATION AND WITHDRAWAL**

Your participation in this research is entirely voluntary, which means that you are free to decline from participation. It is your decision whether or not to take part. If you volunteer to be in this study, you may withdraw at any time without consequences of any kind. If you decide to participate in the study, you are free to withdraw at any time – and without giving a reason. You may also choose not to answer particular questions that are asked in the study. If there is anything that you would prefer not to discuss, please feel free to say so.

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Your signed consent to participate in this research study is required before I proceed to interview you. I have included the consent form with this information sheet so that you will be able to review the consent form and then decide whether you would like to participate in this study or not.

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02 November 2017

Mr JO Oghenetega  
School of Government  
**Faculty of Economic and Management Science**

**Ethics Reference Number:** HS17/4/29

**Project Title:** Participatory monitoring and evaluation for improved service delivery: The case of C3 notification system in Site C Khayelitsha.

**Approval Period:** 02 November 2017 – 02 November 2018

I hereby certify that the Humanities and Social Science Research Ethics Committee of the University of the Western Cape approved the methodology and ethics of the above mentioned research project.

Any amendments, extension or other modifications to the protocol must be submitted to the Ethics Committee for approval. Please remember to submit a progress report in good time for annual renewal.

The Committee must be informed of any serious adverse event and/or termination of the study.

A handwritten signature in black ink that reads 'Josias'.

*Ms Patricia Josias  
Research Ethics Committee Officer  
University of the Western Cape*

**PROVISIONAL REC NUMBER - 130416-049**