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**Public Participation in the Development of One Stop Development
Centres: A Case Study of the Mboza One Stop Development Centre in
UMhlabuyalingana Local Municipality.**

By

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Science (Public Policy) in the College of Humanities, School of Social Sciences at the
University of KwaZulu-Natal, Howard College Campus**

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DECLARATION

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ABSTRACT

The study is an assessment of the KwaZulu-Natal Provincial Government's policy approach regarding the introduction of the Mboza One Stop Development Center (OSDC), an endeavor which is being spearheaded by the Provincial Department of Social Development (DSD). The focus of the study is on the Mboza OSDC, which is based at Mboza (in the uMhlabuyalingana Local Municipality). The study asked numerous questions on topics significant to the development of OSDCs with the aims of speeding up integrated service delivery and decentralizing essential services to poor communities. The study also explored the broad theoretical framework, public participation and policy implementation in context. Public participation is at the center of this enquiry. The study employed both, qualitative and quantitative methods of data collection including fieldwork, interviews and surveys. The data were analysed using the Statistical Package for Social Sciences (SPSS) version 24 and Microsoft Excel was used to create diagrams. The findings of the study in relation to the key issues investigated revealed the relevance of the OSDCs, mostly in the rural areas of KwaZulu-Natal. It was further found that stakeholders had a significant role to play during the development of the Mboza OSDC. The investigation of the levels of participation concentrated on the degree of citizen power exercised and the degree of tokenism. The communities with OSDCs, such as Mboza, enjoy the benefit of having services offered locally at minimal cost. Thus, public participation proved to be fruitful in the development of the Mboza OSDC.

DEDICATION

This dissertation is dedicated to my late father, Mr. Hezekiel Zilumuzi Zungu, who passed away while I was still doing the second year in my undergraduate degree, and my mother, Mrs. Egnatia Ntobizani Zungu, as well my brother, Ntokozo Gabangaye Zungu, and my two sons, Nduduzo and Sizuyise Zungu. Together with all the other members of my family and my friends, they taught me the value of life.

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CHAPTER ONE: INTRODUCTION AND OVERVIEW OF THE STUDY

1.1 Introduction

South Africa is a country in the process of transforming itself in reaction to various major historical events, some of which were adverse to the majority of South Africans in regard to their socio-economic position and well-being. There were extreme disparities amongst the different communities of which the country consists, there was little development, and there were incoherence and vast differences in the standard of the provision of services, especially between urban and rural settings. Numerous policies have recently been determined in response to that situation. The Draft National Policy Framework for Public Participation of 2005 is one such. It is aimed at enhancing and re-integrating public participation in national governance. According to the Draft Policy, public participation should be promoted in order to make development plans and services more relevant to local needs and conditions (Buccus, Hemson, Hicks, & Piper, 2007:30). Its purpose is to empower local communities to take control over their own lives and livelihoods (Buccus *et al.*, 2007). Public participation in South Africa has been therefore infused into various governmental programmes. For instance, the government has expanded the assignments of the Department of Social Development (DSD), as integrated social development perceived to be instrumental in reducing poverty (Tibane and Vermeulen, 2014). Welfare services are to create and provide social protection to the most vulnerable in society through the delivery of such services via provincial government and non-profit organisations (Tibane and Vermeulen, 2014).

The establishment of One Stop Development Centres (OSDCs) is an initiative introduced in 2008 by the KwaZulu-Natal Provincial Government with the aim of bringing integrated social services to needy communities in KwaZulu-Natal. The initiative is being spearheaded by the KwaZulu-Natal Department of Social Development (KZN DSD). There are critical issues that arise in relation to this topic which motivated a study on public participation in the development of the OSDCs. The combinations of public participation and policy implementation theories that form the theoretical framework were used in this research to determine whether; the assumptions of public participation and policy implementation were considered during the development of the OSDCs.

Equally important component of this research was whether the public participation drove the collective service provision through the development of the OSDCs. If assumptions of public participation and policy implementation were applied, to what extent was the question power relations amongst the role players upon decision-making and influence over the development of the OSDCs. This study focusses on the role of public participation in service delivery through the development of such OSDCs. Chapter One provides a general overview of the study. The topics covered in this chapter include the background to the study, the research problem, a description of the importance of the study, and the research objectives and questions, as well as a description of the limitations of the study.

1.2 Background to the study

Soon after 1994, the concept of collective service provision was discussed at the highest level in the South African Government. The concept also featured in the agenda to be pursued by other states. It was in October 1996 that the Community Task Team presented its final report to the state government of South Africa. The report outlined the development of the new policy and a structural framework for South Africa's government information system, which was to apply to all the spheres of government (Republic of South Africa, 1997).

The Community Access Task Team recommended the development of the Government Communication and Information System Department (GCIS). The GCIS was introduced to promote and accelerate the development of Multi-Purpose Information Centres (later termed as Thusong Service Centres) in order to facilitate public access to information. After 1998, when Thabo Mbeki was elected as the head of state, he continued to advocate the idea for the whole of SA. This was done through integrating this policy with the other policy prescripts that were being determined to transform the South African public service as a whole.

At the heart of the Thusong Service Centre Model is the expectation that it would serve as a mechanism to achieve integrated service delivery in line with government's vision of creating a better life for all (Public Service Commission, 2009: 16). "Thusong", being

translated, means “a place to get help or assistance”. The name change from being Multipurpose Centre to Thusong Service Centers was the outcome of impact assessments done by the GCIS that were conducted from 2004 to 2006, and which noted that communities use various names for such centres, based on the services provided. Thus, the local people in the outlying areas of Mbazwana prefer to call their TSC “Home Affairs”. The reason for this could be that they usually visit this TSC for Home Affairs-related services, such as the provision of Identity Documents and Birth Certificates. This might eventually happen to the Mboza OSDC as well, as the two centres are not more than one hundred kilometres apart.

TSCs operate under the national government’s mandate to ensure that services are delivered according to the White Paper on Transforming Public Service Delivery. This was an outcome of the acceptance of the Batho Pele Principles. Batho Pele is a concept borrowed from SeSotho language which means “People First”. It is regarded as a service-oriented principle. The basis of the principle is to be found in the White Paper on Transforming Public Service Delivery that was issued on the 18th of September 1997 by the Department of Public Service and Administration (Republic of South Africa, 1997: 1). Batho Pele specifically addresses how public services should be provided equally to all people in South Africa.

In attempting to discriminate between the TSCs and the OSDCs, one could say that the TSCs put much emphasis on the sustainability of integrated service provision and improved livelihoods. On the other hand, while the OSDCs emphasize service delivery, they also promote developmental initiatives and attempt to have their communities embark on profit-making initiatives. Until recently the OSDCs lacked credibility due to the lack of research demonstrating their viability as a policy implementation approach.

Only two TSCs were built in the uMkhanyakude District. These are the Mbazwana and Jozini TSCs. The Mbazwana TSC is relevant to this piece of work as it is in uMhlabuyalingana Local Municipality. It was launched in 2003 with the aim of simplifying the process relating to applications for and the issuing of identity documents, pensions, and other forms of social grants, and the rendering of services. By 2010 the Mbazwana TSC was housing most of the government’s departments and certain agencies.

Understanding the nature of the Mbazwana TSC helps in understanding the extent to which the notion of collective service provision has undergone change. The nature of the Mbazwana TSC also helps with understanding how it has improved service delivery in the area of uMhlabuyalingana Local Municipality.

The OSDCs are intended to serve as centres that provide a holistic, inclusive, comprehensive and accessible range of social developmental services to marginalized communities with the intention of improving service delivery as well as the quality of life. This is supposed to be done in partnership with all stakeholders through public participation, which includes certain governmental departments and organizations that support the initiative (KZNDSD, 2010). OSDCs also aim to provide sustainable community infrastructural developments (KZNDSD, 2010). This means that the Mboza OSDC should be able to provide comprehensive services, which include assisting locals in obtaining identity documents, birth and death certificates, as well as in receiving and processing social grant applications (KZNDSD, 2010). An expected outcome of the establishment of the Mboza OSDC is improved service delivery. The nature of the Mboza OSDC necessitated the involvement of different stakeholders, who were required to play different roles during the development. It remains pivotal for the DSD to allow for public participation in the development of the Mboza OSDC if it is to reflect local needs.

Delivering services remains the prime responsibility of government. The prioritisation of improved service delivery has also been termed “alternative service delivery”, which is described as involving a re-examination of the core functions of government, which are those functions that only government can and must perform (Crous, 2004). Crous (2004: 143) further states that alternative service delivery involves the transformation of government functions with a view to providing service delivery which is citizen-oriented and citizen-centered.

The continuing realities of poverty, inequality and underdevelopment underscore the need for government to address issues of social and economic development (IDASA, 2010). The introduction of OSDCs has its roots in Chapter 1 of the South African Constitution, which

advocates principles such as human dignity, the achievement of equality and the advancement of human rights and freedoms, along with those other freedoms that are integral components of any democratic system (Republic of South Africa). The public participation, in line with the OSDCs promotes inclusive participation and actively incorporates public inputs on governance issues that remain vital in the democratic arena (IDASA, 2010). It is an important tenet of democratic governance that could possibly improve the state of service delivery (IDASA, 2010). It is therefore important to promote public participation in the development of the Mboza OSDC as it may influence the manner in which the centre operates.

1.3 Statement of the research problem

Public participation is not just a normative concept. It is a practical requirement that has been entrenched in legislation in most modern democracies. The Constitution of the Republic of South Africa, Chapter Seven, section 151 (1) states: municipalities are obliged to encourage the involvement of communities in local government (Republic of South Africa). The Draft National Policy Framework for Public Participation (2005) is a practical example for what the South African government has put in place to enhance public participation, which should be promoted in order to make development plans and the provision of services more relevant to local needs and conditions (*Department of Public Service and Administration, 2005*) Actualizing public participation as per the current legislative framework could address the service delivery needs of South Africa.

Unfortunately, empowering communities to ensure effective and meaningful participation in matters relating to the policy programmes and decision-making has not yet yielded identifiable positive outcomes in SA. The lack of effective public participation could be instrumental in fuelling service delivery protests. Studies conducted on related subjects like Public Participation through ward committees by Mtshali (2016), “The effectiveness of the Fetakgomo Thusong Service Centre in providing government services to the community of Fetakgomo” by Nethathe (2015) and others directed little attention to how public participation could improve service delivery. Furthermore, little attention has been paid to the determination of the levels of participation by communities and citizens, as developed by Arnstein (1969), in relation to improving public service delivery. The role played by

stakeholders and the levels of public participation during the development of the OSDCs are not well understood. This has resulted in a lack of evidenced-based theorisation of public participation during policy implementation.

The general purpose of this case study of the Mboza OSDC is to gain a deeper understanding of the role of public participation in service delivery. In addition, the study should be able to show how public participation could improve service delivery in the Mboza OSDC.

1.4 Rationale for the study

The findings of the investigation and analysis could demonstrate how public participation facilitates and influences the current structure of the OSDC at Mboza in uMhlabuyalinga Local Municipality. Thus, the role of the key stakeholders during the development of the OSDC and the manner in which they have influenced how the OSDC currently operates (its implementation) is crucial to the study and needs to be investigated. It is also necessary to investigate how public participation in the development of the Mboza OSDC was facilitated.

1.5 Research objectives

The research objectives of the study are:

- a. To investigate the role played by different stakeholders during the development of the OSDC at Mboza.
- b. To establish the levels and extent of community participation during the development of the OSDC at Mboza.
- c. To explore the extent to which community participation during the development of the OSDC at Mboza resulted in improved services.
- d. To establish why the communities opted to develop the OSDC at Mboza rather than at the already existing TSC at Mbazwana.

1.6 Research questions

- a. What was the role of stakeholders in the development of the Mboza OSDC?

- b. What were the levels and extent of community participation during the development of the Mboza OSDC?
- c. How has service delivery improved as a result of community participation in the development of the Mboza OSDC?
- d. What made the communities opt for the Mboza OSDC rather than for the services supplied by the already existing TSC at Mbazwana?

1.7 Significance of the study

This study intends to contribute to and broadens the understanding of the concept of public participation in service delivery. Conducting this study is significant, and the intention is to contribute positively and epistemologically to dynamic service delivery in SA. This could be done not only by identifying flaws in current practices but also by making recommendations as to how both the practices and the policy could enhance collective service provision through effective public participation. This study hopes to contribute to the body of knowledge on how service delivery could be improved through the establishment of OSDCs. It could be therefore significant for government departments and agencies, policymakers, Civil Society Organisations (CSOs) and all other role players in service delivery. The study will further assist the spheres of government in South Africa to gain more insight into the role of public participation in policy implementation and the manner in which it could be carefully applied to enhance effective service delivery across South Africa.

1.8 Limitations of the study.

This is the first study conducted on service delivery through OSDCs. The lack of previous academic research conducted on this topic has therefore posed difficulties in terms of finding literature to review that talk directly about OSDCs. It was also a challenge to source relevant literature that could aid in understanding the notion of OSDCs in a broader context. This study concentrates on the Mboza OSDC alone, whilst there are other OSDCs scattered across the province. The unavailability of the participants at particular times was a difficulty which had to be overcome through re-scheduling the appointments. Finally, the participants were from different far-flung areas such as Pietermaritzburg or were in

Umhlabuyalingana Local Municipality as well as at Mboza, which meant that time and resources had to be consumed to keep the fieldwork going.

1.9 The structure of the dissertation.

Following this introductory chapter, Chapter Two outlines the theories that underpin this study. These are policy implementation and public participation theories. The chapter also contextualizes the OSDCs through surveying historical accounts from 1994. Chapter Three presents the research methodology and all other key considerations that have to do with the presentation of the findings. The concepts informing the research and the methods of data collection and analysis is also be presented. Chapter Four presents the findings per each research question in the context of the relevant theories. Lastly, Chapter Five presents the conclusions, the recommendations, the implications of the research, and suggestions for future studies.

CHAPTER TWO: THE THEORETICAL AND CONCEPTUAL FRAMEWORKS

2.1 Introduction

The prime objective of this chapter is to present the conceptual framework underpinning the study. The chapter presents the two theories informing the nature of the study, which are policy implementation and public participation. The benefits of public participation as a way of improving service delivery through OSDCs are also discussed in this chapter.

2.2 Defining policy implementation

Sabatier (1986: 34) defines policy implementation as the carrying out of a basic policy decision, usually incorporated in a statute, but which can also take the form of important executive orders or court decisions. Policy implementation can also be defined in terms of the output or extent to which programmatic goals have been satisfied (Paudel, 2009). The importance of policy implementation lies in understanding the implementation ground versus the environmental factors, and the stages of implementation of that particular policy. The methodology used in implementation may also cause problems with service delivery. The OSDCs were established to speed up integrated service provision, so it is essential to understand the implementation sites where the OSDCs are being built. In the case of this study, the methodology used to generate the data parallels the main theory, which is public participation.

2.3 Generations in implementation research: policy implementation theories

The discourse of policy implementation could be dated back more than forty years. It was around the 1970's when Pressman and Wildavsky substantiated the argument raised in 1951 by Harold Laswell on the existence of seven stages in the policy process: intelligence, promotion, prescription, invocation, application, termination and appraisal (Pressman and Wildavsky, 1973). The prolonged discourse on policy implementation resulted in what is being termed the “generations of implementation debate”. There are three different generations of researchers into policy implementation that are discussed in this study. They

are still relevant for research studies that aim to look at the competing ideologies for service delivery initiatives. In this case, with service delivery improving since the establishment of the Mboza OSDC, it would be interesting to know whether the OSDC was imposed on the community, whether it was the idea of the Department of Social Development, or whether it just happened to accord with what the Mboza community was aspiring for. Perhaps it was the community that presented the proposal to the department for the development of the Mboza OSDC.

2.3.1 First generation: implementation research

The first generation of researchers understood that implementation would happen automatically upon the formulation of appropriate policy, in a mechanical manner premised on three concepts: organisational hierarchy, the discrete nature of politics and the administration thereof, and efficiency (Najam, 1995). Cloete and Wissink (2000: 37) agree that the “first generation in implementation research assumed that implementation will just take place automatically once appropriate policies have been authoritatively proclaimed”. The “top-down” perspective informed many of the first generation of implementation studies. It is important to understand the implementation method applied by the role players during the development of the Mboza OSDC in order to determine whether it was a top-down or any other policy implementation approach that was used.

Najam (1995: 36) outlines the three concepts that were presented prior to the first generation of implementation research. The first was a Weberian framework of the ideal bureaucracy's being a firmly ordered “system” with a highly rational, legalistic, authoritarian, and hierarchical structure, where a small group of decision makers at the top create policy, and subordinates at the bottom dutifully carry it out (Najam, 1995). The Weberian framework relies on a top-down approach in which little emphasis is placed on developing policy network and policy coordination. If applied in the establishment of the Mboza OSDC, it would have meant no involvement of structures or groups except the main stakeholder, which would have been the DSD. But the context should determine the mode of implementation, failing which there could be the possibility that the intended

beneficiaries of the policy would strongly oppose its implementation. In South Africa, this could result in service delivery protests. The second of Najam's points is that Woodrow Wilson, in an influential 1887 paper on the subject, put forward the thesis that policy formulation and policy implementation are - and should be - two separate and distinct activities, with the latter being neutral, professionalized, and non-political (Najam, 1995).

The third is made by reference to Frederick Taylor's influential work, *The Principle of Scientific Management*, which provides the rationale for adopting "efficiency" as the basic criterion for evaluating administrative performance. The resulting "rational" model is based on three concepts: organizational hierarchy, its separation from politics, and efficiency. For precisely these reasons, it minimizes the significance of implementation (Najam, 1995). In response to this argument Nxumalo (2015) maintains that implementation is always linked to specific policies as direct responses to social problems (Nxumalo, 2015).

2.3.2 Second generation: implementation research.

The second generation of researchers advocated a bottom-up approach as an alternative analytical frame. This preference was based on the premise that there is a "circular relationship" in the three policy environments, namely policy formation, policy implementation and policy evaluation. Their approach was, therefore, termed the "principle of circularity". (The concept is defined below.) The focus of the second generation was on the policy network and systems in so far as they could produce the desired outcomes, rather than on the hierarchical orders. Lipsky (1980) then introduced the concept of "street-level bureaucrats". The description and the roles of the formulators as against that of the implementers were not carefully unpacked by the "top downers", or to describe the policy deliberation platform they would share. Therefore, the bottom up perspectives suggests that implementation method is not only necessary to include elements of public participation during the implementation process, but even at the formulation stages.

Whilst the top-down and bottom-up approaches continue to enjoy centre stage in policy implementation theory, there have been calls for developing policy implementation even further. Rein (1978: 40) indirectly contested the hierarchical norms of the top-down

approach through proposing the principle of circularity. This implementation theory describes a system of functional environments, each of which contains a variety of factors and arenas and is further connected to others by various communication and compliance linkages (Cloete and Wissink, 2000). This theory advocates clear communication and consultation between the formulators and implementers of a policy.

Elmore (1979: 41) further argues for forward mapping as an analytic strategy to reinforce the pathologies of hierarchy. Elmore's argument reiterates the importance of ensuring that there are progressive relationships between the policy-makers, the political principals, the public and all officials during implementation. The forward-mapping theory places much emphasis on the future directions anticipated by the policy makers for policy implementation. In relation to the OSDCs, forward mapping calls for clear and precise projections of what needs to be achieved through the development of the OSDCs. However, forward mapping calls for policymakers to implement policies without consulting the local stakeholders. Forward mapping is aligned with the top-down approach.

Backward mapping is also important when considering policy implementation, as it concentrates on the last possible stages of policy formulation before embarking on the actual implementation. Elmore (1979: 41) argues that it arises not from the beginning of the implementation process but at the last possible stage. More precisely, the last possible stage is defined as the point at which administrative actions intersect with private choices (Elmore, 1979). This suggests that the policy-making process in this regard does not begin where the problem to be addressed has been identified but goes back to the point of the last possible activities and ideas of a similar statement of intent or a policy programme. In relation to this study, the KZN DSD considered involving different stakeholders, particularly the local stakeholders as part of the group involved in the development and implementation of the Mboza OSDC.

2.3.3 Third generation: implementation research

The third generation of researchers sought a synthesis between the top-down and the bottom-up approaches and came up with the synthesized approach to implementation. Cloete and De Coning (2006: 170) support those who perceived implementation as being

complex, dynamic and multi-level and involving a multitude of actors who would be influenced by the content and context of the policy being implemented.

The 1970s theory of “Process Modelling” unpacked the top-down approach to policy implementation (Sabatier, 1986: 34). This is sometimes understood as the synthesized approach to policy implementation. In more detail, it suggests that implementation should be guided by the following questions: to what extent were the actions of the implementing officials and target groups consistent with the policy decisions? What were the principal factors affecting the policy outputs and impacts, both those relevant to the official policy as well as other politically significant ones? How was the policy reformulated over time on the basis of experience? To what extent were the objectives attained over time, i.e. to what extent were the impacts consistent with the objectives? (Sabatier, 1986) Sabatier’s process modelling takes into account the environment in which the policy is to be implemented and considers other key forces that might have a direct influence on the overall implementation. The OSDCs operating within the province of KwaZulu-Natal are located in different districts. This suggests that even though the OSDCs are subject to the overall provincial policy approach, the particular context should also be taken into account when it comes to implementation.

2.4 Approaches to policy implementation

This section describes public policy approaches that may affect the application of the theories presented above. Only two public policy approaches will receive attention in this chapter. These are the elite and pluralist approaches.

2.4.1 Elite approach

According to Michels (1915: 44), the elite theory has to do with the source of the malfunctioning of democracy today, in particular, the domination of the leadership over society and popular organizations. The power elite are solitary rulers, advisers, and consultants, spokesmen and opinion-makers who are often the captains of higher thought (Mills, 1981). Higley (1992: 45) defines the elite as persons who are able, by virtue of their

strategic positions in powerful organizations, to affect national political outcomes regularly and substantially. The elites are the principal decision makers in the largest or most resource-rich political, governmental, economic, military, professional, communications, and cultural organizations and movements in society (Higley and Gunther, 1992). Elite theory points out how small elite groups lead large groups of followers (Cloete and Wissink, 2000). Nkala (2014) supports Anderson (1997) in saying that elites have relative consensus on the values that should guide society, and public policy reflects this consensus but not the demands of the masses (Nkala, 2014). Generally, the behavior of the elites may render mass public participation irrelevant, which can result in the interests of the general public not being represented during the policy implementation phase. This study will attempt to establish if this approach was applied during the development of the Mboza OSDC. Were the decisions taken in consultation with the general community and other stakeholders with an interest in the service delivery, or were they not?

2.4.2 Pluralist approach

Anderson (1982: 73) argues that the main agents for policy change are the interest groups. The broad component of pluralism is the availability and the activity of these pressure groups which link the general population and the policy-makers; and the importance of a group determines its contribution to the policy (Hanekom *et al.*, 1990). The theory assumes that all parties involved in the development of a policy should have equal status and recognition in terms of influencing the outcomes. Pluralists argue that policy-making should not be dominated by single groups because the even distribution of power produces better outcomes (Nkala, 2014). It may be deduced from the above arguments that the pluralists are in support of the active public participation of different interests groups such as private groups, political organizations and ordinary people on the ground, all of which should be encouraged to influence policy decisions. This study will interrogate the involvement of the general community and of pressure groups, their roles and levels of participation, during the development of the Mboza OSDC.

2.5 Conceptualising public participation

Yee (2010: 185) defines public participation as a phenomenon that allows persons or groups who are directly or indirectly affected by a project, as well as those who may have an

interest in a project and/or the ability to influence its outcome, to do so either positively or negatively. The greatest possible participation in public decision making can be secured by the acceptance of the principle that each and every citizen of the country has the democratic right to participate in decision making in all those areas that influence his or her life, and this includes almost all government activities (Gildenhuis and Knipe, 2000). In South Africa participation is supposed to be exercised in line with the broad concept of participatory democracy, which in this context is to be understood as a collective decision-making process which encompasses the other forms of democracy - direct and representative (Aragonès and Sánchez-Pagés, 2005). Participatory democracy acknowledges the power of all citizens, who are thus able to directly influence policy decisions and to hold elected leaders accountable.

Public participation cannot be viewed as the only mode of involving stakeholders or the masses in policy-related decisions, but it should be viewed as the most effective mode when compared with other modes such as press releases, to mention but one. Again, the context should also determine what mode is required and what needs to be tabled through the available communication avenues. Literacy and knowledge rates are also paramount in such considerations. In some contexts, community participation can be nurtured to an extent through making press releases to communicate the results of major stakeholder meetings (Jäger and Zakharova, 2014).

2.5.1 Principles of public participation

Public participation is the broad concept and cannot be applied in practice without understanding the context in which implementation needs to take place. Public participation forms the broader component of participatory democracy (Aragonès and Sánchez-Pagés, 2005). The principles of public participation, in this case, involve accountability, equality, tolerance and transparency.

Accountability is the most important aspect of public participation. This suggests that, through public participation, the government must be answerable to the people for its actions. The other important principles of public participation that are important to this study are equality, tolerance and transparency. Equality in this context means the

incorporation of the diverse interests and cultures of the community in the development process, and disengaging from the support of any effort that is likely to adversely affect the disadvantaged members of a community (Diamond, 1999). Tolerance suggests the engagement of community members in learning and understanding community issues, and the economic, social, environmental, political, psychological, and other impacts of the associated courses of action (Diamond, 1999). Tolerance also allows for the democratic rights of minorities to be protected and for government to serve all people equally, whilst everyone may be able to express views and to align with any political, religious and civil formations by choice (Diamond, 1999). Lastly, transparency is essential to public participation. Coglianese *et al* (2008: 188) refer to transparency as being the public's ability to access information held by government rule-makers as well as information about their decision making. Transparency and public participation represent two features of the rule-making process that can enhance its quality and legitimacy (Coglianese *et al.*, 2008).

The next section analyses the theory of public participation and differentiates it from community participation.

2.5.2 Public participation versus community participation

Public participation and community participation are concepts that are used interchangeably without clear dividing lines. Smith (2003b; 26) argues that public participation is supposed to involve “forums for exchange that are organized for the purpose of facilitating communication between government, citizens, stakeholders, interest groups and businesses regarding a specific decision or problem”. Community participation means that communities are playing an active part in and have a significant degree of power and influence over the decision making processes (Burns and Grove, 1997b). The two definitions are very important and are helpful in participation-based discussions and analyses. Public participation and community participation are usually defined as concepts that advocate the involvement or representation of the beneficiaries of service provision in developmental issues. The broad essence of the two concepts might be similar, but public participation is often larger in scope, having to do with services provided by government's public policy programmes. This assertion is supported by the Constitution of the Republic

of South Africa, Act 108 of 1996, and other pieces of legislation, as cited by Buccus and others (2005), where it is argued that South Africa allows for politically elected individuals to facilitate forms of public participation through public consultation by the national and provincial legislatures (Buccus *et al.*, 2007).

In contrast, community participation seeks to involve the community in specific projects where the beneficiaries are in particular vicinity. The argument above is substantiated by Mnarana (2010: 29), who argues that community involvement ranges from participation in activities defined by outsiders to the management and ownership of activities developed primarily by the community members themselves. As against community participation, public participation is categorised into popular and stakeholder participation (Buccus *et al.*, 2007). Popular participation refers to the manner in which poor and marginalized individuals and communities may participate in governance with the intention of benefitting from positive developments (Buccus *et al.*, 2007), whilst stakeholder participation includes not only individuals and communities but also those who can obviously affect the outcomes of a development, such as government officials or representatives of non-governmental organizations (NGOs) (Buccus *et al.*, 2007). The current study, therefore, features forms of public participation, meaning stakeholder and popular participation, rather than community participation.

2.5.3 The rung ladder in public participation.

This study draws on the work by Arnstein (1969) on the rung ladder of participation to make an argument that public participation is critical in improving service delivery. The major part of the discussion is about the manner in which different role players at different levels could facilitate public participation. This theory assisted the researcher in developing a more nuanced analysis of the roles played by the stakeholders and their levels of participation.

The theory of public participation has received considerable attention from different scholars, such as Wilcox (1999), who viewed such participation as an activity that should relate to the “participation rung ladder” model (Wilcox, 1999). The model below presents the levels of public participation in decision making.

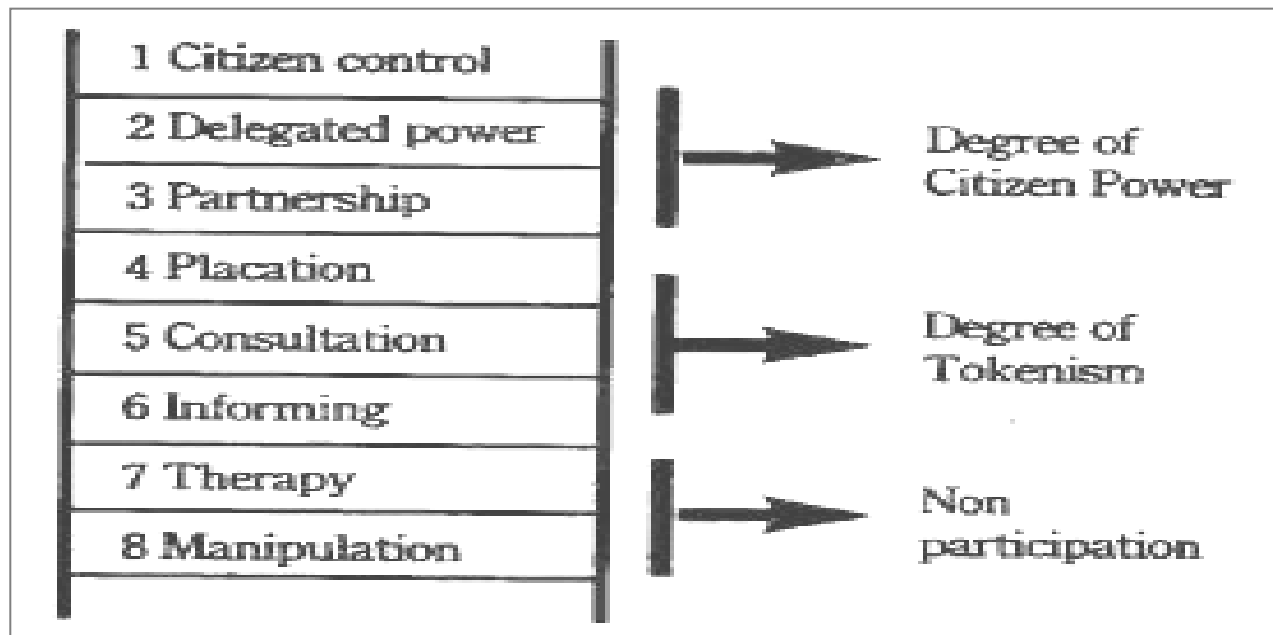


Figure 2.1 The rung ladder in citizen participation (Wilcox, 1999:217)

a) Degree of citizen power

Figure 2.1 presents the different activities aligned with the participatory levels. The top of the ladder, which is the degree of citizen power, incorporates the three steps of the ladder, which are citizen control, delegated power, and partnerships. Kings *et al* (2009: 31) argue that people in general simply demand a degree of power and control which guarantees that they can govern a programme or an institution, be in full charge of policy and its managerial aspects, and be able to negotiate the conditions under which “outsiders” may change them. With respect to the Mboza OSDC, there are Centre Committees that are representatives of the community groupings in the area surrounding the Centre. Therefore, the theoretical argument above presented by Arnstein (1969) and cited by Wilcox (1999), (the ladder of participation) helps in the analysis of the relationship with the stakeholders that partnered with the officials in discussing the development and the operation of the actual OSDC at Mboza.

b) The degree of tokenism.

Tokenism may be thought of as paying lip-service to the concept of public participation while actually excluding groups of people from real power-sharing, especially those who are already marginalized, such as the poor (King *et al.*, 2009). In terms of the rung ladder presented above, the degree of tokenism is divided into three categories, namely placation, consultation and informing. Even within the practice of tokenism, the degrees of participation differ as per each of the three categories. For instance, placation is put on a higher rung, as it allows for poor people to advise but continues to reserve the power to make decisions to those who hold official power (Arnstein, 1969). Consultation and informing are two other forms of tokenism on the middle rungs of the ladder. Citizens may hear or be heard, but there is no assurance that their submissions will be taken seriously by those who hold real power (Arnstein, 1969). In this study, establishing the degree of tokenism is essential to assessing the levels of participation by the stakeholders during the development of the Mboza OSDC, and the degree to which its implementation was responsive to public participation.

c) Degree of non-participation

The bottom of the ladder of participation, representing manipulation, refers to actions which are designed to rubber-stamp the decisions of officials by engineering spurious public support for them (Arnstein, 1969). With “therapy”, the focus is on changing the position of the citizens rather than on allowing them to engage with procedures. According to Arnstein (1969: 33), therapy should be on the lowest rung of the citizen participation ladder because it is both dishonest and arrogant. In this case, assessing the degree of non-participation assisted this researcher in the understanding of whether or not public participation was really a feature of the implementation phase and development of the Mboza OSDC.

2.5.4 Methods of involvement in public participation

Figure 2.2 presents the methods or the degree of involvement relating to public participation. The methods of involvement are simplified and clustered into three broad areas.



Figure 2.2 Methods of involvement in public participation

Source: Stakeholder involvement methods. Based on Davidson (1998); by (Jäger and Zakharova, 2014)

The methods of involvement in public participation vary, as determined by the question that needs to be addressed. The question of who you want to engage depends on your project parameters (DPSA, 2008).

a) Consensus conferences

A consensus conference is a tool of participatory assessment that brings together knowledgeable citizens and specialists in a unique format that enables the development of informed interpretations (Andersen and Jæger, 1999). This is a mechanism to facilitate the exchange of ideas amongst citizens as well as between citizens and experts, which should result in an informed conclusion arrived at, on the basis of these interactions (Andersen and Jæger, 1999). Consensus conferences are an effective form of public participation since they allow for engagement by knowledgeable and well-informed role players, and hence could be placed high on the ladder of public participation.

b) Citizens' juries/task forces

Matshe (2009, 181) defines a citizens' jury as a group of citizens representing a certain population brought together to consider a particular issue defined by a local authority. In the case of public participation in the development at Mboza, the committee should have allowed for members of different community groupings to be represented in the Centre Committees.

c) Public meetings/ gatherings

The public meeting usually involves a speaker or panel giving a presentation, followed by a question and answer session on policy matters (Babooa, 2008). Public meetings offer an opportunity for anyone with an interest in the subject of the consultation to express his or her concerns and gain a broader perspective of the matter at hand in a short period of time (Yee, 2010). The most common form of gathering in the South African context is *izimbizo*¹. According to Hartslief (2005: 1), the term *izimbizo* derives from the South African Zulu language, meaning “gathering”. *Izimbizo* should be a planned event (Hartslief, 2005). They are common in all spheres of South African government, in the form of Presidential, Premiers’ or Mayoral Imbizos. They drive public participation, allowing for interaction between the governors and the governed. In the context of the OSDCs and on the basis of the public meetings, the government needed to facilitate presentations to the communities affected by the development of Mboza OSDC.

d) Advisory committees

Long and Beierle (1999: 183) describe the advisory committees as the mechanism of involving various groups outside of government in decision making. The advisory committee should play a significant public relations role in promoting the notion of public participation. When conceptualising the OSDC, the key role player during the development

¹ Izimbizo is the isiZulu name for a “gathering” most commonly practised by the government in South Africa to promote public participation.

of the OSDCs should have been the advisory committee, which, amongst other tasks, should have advised on what would constitute an adequate mode of public participation during the development of the OSDCs.

e) Public participation forums

Public participation forums are mechanisms to facilitate public participation (Smith and Vawda, 2003). During the public participation forums, a facilitator spearheads the discussions relating to the public participation theme (Smith and Vawda, 2003). The prime purpose of having such a forum lies in enabling the involvement of the people who are to be affected by the policy programme (Smith and Vawda, 2003). In the case of the development of the Mboza OSDC, it would have been possible to have a facilitator to conduct the forums during the development of the centre, to allow public participation.

f) Public participation publications

Publication within the scope of public participation, in this case, relates to the issuing of promotional material, strategy documents and information brochures about the services to be offered. Publications as a mechanism of public participation set out the issue for discussion, allow for inputs, and also allow for feedback (Mathe, 2002). Examples of publications include leaflets, expert views, press releases, media campaigns and information stands (Mathe, 2002). In relation to the development of the Mboza OSDC such publications may have been used either as a communication mechanism or for inviting the stakeholders to the central venue, or perhaps leaflets could have been distributed at central points where they would have been accessible to interested parties.

g) Open house meetings

According to the Office of the Deputy Prime Minister of the UK (2002: 193), open house meetings are visioning exercises and are one item in the range of methods used to ensure public participation, which includes focus groups, opinion polls, surveys, interviews, and referendums. The format is structured to allow for informal, one-on-one interactions

between the public and staff on various themes. A formal introductory presentation may or may not be given at the beginning of an open house meeting, but key role players in the matter should be available to respond to questions that may be asked. In the case of the Mboza OSDC the use of this mechanism would have allowed the Department of Social Development to enable public participation. Staff from the department would have had to be available to respond to questions during the course of the meetings. Open house meetings may allow one-on-one engagements with public or representatives to cover the wide range of information that is canvassed in questionnaires and possibly to identify emerging issues not previously considered (Smith, 2003a).

h) Public hearings

According to Babooa (2008: 38), public hearings are traditional methods of seeking the public's views on a particular issue or facilitating debate on broad matters. A public hearing is an official proceeding of a governmental body or officer, during which the public is accorded the right to be heard (Cuomo and Perales, 2012). This form of hearing gives members of the public an opportunity to express their views and ask questions on public policy issues. Public hearings are held prior to the enactment of a law or before the implementation of public policy (Babooa, 2008). Extrapolating from the above, public hearings are not like public meetings, where there is interaction, where questions are asked and answers given, but are only hearings. That said, to determine the need of the area to be served by the OSDC at Mboza the government could have touched base with this form of hearing to allow community members to have direct interaction with the stakeholders and spearhead the process.

i) Committee meetings

Another form of participation is the committee meeting. These meetings often serve several different functions such as governance, co-ordination, research, and arriving at recommendations (Babooa, 2008). The anticipation in this regard is that government should have maybe facilitated or mandated the election of committees in order to represent the mass community in deliberating the issues, in this instance, around the development of the

OSDC. If there had been committees, the question would be how they would have come into play? One would have to look at the roles of other existing committees outside the scope of the OSDC that also facilitate participatory processes, such as ward committees.

Ward Committees are understood to be an important channel of communication between the municipality and its constituency in relation to the needs, preferences and problems being faced by the community (Naidu, 2011). The constituencies in this regard include the wards or are the wards themselves. Ward committees should be instrumental in inculcating and ensuring the participation at ward level of public participation in the development of the policies of a municipality with specific reference to their IDPs, budgeting, and the municipal performance management process (Naidu, 2011). What, then, was the role of the ward committees during the development of the OSDC? They are meant to be important stakeholders in development issues at local levels. They are chaired by the ward councilor and have sectoral representation for all the interest groups represented in a particular ward (Naidu, 2011).

j) Tribal councils

A tribal council is a council formed by a traditional leader, who is the most senior person leading the community, on the basis of local normative authority (Houston and Mbele, 2011). The structure is very relevant in rural areas for public participation purposes. The Mboza OSDC is in the far north of the Gumedde/Mashabane Tribal Area. This means that the development of the Mboza OSDC should have been important to the traditional authorities.

2.6 Policy and legal framework of public participation in SA

The pivotal prescripts relating to participation in local government are the Constitution of the Republic of South Africa, the Municipal Systems Act, the Municipal Structures Act, the Municipal Finance Management Act, and the Municipal Rates Act.

2.6.1 Constitution of the Republic of South Africa

The Constitution of the Republic of South Africa, Act 108 of 1996, section 152 (1) stipulates that local government must encourage the involvement of communities and community organisations in matters of local government (Republic of South Africa). Major changes have been effected by the South African government since 1994. One could ask whether there has been sufficient public participation in any of these processes.

In the case of the Municipal Structures Act, it is applicable in the local government sphere, more particularly to the municipalities which are the entities in this sphere. The issue of dominance could affect the public participatory processes over the developmental initiatives in the local government sphere such as the One Stop Development Centers (OSDCs). For instance, municipal executives and traditional authorities could dominate and influence public participation with regards to decisions about the development and management of the OSDCs.

2.6.2 Municipal Structures Act No. 117 of 1998

Section 72 of the Act states that the object of a ward committee is to enhance participatory democracy in local government (*Municipal Structures Act, Section 72*). According to the uMhlabuyalingana Local Municipality's Integrated Development Plan (2014-2015), the public participation unit supports the Council Speaker and should ensure that the ward committees are functional (uMhlabuyalingana Local Municipality, IDP Plan: 2014-2015). Public participation in municipal matters should be facilitated by but not limited to the ward committees, and ward committees should be the ones that present the ward community issues to their chairpersons, the ward councilors.

2.6.3 Municipal Systems Act. No. 32 of 2000

The Municipal Systems Act 2000, section 16, obliges municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and requires that they must for this purpose encourage and create conditions for the local community to participate in the affairs of the municipality (Municipal Systems Act 2000, Section 16). The Act is in support of

participatory democracy and consequently of the notion of public participation and is thus important to the development of the Mboza OSDC.

2.6.4 Municipal Finance Management Act. No. 56 of 2003

This is the Act that regulates how public funds are utilized at the municipal level. It requires transparency and effective financial management in municipalities and their constituent entities. It also establishes the avenues through which communities are to be informed about the financial situation of the municipalities (Overstrand Local Municipality, 2016).

2.6.5 Property Rates Act. No. 6 of 2004

This act generally stipulates the role that should be played by the public through participation during the decision-making on municipal property rates (Overstrand Local Municipality, 2016). The ratepayers' organization, if it had existed in uMhlabuyalingana Municipality, would have been one of the civil society organizations involved in the development of the Mboza OSDCs.

2.7 Different role players in South African public participation

2.7.1 Role of the civil society organizations in public participation

Within the scope of local government in SA, civil society organizations (CSOs) continue to be role players in propelling public participation. Noticeably, the other main role of public participation in the decentralized context is communication amongst the councilors, officials and the community (Overstrand Local Municipality, 2016). A prominent CSO that seems to be common in urban municipalities is the Ratepayers' Association (RPA). Since the establishment of the new framework of local government, South Africa has witnessed a growth in the number of RPAs, which have established themselves to improve their liaison and communication with local authorities, and to pursue a diverse range of interests not often commensurate with the functioning of local councils (Core, 2013). The central matters of interest to the RPAs include local rates, road closures, building regulations, parks, water and electricity charges etc. They are mainly funded through membership dues and sometimes provide local crime prevention or security services (Core, 2013).

2.7.2 Role of the traditional leadership in public participation

The Traditional Leadership and Governance Framework Act of 2003 has to do with tribal authorities, particularly with traditional councils, as they have important functions linked to the local government. One key role as per the above prescripts is to facilitate the involvement of traditional communities in the development of a local government's integrated development plan (Department of Cooperative Governance and Traditional Affairs, 2003). Again, there are always issues about the conflict between traditional structures and democratic structures in terms of the responsibilities of the leadership. The Mboza OSDC is located on the Gumedde Tribal Council's land, and there are nearby traditional communities such as the Tembe and Nyawo (the Nyawo falling within the Jozini Local Municipality). It is, of course, pivotal to unpack their participatory roles during the development and operation of the Mboza OSDC

2.8 History of public participation in South Africa

This section presents an account of the history of public participation in South Africa (SA). The participation of citizens in development initiatives has become central to growth and progress (Fortuin, 2010). The beginning of the 1990s marked a significant increase in public participation in South Africa as the paradigm shifted towards participatory democracy, which mostly affected issues of policy-making, budget formulation, legislative and planning processes. The situation slowly became conducive to increased participation by interest groups in various processes, along with the introduction of consultative bodies and other mechanisms for public participation (Public Service Commission, 2008: 14). Mattes (2002: 33) notes that as of mid-2000, only 11% of South Africans said they "frequently" engaged in political discussion, and 12% said they kept abreast of government and public affairs. Somehow, the full implementation of public participation has been moving very slowly, a fact which directly impacts on the public as the beneficiaries of such participation. Using public participation as the main tool for use in improving service delivery would make sense, in particular with regard to implementation.

The consolidation of democracy entails more participation by the public in the political process and the development of the institutional channels that enable effective public participation (Public Service Commission, 2008). The post-1994 government has taken several initiatives to effect public participation. Mechanisms such as *izimbizo*, “Exco meets the people”, and public hearings in the national and provincial spheres of government have been central to facilitating public participation (PSC, 2008). The local government sphere has had to concentrate on using structures like ward committees, advisory committees, forums, and the training of community development workers in order to sustain public participation. Other important structures introduced to induce public participation include the National Economic Development and Labour Council (NEDLAC), as well as the National Anti-Corruption Forum (PSC, 2008). The use of different tools to bring about public participation is very important, as they facilitate interaction with the public as the main beneficiaries of such participation. The same tools could be used for policy networking during the development of projects like the OSDCs.

2.9 Prospects and challenges of public participation.

There are several reasons for the application of public participation during policy implementation. According to Yee (2010, 185), public participation enhances the effectiveness of governance, public knowledge, understanding and awareness. It is instrumental in addressing decisions by different stakeholders who may provide new information, views, needs and interests (Yee, 2010). It could possibly advance public consent and commitment to the process, yielding higher quality and better-informed decisions, and lead to the better allocation of scarce resources (Yee, 2010). Ordinary people may add value to decision-making through expressing their views, their different ways of seeing an issue, and their determination to address problems (Quick and Bryson, 2013). Public participation also meets the growing public desire for the policy beneficiaries to be involved in decisions that will affect them, which has resulted in a need for greater openness in the decision-making processes (Yee, 2010). Furthermore, the public mistrust of government and expert-led decision-making processes could be addressed through public participation, which can eliminate differences, lead to the achievement of consensus, and set common priorities for all the parties involved in an issue (Yee, 2010). The

implementation of public participation also meets legal and policy requirements (Yee, 2010). Moreover, public participation can assist by providing resources for future problem-solving and implementation to address public issues (Mtshali, 2016).

In contrast to these prospects, there are numerous challenges attached to public participation. Kakonge (1996: 311) notes that a lack of consultation poses a challenge in public participation. It may happen as a result of a failure to understand the issues in the environment that may bedevil the attempt at the structured involvement of the public. Policy or project documents are often drafted using technical language, thus preventing the proper understanding of them except by the well-educated few (Kakonge, 1996). When the issue of language becomes a barrier, it further affects overall communication, thus becoming a challenge to public participation. A lack of communication between the government and local people is another challenge to public participation. Livingston (2009: 3) argues that communication involves not only sending out persuasive messages to the public, but also explaining working policies, creating a consciousness of the rights of citizens, and developing mechanisms that support two-way communication between citizens and government. Policies are formulated without the government's disseminating among the local people the information that is necessary to prevent any misunderstanding of the implementation of the policy (Kakonge, 1996). Finally, the issue of excessive conflict during the discussions, that could delay the implementation, could be also interpreted as a challenge to public participation.

2.10 Summary

The chapter has presented the theoretical framework, literature and legislative framework guiding the study. The presentation has been in terms of the two most important relevant theories. The discussions have turned on the theory itself, differences between public and community participation, and the degree of involvement in public participation. Secondly, implementation theory has received special attention, as have the different contributions by different scholars in terms of implementation research and its related themes. Lastly, public policy approaches that are also relevant for public participation and implementation in the decentralized context have also formed part of the chapter. The discussion on theory was actually developed from the problem statement in Chapter One.

CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This section discusses the research methodology identified for the study and attempts to establish its relevance. The discussion includes the sampling techniques, the methods of data collection and analysis.

3.2 Research setting.

The study took place in the Mboza area (which falls under the Mashabane Tribal Authority) in uMhlabuyalingana Local Municipality. A significant proportion of the targeted survey population identified as potential beneficiaries of the Mboza OSDC also come from the Zamazama area (which falls under the Tembe Tribal Authority). Zamazama is in the Jozini Local Municipality. The area was accessible and suitable for the research study conducted.

3.3 Target population

Cohen *et al.* (2007: 288) define a target population as the group of people with specific features that inform the study. A target population includes all people or items with the characteristic one wishes to understand (Chaturvedi, 2013) and is the entire aggregation of respondents that meet the designated set of criteria. The overall population (the theoretical population) of this study was all the senior officials in the Provincial Department of Social Development, the executives of the local municipalities, and representatives of the non-governmental organizations which took part in the planning of the introduction of the OSDCs.

The community members in the outlying areas also formed a theoretical population, but as there are five OSDCs operating in vastly different areas of the province, the timeframe and lack of overall support resources, such as money to cover the travelling expenses, did not permit the study of the whole population of interest. It was for the same reasons and under the same constraints that the study focused on the sampled population only. Table 3.1 describes the target population as per the scope of uMhlabuyalingana Local Municipality

Table 3.1 Distribution of the population aged 20 years and older at uMhlabuyalingana Local Municipality.

	Male	Female	Total
No Schooling	7585	14689	22274
Some Primary Ed.	4685	6800	11485
Completed Primary Ed.	1241	1818	3058
Some Secondary Ed.	7421	9232	16653
Completed Grade 12	6916	9280	16196
Post-matric Ed.	1289	2014	3303
Total	29137	43833	72969

Source: (Census, 2011)

Table 3.1 provides the numbers of the target population in the Mboza area. It also provides a general overview of the educational levels of the people in uMhlabuyalingana local municipality. In 2011 there was still a significant number of people who had never received formal education, a fact which may affect the variables, as there is likely to be a correlation between the levels of education of the population and the levels of public participation during the development of the Mboza OSDC.

3.4 Research design.

A research design helps a researcher to plan and implement a study in a way that will help the researcher to obtain the intended results (Burns and Grove, 1997a). The choice of an appropriate research design may increase the chances of obtaining relevant information (Burns and Grove, 1997a). The research design is the logic that links the data to be collected and the conclusions to be drawn to the initial questions asked in a study, and it ensures consistency during the performance of the research (Rowley, 2002). In this study, exploratory research was identified as being relevant, as it is a means of exploring issues or problems that are entirely or largely unexplored and that are usually not even well-defined (Wollman, 2012). Exploratory inquiry can even determine that a presumed phenomenon does not exist at all (Wollman, 2012). It may even govern the formulation of the research

questions. The issue of the OSDC and its potential to improve service delivery has never been studied, which is why the design employed here is relevant to the study.

3.5 Research methodology

A research methodology is a strategy employed in order to generate data, the analysis of which may result in the production of answers to the research questions and thus meet the objectives of the research project. A research methodology is a strategy of enquiry which moves from the underlying assumptions to the research design and the data collection (Myers, 2013).

3.5.1 Mixed methods

Harwell (2011: 151), drawing on Johnson and Turner's (2003) work, argues that the "fundamental principle of mixed methods research is that multiple kinds of data should be collected with different strategies and methods in ways that reflect complementary strengths and non-overlapping weaknesses, allowing a mixed methods study to provide insights not possible when only qualitative or quantitative data are collected". This is a hybrid method of triangulation, which recognizes the convergence of quantitative and qualitative data, and which is based on the central premise that the use of quantitative and qualitative approaches in combination provides a better understanding of problems than either approach alone (Creswell and Clark, 2015). Mixed methods research is both a method and a methodology for conducting research that involves gathering, analyzing, and integrating quantitative and qualitative research in a single study (Creswell, 2013). Employing this method is further based on the understanding that each of these methods has unique elements that the other does not have, and that they could therefore usefully supplement each other.

The study made use of concurrent mixed methods in particular. Creswell *et al.* (2008: 34) note that concurrent mixed methods can be said to have been used when the quantitative and qualitative data are collected at the same time. Attention may otherwise be directed to one form of data rather than the other during the course of the data collection (Creswell *et al.*, 2008). The underlying purpose of employing concurrent mixed methods is to use both the qualitative and the quantitative methods more accurately in order to define the relationships among the data variables.

3.5.2 Qualitative methods

These include being able to ask open-ended questions and being able to probe the study participants (being able to follow up their answers with a “how” or a “why”). Qualitative methods focus on discovering and understanding the experiences, perspectives and thoughts of the subjects under study (Harwell, 2011). In quantitative methods, on the other hand, the participants are confined to responding to very specific and fixed questions. Qualitative research also allows for participants to give in-depth explanations of their answers. Qualitative methods are used in gathering, analyzing and interpreting non-numerical data, using relevant sources (documents, surveys and semi-structured interviews and – sometimes - statistical tools). Briefly, the documents in this study included all the relevant and informative pieces of legislation, the minutes of the discussions and meetings that were held regarding the development of OSDs, and the resolutions therein.

3.5.3 Quantitative methods

A quantitative research method is also used in this study. Harwell (2011: 149) defines quantitative data collection as the method that attempts to maximize the objectivity, replicability and generalizability of findings, and states that it is typically interested in prediction. Quantitative data collection is advantageous as it attempts to fragment and delimit phenomena into measurable or common categories that can be applied to all of the subjects. The findings of such a research project should, therefore, be applicable to other similar situations (Golafshani, 2003). The rationale for choosing to use a quantitative research method was the desire to benefit from its advantages, one of which was that the (quantitative) questionnaires could be administered and assessed very quickly. The quantitative research method allows for the generation of numerical data that facilitate comparisons and correlations and depict the degrees of agreement or disagreement among the respondents. There are many different forms of quantitative data analysis, and they are apt for many different kinds of research studies. Only descriptive analysis will be used to summarize the data in this study.

3.6 Research paradigm

There are different research paradigms. The choice of a particular one of them should be determined by the objectives of the study and the methods of data collection. The relevant paradigm for this study is pragmatism. Denscombe (2008: 4) perceives pragmatism to be the philosophical partner of the mixed methods approach. The assumptions of pragmatism clearly differentiate between the quantitative and the qualitative, as a qualitative researcher would be inclined to deny the possibility of the existence of the objectivity on which the pragmatist relies. Those who wish to solve practical problems in the “real world” (Yvonne Feilzer, 2010) are inclined to be pragmatists. Pragmatism is the obvious choice for a researcher who wishes to study the issue of improving service delivery through the Mboza OSDC and results in the choice of mixed methods for the performance of the research.

3.7 Case study methodology

This research project is a case study. Usually, a case study is performed in a small geographical area with a very limited number of individuals as the subjects of study (Zainal, 2007). A case study investigates a contemporary real-life phenomenon through the detailed contextual analysis of a limited number of events or conditions and their relationships (Zainal, 2007). Case study should have a case to study, which should incorporate the following features;

- It should be a complex functioning unit,
- It should be investigated in its natural context through a multitude of methods, and
- It should be contemporary (Johansson, 2003).

There are different forms of case studies such as an instrumental case study, which is used to provide insight into an issue; an intrinsic case study, which is undertaken to gain a deeper understanding of a case; and a collective case study, which is the study of a number of cases in order to inquire into a particular phenomenon (Zucker, 2009). In terms of this study, an investigation of public participation in the development of one-stop development centres, the case is that of the Mboza OSDC in uMhlabuyalingana local municipality. The researcher collected data employing appropriate tools and abided by appropriate research

procedures during the course of the study. In-depth interviews and questionnaires were the main instruments used. Random sampling for the surveys and purposeful sampling for the interviews were performed. The study was an intensive analysis of the Mboza OSDC regarding the extent of the public and stakeholder participation in the planning and implementation of the project. The analysis was devoted to the four central questions of the investigation since the questions themselves were linked to the theme of public participation during the development of the Mboza OSDC.

3.8 Sampling

A sample is “a smaller (but hopefully representative) collection of units from a population used to determine truths about that population” (Chaturvedi, 2013). The study used two different kinds of sampling because the research methodology involved the use of mixed methods.

3.8.1 Purposeful sampling.

Purposeful sampling is a technique widely applicable in qualitative research for the identification and selection of information-rich cases for the most effective use of limited resources (Quinn, 2002). For this purpose, 14 stakeholders were identified as having played roles during the development of the Mboza OSDC and were selected. They were identified by reading the concept documents for the OSDC.

Table 3.2 Purposefully sampled population of the study.

Position	Description	Number
Senior Manager	Provincial Department of Social Development Representative	1
Mboza Centre Manager	Centre Internal Management: Mboza OSDC Representative	1
Municipal Manager	Local Municipality Representative	1
IDP Manager	Local Municipality Representative	1
Ward Councillor	Ward Councillor	1
Isiphondweni Chairperson	Isiphondweni Non-Profit Organisation	1
Isiphondweni caregiver	Isiphondweni Non-Profit Organisation	1
Isiphondweni caregiver	Isiphondweni Non-Profit Organisation	1
Mboza Centre Committee Chairlady	Centre Committee Chairlady	1
Mboza Induna	INduna for Mboza Area	1
Zamazama Induna	Induna for Zamazama Area	1
Luncheon Club Chairlady	Luncheon Club Chairlady	1
Masisizakale Chairlady	Masisizakale Chairlady	1
Mashabane Tribal Council	Mashabane Tribal Council Representative	1
Total		14

3.8.2 Random sampling

Random sampling is the sampling method in which every unit of the population has a chance (greater than zero) of being selected in the sample, and this probability can be accurately determined (Chaturvedi, 2013). The reason for choosing this sampling technique is to give each possible respondent a chance to be selected for the surveys. The study considered an estimated 800 local people who could be considered to be active decision makers in terms of public participation, and needed to select 80 of them to participate, that being 10% of the targeted population and hence a representative sample. From the Centre Manager and the Chairlady of the Centre Committee, the researcher was able to obtain the attendance registers used in the meetings held during the development of the Centre. The names that appeared in the registers were then written on small pieces of paper and 80 of them were picked at random. Communication with the people selected was then made

through the Centre Manager and the Chairlady, inviting the sampled population to make themselves available on the scheduled dates. All of those invited made themselves available to the researcher at the Mboza OSDC on the scheduled dates.

3.10 Data collection methods and instruments

3.10.1 In-depth interviews

An unstructured interview is understood to be a less formal interview. Zhang and Wildemuth (2013), citing Minichiello *et al.* (1990), argue that unstructured interviews in which the categories of neither the questions nor the answers are predetermined rely on the social interaction between the researcher and the informant in order to generate data. Generally, unstructured interviews allow for the unprompted generation of information in the flow of the interaction. During the interviews the interviewer may allow flexibility, changing the wording of prepared questions during the interaction with the interviewee. This could be done without deviating from the focus. That is to say, each interview may be conducted, taking the level of knowledge of the respondent into consideration. 14 unstructured interviews were conducted in this study. The researcher recorded and took notes during the interviews. The benefits of recording interviews and writing notes are that these procedures give the researcher a chance to review the material during the data analysis stage. Afterwards, the recordings were transcribed precisely. Each interview took approximately 45 minutes. An interview guide was used in all interviews (See Appendix B).

3.10.2 Surveys

Surveys are used in research to gather information about the characteristics, opinions, attitudes, or previous experiences of population groups, using a standardised questionnaire (Brewer, 2009). The term “standardised questionnaire” refers to the nature of the questionnaire, which is such that each respondent is exposed to the same set of questions and the same system of coding responses is applied throughout (Siniscalco and Auriat, 2005). The survey employed closed-ended questions to explore the views of the community members who should have been able to participate in the development of the Mboza OSDC (see Appendix C). In this case, the surveys were used to gather data from the communities surrounding the Mboza OSDC, in order to analyse their opinions and attitudes concerning

the development and operation of the Centre. Closed-ended questions were asked, as they demand less effort and thinking on the part of the respondent, allowing more questions to be asked.

The questionnaire was administered by the researcher, who asked the questions and took down the responses of the participants. The challenge lay in restricting the respondents to responding only to the questions asked. They were not entirely happy with having to choose responses only from the list of options given, which sometimes seemed not to permit them to say what they would have preferred to say. The questionnaire for this study was divided into six sections, which measured various topics as illustrated in Table 3.3

Table 3.3 Questionnaire sections

Section A	Biographical data
Section B	Role of the stakeholders.
Section C	Levels of participation
Section D	Public participation in improving service delivery.
Section E	Development of the OSDCs rather than partnering with TSCs

The purpose of the first section was to obtain the biographical data of the participants. Sections B to E were intended to elicit data that pertained to the research questions. Section B assessed the role played by members of the community during the development of the Mboza OSDC, and section C ascertained the level of participation by the members of the community. Section D was designed to ascertain the role of public participation in improving service delivery. Finally, with section E the intention was to ascertain why the participants preferred developing the Mboza OSDC to partnering with the Mbazwana TSC. The questionnaire permitted five response options, namely strongly disagree, disagree, somewhat agree, agree and strongly agree (See Appendix C).

3.11 Documentary analysis.

The newspaper reports on relevant general topics and the meetings that took place during the development and operation of the Mboza OSDC were among the readings consulted. Documentary analysis requires that the already existing data in the form of documents be examined and interpreted in order to elicit meaning, gain understanding, and develop empirical knowledge (Bowen, 2009). The documentary analysis is a systematic method of going through or evaluating documents, both printed and electronic (Bowen, 2009). The documentary analysis is often conducted in combination with qualitative research methods as means of triangulation — “the combination of methodologies in the study of the same phenomenon” (Bowen, 2009). The purpose of employing a documentary analysis is to extract the applicable portions and accounts of facts to illuminate matters relating to the research objectives. The weekly schedule reports and conceptual documents from the DSD were also utilized to help determine the level of participation.

3.12 Data processing and analysis

Data processing and analysis are understood as the processes of bringing order, structure and meaning to the mass of collected data (Marshall and Rossman, 1999). The study used mixed methods as its research methodology, which suggests that mixed methods of data analysis should be used as well.

3.12.1 Qualitative data analysis

According to Flick (2013: 7), qualitative data analysis is understood as the classification and interpretation of linguistic material to make statements about implicit and explicit dimensions and structures of meaning-making. Qualitative data analysis consists of arriving at generalisations by comparing various materials or various texts or various cases (Flick, 2013). It is a process that seeks to reduce and make sense of vast amounts of information, often from different sources, so that impressions that shed light on a research question can emerge (Children, 2012). Qualitative data are examined in the context of a pre-defined framework to produce findings which reflect the aims and objectives of the research (Children, 2012). The analysis can be of the nature of an exploration. The

researcher has to think about, understand and code all the data, allowing new impressions to form and to shape interpretations in different and unexpected directions (Children, 2012). The most frequently employed form of qualitative data analysis is the thematic analysis. Braun and Clarke (2006: 7) define thematic analysis as a method of identifying, analysing, and reporting patterns (themes) within the data. Thematic analysis can be structured according to various aspects of the research topic, and patterns can be drawn in relation to the responses regarding predetermined themes (Braun and Clarke, 2006).

The performance of the study necessitated the transcription of the qualitative data. Transcription is an integral process in the transmitting of data from a recording to text (Lapadat and Lindsay, 1999). In this study, the data was transcribed into A4 pages and highlighted to show the emerging themes and enable the data analysis.

3.12.2 Quantitative data analysis

Cohen *et al.* (2007: 501) believe that quantitative data analysis is a powerful research tool emanating in part from the positivist tradition. It is often associated with large-scale research, but can also serve smaller scale investigations such as case studies, action research, correlational research and experiments. The survey's data were analyzed using the Statistical Package for the Social Sciences (SPSS) and Microsoft Excel. Descriptive statistics were employed since the sampled population in the survey section of the research consisted of 80 participants. Descriptive statistics do exactly what they say: they describe and present data - for example, in terms of summary frequencies (Cohen *et al.*, 2007). Descriptive statistics are statistical analyses used to organize and describe the characteristics of a data set. The most common measure used in descriptive statistics is frequencies, which breaks down the data categories and presents them as percentages of the total.

3.13 Data quality control

3.13.1 Validity

Mbokane (2009: 90) states that validity in research is a measure of the truth or falsity of the data obtained when using the research instrument. Validity is essential to research. If

certain parts of the research are invalid, then the research as a whole is worthless (Cohen *et al.*, 2007). Validity is essential in both qualitative and quantitative research, and therefore in mixed methods research. With respect to the qualitative data, the need for validity is addressed through the honesty, depth, richness, and scope of data (Cohen *et al.*, 2007). With respect to quantitative data, validity is achieved through careful sampling, appropriate instrumentation and appropriate statistical treatment of the data (Cohen *et al.*, 2007). Validity with respect to this research study has to do with the effectiveness of the instruments in measuring attitudes and behaviour related to the theme of “improving service delivery through the Mboza OSDC”.

3.13.2 Reliability

If a set of research results is consistent over time and an accurate representation of the total population under study, this is referred to as reliability, and if the results of a study can be replicated through the use of a similar methodology, then the research instrument is considered to be reliable (Golafshani, 2003). Reliability is about the consistency of the measuring tool or instrument, whilst validity has to do with the truth of the matter - whether it has been measured accurately. This researcher attempted to ensure that reality was reflected in a meaningful way in the research. One attempt to achieve consistency was by ensuring that the questions set and the patterns looked for were the same for all groups of respondents.

3.14 Ensuring reliability and validity.

In terms of ensuring reliability and validity, each interview was conducted in such a way as to take into account the level of knowledge of the respondents, as the respondents came from different stakeholders. Validity was further ensured through gathering information that was relevant and appropriate to the research questions and had a direct, strong association with the concepts and theories under scrutiny (Pierce, 2008). The accuracy of the data obtained through the interviews was ensured through the recording of the interviews, using a recording device. When similar data are elicited from different groups of respondents this suggests that the findings are reliable, as the nature of the responses could presumably not

be influenced by group to group. The data collected were evaluated in accordance with the pivotal principles in conducting research, such as avoiding ambiguity, completeness and relevance.

3.15 Measurements and scaling

Scaling involves the construction of an instrument that associates qualitative constructs with quantitative metric units (Malhotra, 2008). For the purposes of this study, only two types of measurement scales were considered to be appropriate: the nominal and ordinal scales. The nominal scale is applicable in the first section of the research findings, where the demographics are presented. The ordinal scale is applicable to the presentation and discussion of the results, as in Chapter Four. For the purposes of the ordinal scaling, the survey questionnaires were crafted on the basis of determining the levels of the respondents' agreement with statements that pertained to the closed-ended questions: strongly disagree = 1, disagree =2, somewhat agree =3, agree =4, strongly agree =5 (See Appendix C). This scaling technique model is known as the Likert scale. Likert scales are a non-comparative scaling instrument and measure only a single trait at a time. The indices of responses per each question are then summed up to produce aggregate scores.

3.16 Ethical considerations

There are different issues that need to be considered in order to perform a research study that is within the confines of ethical considerations. Confidentiality and privacy were the most important issues in this study. Real names and codes that could be directly linked to the participants were not used, to secure confidentiality (Cohen *et al.*, 2007). Confidentiality was secured according to the University policy underlying the principles of research in the social sciences.

The question of confidentiality in this study was considered to be the most important, meaning that the data obtained and the information about a participant could not be disclosed to a third party without the consent of the participant. The data could be used only for the purposes of academic research. Furthermore, the data collection instruments are stored in a safe place and will be destroyed after five years. In order to maintain the

confidentiality of the information collected from the research participants, only the investigator(s) or individuals collecting/analysing data should be able to identify and relate the responses to the individual respondents. In this case, nobody else will be able to do so.

The question of privacy was central during the performance of the fieldwork. Privacy is an issue in three broad areas of research such as this: there is a general need for sensitivity, there is a need for sensitivity in observing the setting, and a particular need for sensitivity in the dissemination of the information (Cohen *et al.*, 2007). Personal or potentially threatening information collected by the researcher must be rendered impersonal and non-threatening (Cohen *et al.*, 2007). In this study, the information gathered during the interviews and surveys was used only for research purposes, was kept private, and is still being so kept.

The real names of those who took part in this study were not revealed in order to secure their privacy. Instead; they were given codes related to the structure or organisation to which they belonged. For instance, DSD R1 meant that this was Representative No. 1 from the Department of Social Development

When asking potential participants to grant their informed consent to their participation, the researcher provided a detailed explanation of the research project and what their role in it would be and ensured that they knew that they were able to decide for themselves whether to participate or not. Informed consent is the prospective subject's agreement to participate voluntarily in a study, which is reached after that person's assimilation of essential information about the study (Burns and Grove, 1997a). (See Appendices A & A1). Table 3.4 shows how confidentiality was maintained during the interviews.

Table 3.4 Confidentiality and privacy relating to the interviews

Code	Description
DSD R1	Provincial Department of Social Development Representative
DSD R2	Centre Internal Management: Mboza OSDC Representative
UMH R1	Local Municipality Representative 1
UMH R2	Local Municipality Representative 2
Cllr	Ward Councillor
ISIP R1	Isiphondweni Non-Profit Organisation 1
ISIP R2	Isiphondweni Non-Profit Organisation 2
ISIP R3	Isiphondweni Non-Profit Organisation 3
CC R1	Centre Committee Chairlady Representative 1
MBZ IND	Induna for Mboza Area
ZAM IND	Induna for Zamazama Area
LCC R1	Luncheon Club Chairlady Representative 1
MCC R1	Masisizakale Chairlady Representative 1
MTA R1	Mashabane Tribal Council Representative 1

3.17 Gatekeeping

Singh and Wassenaar (2016: 42) describe a gatekeeper as someone who controls access to an institution or an organisation, such as a school principal in a school, a managing director of a big company, or an administrator. In the case of this study, the gatekeepers' letter was obtained from the office of the HOD, KZN DSD (See Appendix G). Ethical clearance was granted by the University Research and Ethics Office (See Appendix H).

3.18 Limitations of the study

The limitations of a study are potential weaknesses that are said to be out of the researcher's control (Simon, 2011). There are many issues that could be characterised as limitations, ranging from a lack of resources or a lack of time even to a lack of access to data that could have been valuable to the study. In the case of this study, the simple matter of geography proved to be a limitation. The OSDCs have been built in different areas of the province, whilst the study was concentrated in the Mboza area only. A lack of time and resources would not permit the performance of fieldwork anywhere other than in the Mboza area. Although this has not gravely affected the nature of the results in so far as they pertain to the Mboza OSDC, it will not be possible to generalize them to other OSDCs, as they are

situated in distant areas and in different contexts, where the matter of public participation may have to be differently construed.

3.19 Summary

This chapter has presented the research design and research methodology of the study. Mixed methods were employed in its performance. The qualitative aspect of the study entailed having in-depth interviews targeting the principal stakeholder (DSD) and other major structures that were involved in the development of the Mboza OSDC. The government departments, agencies and other organisations that took part in the development of the Mboza OSDC were identified before engaging in fieldwork activities, and purposeful sampling was therefore utilised. The quantitative aspect of the research entailed the administration of questionnaires with members of the broader community. Probability random sampling was utilised to identify the participants in this survey.

CHAPTER FOUR: DATA PRESENTATION AND ANALYSIS

4.1 Introduction

The purpose of this study was to investigate the extent to which the public participated in the taking of decisions re the implementation of service delivery through One Stop Development Centres (OSDC), with specific reference to the Mboza OSDC in uMhlabuyalingana Local Municipality. The prime objective of this chapter is to outline, explain and discuss the findings based on the information collected using the survey questionnaires and in-depth interviews with the participants. Statistics in the form of graphs and tables are employed to simplify the presentations. The analyses are derived mainly from the concepts of the theoretical framework as presented in Chapter Two. The first section of the chapter presents the biographical information of the participants engaged in the study. The second part presents and analyses the data obtained from the respondents in relation to the role played by stakeholders during the development of the Mboza OSDC. The third part presents the findings related to Question Two, in which the levels of participation are presented and discussed. The fourth part presents the findings on how community participation during the development of the OSDC resulted in the improved service delivery. Again the discussions are linked to the third research question. Fifthly, the chapter presents the findings on how public participation had the effect of preferring the development of the Mboza OSDC rather than partnering with one of the already existing TSCs. The chapter also presents an overview and general criticism of the service delivery offered through the OSDCs. Finally, a summary of the chapter is presented.

4.2 Biographical information of the participants.

4.2.1 Gender representation

The question of gender had to be attended to in order to balance the representation. The numbers of the participants in terms of gender were therefore fairly represented. Figure 4.1 below illustrates the gender differences as per the survey questionnaires conducted.

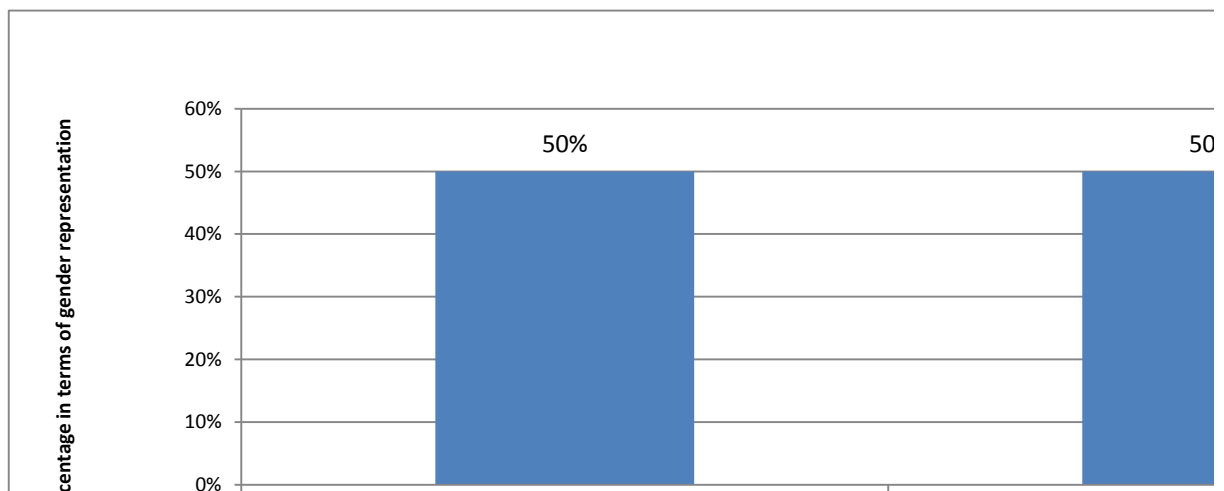


Figure 4.1 Gender representation as per the participants in the survey questionnaires.

50% of the participants were males and 50% were females. The gender representation was balanced in order to prevent gender bias.

4.2.2 Levels of education of the survey participants.

The levels of education were also important to the study. The purpose of the survey was to gather information from diverse participants and also to be able to generalise using their levels of education as against their participation in the development of the OSDC. The flip side of this was that education is a challenge in the Mboza area. The findings attest to this. Figure 4.2 below depicts the levels of education of the survey participants.

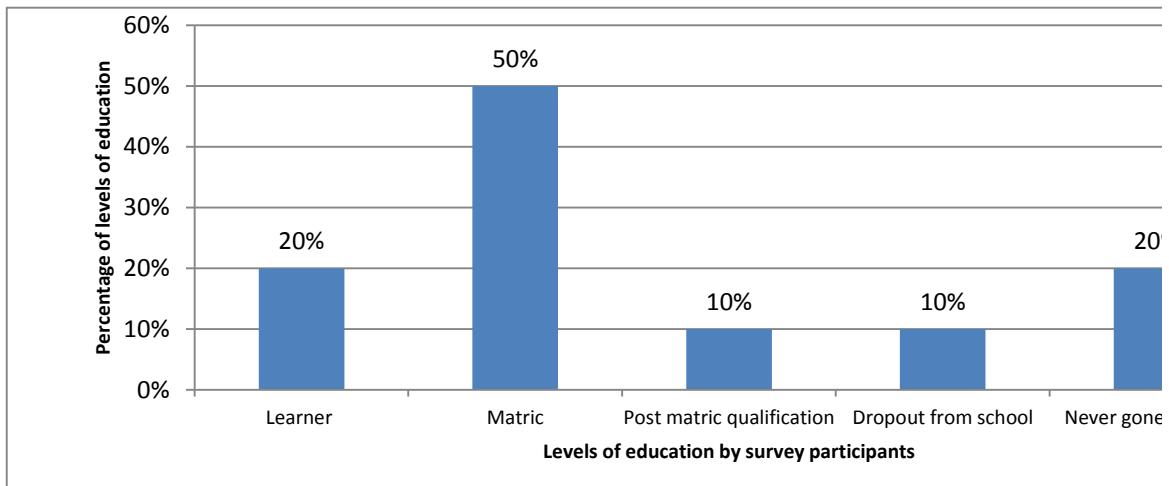


Figure 4.2 Levels of education of the survey participants.

The education levels of participants in research in rural South Africa are often a challenge, as there is a significant amount of illiteracy. 20% of the participants said that they had never undergone formal education. Only 10% indicated that they had a post-matric education. 10% of the participants had dropped out of school, and approximately 50% of the participants indicated that they had completed matric but had not pursued their education beyond matric.

4.2.3 Occupations of the participants.

The occupations of the survey participants reflected the difficulties that continue to confront the area surrounding the Centre in terms of job opportunities. Figure 4.3 shows the occupations of the survey participants.

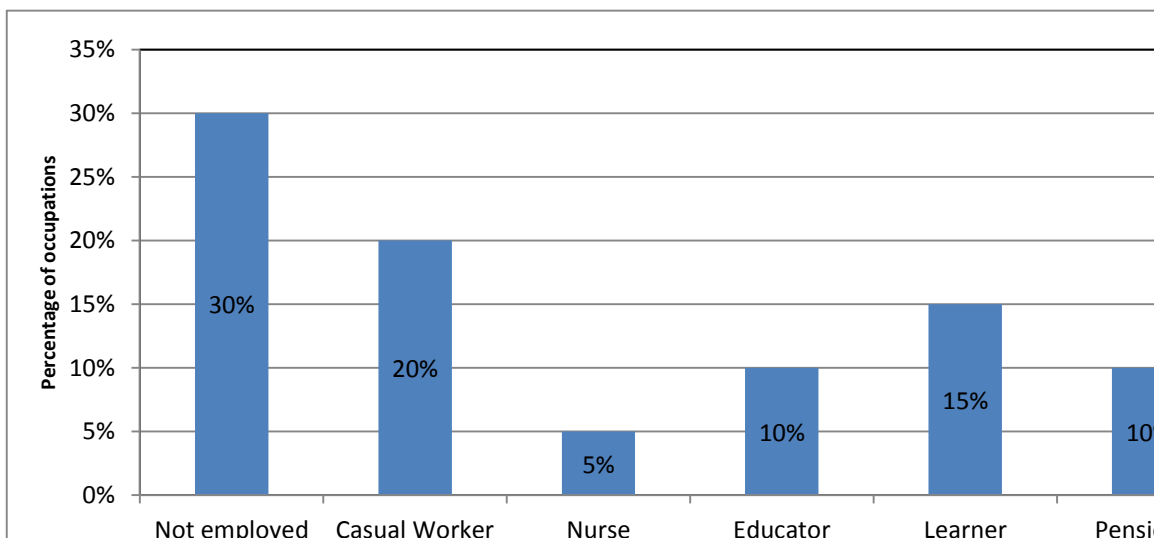


Figure 4.3 Occupation of the survey participants.

Again, the participants with formal occupations do not constitute even 25% of the participants surveyed. The participants who are unemployed constituted 30% of the cohort. There were more of them than of any other group. Casual work also seemed to be prevalent in the area.

4.2.4 Marital status of the survey participants

The participants in the survey also indicated their marital status as a factor in the biographical information gathered during the data collection. Figure 4.4 depicts the status of the study participants.

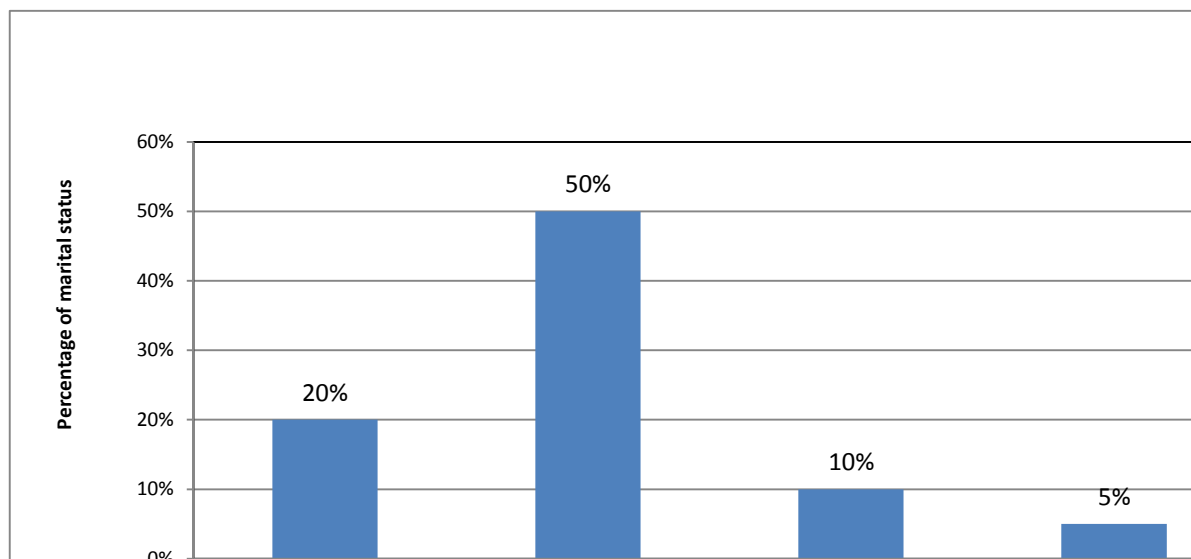


Figure 4.4 Marital status of the survey participants.

The findings are that 50% of the participants were not married. Only 20% indicated that they were married. There were also 10% who indicated that they had lost their marriage partners through death. Those who were living with partners without being married constituted 15%, whilst 5% were separated. The purpose of collecting the information about the participants' marital statuses was to understand the socio-economic patterns that might correlate with the levels of participation in the decision-making processes.

4.3 The role played by stakeholders during the development of the Mboza OSDC.

This section presents the findings aligned with the first research question. The question sought for an understanding of the roles of different stakeholders during the development of the Mboza OSDC. The section, therefore, presents the perceptions of participants with regard to their roles during the development of the Mboza OSDC. The presentation of the findings in this section is determined by the sequence of the questions in the survey questionnaire.

4.3.1 The role of the stakeholders during the OSDC concept development.

During the development of the Mboza OSDC, the different stakeholders were supposed to have played meaningful roles in accordance with the principle of public participation in the decentralised governance. The respondents were therefore asked about their roles during the development of the Centre. Here are some of their comments, starting with the principal stakeholder;

We had a big role because it was our initiative as the department. The whole concept was introduced by us as DSD to the communities because of the needs that we identified within these communities and if you have noticed, it is currently operating as OSDC and does not necessarily render same services due to the findings we got from conducting the need assessments. (DSD R1).

I am feeling to be part and part parcel of the development of this centre (ISIP R1).

We felt well involved and even during the planning discussions up until the centre was constructed and operating (MTA R1).

The quotations from the three stakeholders reveal that the stakeholders had their roles during the planning sessions. This could mean that the DSD as the principal stakeholder had to consult for inputs when the initial concept was being developed. The DSD also facilitated the impact assessments with the general community and structured the services that needed to be delivered by the Mboza OSDC. The representative of the Mashabane Tribal Council also appeared to be happy with all the developments and believed that the traditional authorities had played their role during the development of the Centre. The role played by uMhlabuyalingana Local Municipality during the development of the Mboza

OSDC did not appear clearly enough. When the representatives were asked about this, the following responses were offered:

I know from its initial stages we were with DSD. Well, I used to send people from the municipality when they were having meetings. Only one meeting that I attended when there was a handover of the centre to the community. The councillors were also there (UMH R1).

Specifically, with Mboza OSDC, the uMhlabuyalingana Local Municipality was also brought into play in order to put the OSDC in its Integrated Development Plan and actually be able to provide and regulate services such as water, electricity and other support services to the centre (DSD R1).

The local municipality was represented during the planning meetings. However, the municipality's role as a stakeholder during the development was not clearly defined. The presentation by the DSD R1 suggested that the purpose of the municipality's representation was to enable the municipality to record this in its integrated development plan (IDP).

The common perception derived from the respondents is that there was communication with the local stakeholders, requesting their participation during the planning stages of the development of the Mboza OSDC. This idea is supported by the assertion made by one of the municipal participants (above) that, "I used to send some people", which means that those people were being sent in response to a communication in the form of an invitation. For instance, DSD R1, ISIP R1, and MTA R1 all claimed to have played their roles during the development of the Mboza OSDC, which implies that it was open to the stakeholders to play their roles.

On the flip side, the findings also revealed that the local municipality did not perform its role during the course of the development. UMHL R 1 revealed that he knew about the meetings but used to send some other officials. The findings relating to the municipality also suggest that there was no proper reporting back on the progress made and no following up after the meetings had taken place. The role of the municipality appears to have been either too limited or non-existent.

4.3.2 The role played by stakeholders in identifying the needy communities.

Still, with reference to Question One, it was necessary to understand the methodology applied in determining the areas where OSDCs were to be built. They were supposed to be constructed where the communities had no other means of accessing basic services or had to travel great distances to access such services. The findings from the interviews detailed the methodology applied in identifying the needy communities:

If you look at Mboza (It falls under uMkhanyakude District Municipality) meaning the district has been identified as the worse district affected by poverty. That should be some of the concerns that informed the development of the Mboza OSDC. In KZN, there is a lot of focus especially in Northern part within the districts such as uMkhanyakude, a lot of projects that are taking place, not only from us but also from other departments. I guess, because of these socio-economic-ills within that area of uMkhanyakude, Mboza was prioritised (DSD R1).

We have been struggling with services such as the Identity Documents. As a result, we asked Home Affairs from uMtubatuba offices to come service us during Saturdays using the mobile offices, since 2002. It was until such times where the Mtubatuba Home Affairs' office advised us to write the letter, asking the nearby home affairs office. In 2007, KZN MEC came back to the area and asked us to identify the site, spearheaded by the local chief (MBZ IND).

The fact that Mboza and Zamazama were needy communities lacking basic services was known for a long time before the DSD took this initiative. The interview with “induna”² from Mboza hinted at the chronology of the attempts made to render services at local level.

The role of the stakeholders in identifying the needy communities where OSDCs had to be built was also related to the issue of the socio-economic ills in the area. The Mboza area was identified by the DSD, as the principal stakeholder, in response to a provincial call to

² A traditional community leader who normally leads in a sub-ward.

fast-track service delivery and development initiatives in the area of uMkhanyakude District Municipality, where uMhlabuyalingana Local Municipality is to be found.

It was also in 2007, where the Chairperson of Isiphondweni Non-Profit Organisation wrote the letter to the national department of Home Affairs. In response to that letter, the Home Affairs Minister of that time (Mapisa-Nqakula), accompanied by KZN MEC of Social Development (Dr. BM. Hadebe) came to see the area in 2006. KZN MEC confirmed that he was going to build the OSDC in our area that would bring all the neediest governmental departments to the nearer (MBZ IND).

The KZN MEC prioritized the services most needed in the area and included Home Affairs services amongst them. The local stakeholders seem to have participated in determining the needs of their community. Thus the DSD was only responding to proposals that had already been made to the Department. The induna also gave the background in terms of his role in identifying the needy communities.

4.4 The levels of participation by the stakeholders during the development of the Centre.

The second research question sought to understand the levels of participation of the stakeholders during the development of the Mboza OSDC. They were supposed to have had identifiable roles in terms of participation. The respondents seemed to be positive about the levels of their participation. Ordinary community members formed the committees to represent the general community in partnership with the DSD and other stakeholders. The survey participants also claimed to have participated fully during the development of the Mboza OSDC and to have been fully represented on the participatory platforms, which imply that there were acceptable levels of participation by the community.

Figure 4.5 presents the responses of members of the communities with respect to the levels of their participation during the development of the Mboza OSDC. The question was asked as to the extent to which you would agree or disagree with the statement that participation was in the form of a partnership. The partnership is understood as the top level of participation on the rung ladder of participation.

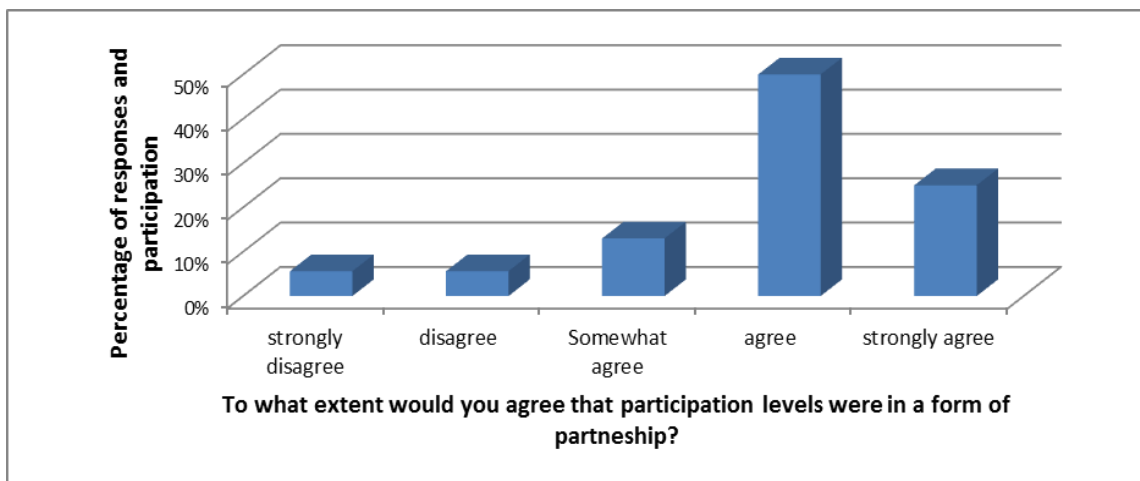


Figure 4.5 Responses of the community on the levels of participation during the development of the Centre, presented in percentages

The survey results revealed that 50% of the respondents from the community agreed that they believed that the community's participation was at the partnership level. 30% of the respondents strongly agreed with the levels of participation, whilst 25% were not so sure. Slightly above 5% strongly disagreed, and those who disagreed amounted to just above 5%.

It appears that the communities are agreed that they participated fully at the required levels. This may imply that the levels of participation were acceptable.

4.5 Service delivery improvement during the development of the Mboza OSDC, as a result of community participation.

The development of the OSDC was aimed at decentralising service delivery for the needy communities surrounding Mboza. The presence of the OSDC in the area should, therefore, ease and improve service delivery in the area in comparison with the period where there was no OSDC. The participants were asked to comment on the question of whether the public participation during the development of the Mboza OSDC had a positive impact on the standard of service delivery or not. The participants interviewed responded as follows:

It is still early to say if the OSDCs are improving the lives of the communities. However, that is our prime intention to improve the service delivery and lives of the needy communities. Even though the centres are still new, but definitely people are no longer travelling long distances for the basic services, such as Identity documents. In that sense, it is improving the lives of the local communities (DSD R1).

The government responded, through building the OSDC centre in our area of which I participated a lot so that the local people will get help and thus our organisation's services being improved. The issue that still hampers our progress towards improving our services is the prevalence of the untested alcohol substances in the area of Mboza and we are not receiving enough support from the role players such as SANCA (ISIP R1).

Noticeably, it cannot be said at this stage whether the Centre is actually improving the standard of living or not. However, there is the likelihood of improvement through the presence of the OSDC. There are already indicators of a positive change that could be linked to the presence of the OSDC in the area. These include lesser costs relating to travelling for services such as identity documents, and birth and death certificates. Isiphondweni non-profit organisation is understood to have had an impact in confronting the HIV and Aids problem in the area.

Figure 4.6 presents the findings in relation to the possibility that public participation improved service delivery in the area of Mboza through the development of the OSDC.

Respondents were asked to state whether they agreed or did not agree with the statement that, through their public participation during the development of the Mboza OSDC, service delivery was improved in the area.

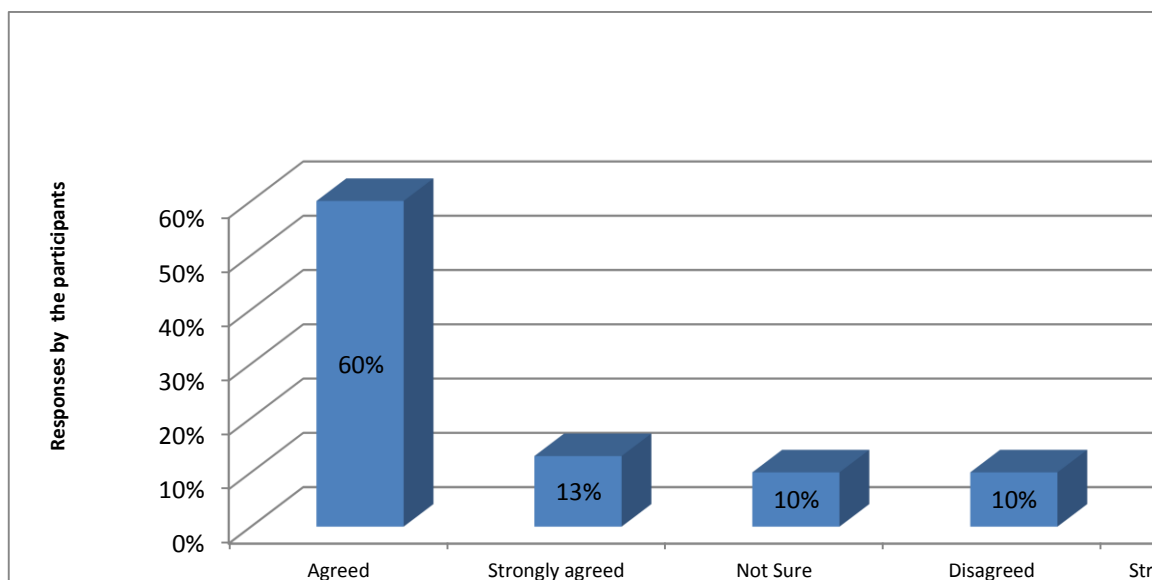


Figure 4.6 Perceptions about public participation during the development of the OSDC in improving service delivery in the Mboza area

The responses from the participants suggested that public participation during the development of the Mboza OSDC had improved service delivery in the area. 60% of the participants agreed that service delivery had been improved through public participation during the development of the OSDC. Another 13% also viewed the public participation as having had a positive effect on the service delivery. Fewer than 20% of the participants disagreed with the statement.

It must be concluded that public participation during the development of the OSDC was instrumental in improving service delivery in the area of Mboza. The overall findings in this section reveal that the stakeholders and the community have noticed an improvement since the establishment of the OSDC in the area. They no longer have to travel great distances for the basic services. The services offered by the OSDC during the course of the study appeared to answer the community's needs. Service delivery in the area has therefore improved significantly as a result of public participation.

4.6 Public participation in preferring the Mboza OSDC to the Mbazwana TSC

The general view of the participants remained in favour of the Mboza OSDC as the best response to the needs of the people of Mboza and its outlying areas rather than partnering with the already existing similar structure, which is the Mbazwana TSC. The Mbazwana TSC is the only TSC in uMhlabuyalingana Local Municipality and it is located at Mbazwana, which is far from Mboza. The responses from the participants regarding partnering with the Mbazwana TSC were as follows;

Even though the most needed department was DSD as it is combined with Home Affairs within the KZN province. Given that context, we agreed that DSD and Home Affairs will be the ones that would first occupy the office, avoiding travelling long distances to Mbazwana and Obonjeni for services (MBZ IND).

Figure 5.8 presents findings in relation to the responses of the community members to the question of why they preferred the development of the Mboza OSDC to partnering with the Mbazwana TSC. The respondents were asked to agree or disagree with the statement that there had been a need to develop the OSDC rather than to partner with the already existing TSC at Mbazwana.

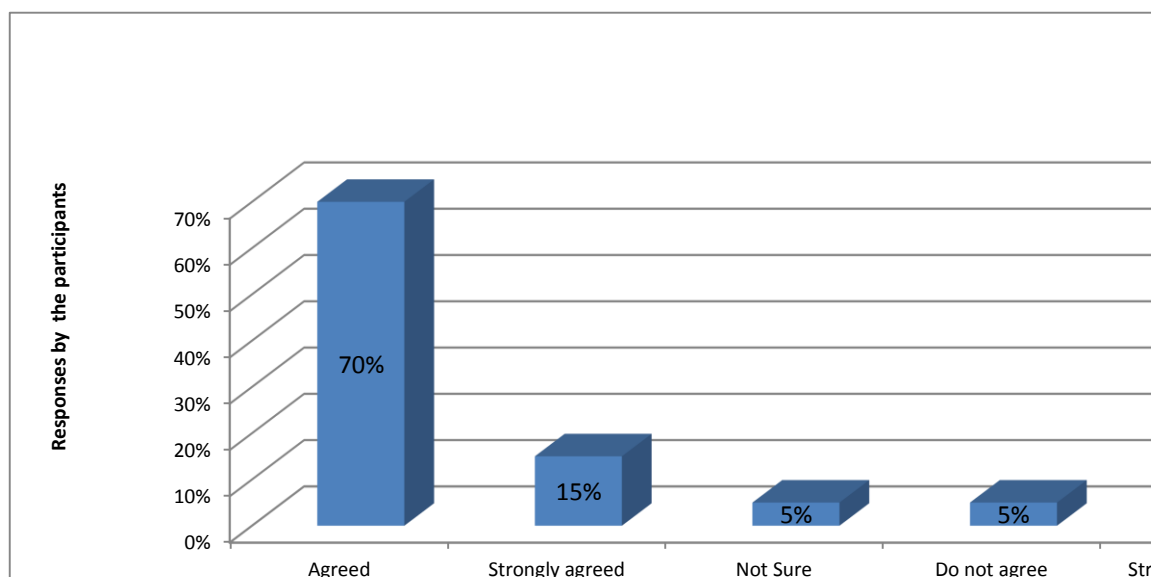


Figure 4.7 Perceptions about the development of the Mboza OSDC rather than partnering with the Mbazwana TSC

The participants strongly supported the development of the Mboza OSDC. 70% of the participants agreed that the Mboza OSDC should be a stand-alone organization separate from the Mbazwana TSC, and 15% rejected the notion of partnering with the Mbazwana TSC. The other responses amounted to fewer than 20% collectively.

The overall findings in this section were that the stakeholders and community preferred having the Mboza OSDC separate from the Mbazwana TSC. The reasons may be aligned with the fact that the Mbazwana TSC is more than fifty kilometres from where the Mboza OSDC is situated.

The issue of the distances that the Mboza communities used to have to travel to receive basic services remained central with most of the participants in the study. MBZ IND even mentioned the distance to Mbazwana and said it was too far from Mboza. The findings in relation to the fourth research question, therefore, translate as follows. The Mboza OSDC is within the mandate of the DSD and is thus different from the TSCs, which operate with mandates from their particular departments. Most importantly, the only relevant TSC is a long way away and cannot serve the people of Mboza. Thus it was not going to be an option to partner the OSDC with the TSC. Overall, the findings reveal that establishing the Mboza OSDC was necessary.

4.7 Discussion and analysis.

This section presents discussion and analyses reflecting on the study. The section also reflects on the findings of other studies conducted previously on similar subjects. The discussion and analysis will be based on the research objectives and research questions of the study. These include the role played by different stakeholders during the development of the OSDC at Mboza, the levels of participation during the development of the Mboza OSDC, the extent to which public participation during the development of the Centre contributed to improving service delivery, and the importance of public participation in the decision to develop the Mboza OSDC instead of partnering with the already existing Mbazwana TSC.

4.7.1 The role of the stakeholders in the development of the Mboza OSDC

The first objective of this study was to investigate the role of the stakeholders in the development of the Mboza OSDC. The findings show that a significant role was played by the stakeholders during the development of the OSDC. These stakeholders included traditional leadership, community representatives, committees and Isiphondweni non-profit organisation, all of which are local stakeholders. However, the findings also revealed that an inadequate role had been played by uMhlabuyalingana Local Municipality during the development of the OSDC. This might be accounted for by a lack of understanding on the municipality's part of the effects that were to be brought about by having the OSDC in the area. There were also other stakeholders that were consulted during the conceptualization of the OSDC concept but who appear not to have played any role during the development of the Centre. The weekly DSD schedule reports that the main stakeholders at Mboza OSDC included departments and agencies such as the DSD, the DoH, the SAPS, the DHA, the SANCA, the SASSA, the Mzamo Child Guidance Clinic, and the Heart Beat Organisation (KZNDSO, 2010). These stakeholders may have been consulted during the concept development but do not appear to have played a role during the actual development of the Mboza OSDC.

The current study has also revealed that stakeholders such as the DSD, traditional leadership, the community and Isiphondweni non-profit organisation possibly had a greater role in the development of the Mboza OSDC. All of the stakeholders who participated were engaged by the DSD as principal stakeholders. The fact that they played a role in the development of OSDC implies that the developmental process was in accordance with the requirements of public participation. When stakeholder engagement is executed effectively, this could improve communications, garner wider support, gather useful data and ideas, enhance an agency's reputation, and provide for more sustainable decision-making (Stringer *et al.*, 2006). The need for popular participation was taken into account through allowing the broader community to play their role during the development of the Centre. It has been found that the two categories of public participation (stakeholder and

popular), as mentioned in the literature review, were catered for during the development of the Mboza OSDC. Organizations and ordinary community members played an active role as stakeholders during the development of the Mboza OSDC.

Prior studies have noted the importance of the role of stakeholders and public participation when engaging in development projects like the Mboza OSDC. Lindenau (2014) reveals that working with stakeholders is generally considered to be common practice, but in many cases, only certain stakeholders actually have a say in the planning (Lindenau and Böhler-Baedeker, 2014). It is, therefore, crucial to involve all the different types of stakeholders throughout the planning process, thus addressing their specific requirements (Lindenau and Böhler-Baedeker, 2014). It is necessary for planning, or in this context was necessary for the development of the OSDC, for the stakeholders' roles to be clearly defined. While governments hold primary responsibility for delivering services in the country, the private sector, communities and CSOs also play key roles, particularly in situations where governments lack the capacity, capability or will to provide essential services for their citizens (Denney, 2013). The interventions by the Isiphondweni Organisation are paramount in addressing the missing links associated with situations where the government lacks the capacity to deal with issues such as that of the orphans and vulnerable children in the area, as well as the excessive number of people taking ARVs without food.

The role of the stakeholders during the development of the Mboza OSDC remained important to the prospects of improving the quality of service delivery in the area. The fewer stakeholders participated in the development of the study remains the limitation of this study but without the negative impact on the study results. The involvement of a broad array of stakeholders ensures that as many as possible of the needs of the community are met in the development process

4.7.2 The levels of participation by stakeholders during the development of the Mboza OSDC

The second objective of this study was to investigate the levels of public participation during the development of the Mboza OSDC. The findings of the study are significant in at least almost all the aspects of the levels of participation. It seems to be possible to situate the levels of participation on the top rung of the ladder of participation, in the group labelled

citizen power (mostly delegated power and partnership, but not citizen control) as noted by Arnstein (1969). Citizen power is segmented into three sub-levels of participation, and these are citizen control, delegated power and partnership (Arnstein, 1969). Even though the levels of participation appeared to be on a par with the assumptions underlying the top rung of the ladder of participation, there are other findings of the study that suggest that there was also a degree of tokenism (placation, consultation and informing).

The findings do not satisfy the requirements of citizen control as presented by Arnstein (1969), where he notes that some communities call for citizen control, by which they mean that they should be able to govern the programme or the institution (Arnstein, 1969) – that they should actually be in charge of policy and management (Arnstein, 1969). Central to the finding that this is not an instance of citizen control is the fact that although there are Centre committees to ensure participation, policy and administrative actions are still the responsibility of the government officials.

Different groups of stakeholders were brought into play using different methods. Firstly, the findings revealed that the DSD conducted a community assessment in order to identify the community's priorities. Secondly, the findings also revealed that some stakeholders like the Isiphondweni non-profit organisation and the tribal authority also had significant roles in the development of the Mboza OSDC. For instance, it was the Chairperson of Isiphondweni who received the response from Minister Mapisa-Nqakula and the MEC, Dr. Meshach Hadebe, to the letter sent by the Chairperson to request assistance in the area. All in all, a general sense emerged from the findings that there had been negotiations between the citizenry and government that resulted in the development of the Mboza OSDC. Generally, the findings were in agreement with the notion of delegated power (second from the top on the ladder) as it is understood, where negotiations between the citizenry and public officials can result in the citizens achieving dominant decision-making authority over a particular plan or programme (Arnstein, 1969).

“Citizen power” includes partnership as the third segment from the top of the rung ladder of participation. The study noted features of the partnership during the development of the Mboza OSDC. Arnstein (1969) argues that partnership enables negotiations and an engagement in trade-offs with traditional power holders (Arnstein, 1969). The DSD could

have just informed the community that the department was going to build the Mboza OSDC. Instead, the Department decentralised some degree of power to the local stakeholders, including the community, so that it could be in partnership with the Department in developing the Mboza OSDC. The study has been able to demonstrate the relationships between the principal stakeholder (the DSD) and local stakeholders such as the local community, the traditional leadership, and Isiphondweni non-profit organisation through their thorough involvement in the development phase of the Mboza OSDC. Further work would be required to answer the research question about whether or not the submissions made by the stakeholders were fully taken into consideration by the principal stakeholder with respect to the delegated power and partnership. Again, a further study with more focus on assessing the effectiveness of the committee members elected during the development of the Mboza OSDC to work with the departmental officials is essential.

The findings revealed that two different levels of public participation were in play during the development of the OSDC. Not only was a certain amount of citizen power featured, but also a certain amount of tokenism. In the literature review, tokenism and its components, which are placation, consultation and informing, were discussed in detail. Even within the category of tokenism, the degree of participation differs as per each of the three components. Tokenism is usually a response to people whose social category is under-represented in particular contexts and who sometimes experience negative discrimination such as social isolation (King *et al.*, 2009). Placation is placed on the higher level of tokenism as it allows for the poor to advise those in power, but the ultimate power pertaining to decision making remains with the original holders of power (Arnstein, 1969). There could be reasons why the DSD thought it proper to placate some segments of the community. One might be the issue of lacking the required technical skills to be able to contribute to discussions about the development of the Mboza OSDC. Arnstein (1969) could be making a valid point when he says that the point to which citizens are actually placated depends largely on two factors, which are the quality of the technical assistance they have in enunciating their priorities, and the extent to which the community has been organized to press for those priorities (Arnstein, 1969). The findings in this study were that although community representatives are part of the management through their membership of the Centre committees, the technical knowledge still remains with the officials of the

DSD. The committees might therefore not be able to discover whether or not the resolutions taken are being fully implemented. This discussion of placation relates to the earlier discussion of citizen control, where it was noted that the work of the committees could not simply be accepted by the officials, it was not technically commensurate with the overall plans. Then there were also considerations that had to be taken into account after the committees had made their submissions.

The study also established that different stakeholders attested to have fully participated or been represented during the development of the Mboza OSDC. Also, an impact assessment had been conducted to assess the priorities of the community. This is in line with the consultation level of tokenism. Arnstein (1969) refers to this procedure when he argues that the methods of consultation most frequently used are attitude surveys, neighborhood meetings and public hearings (Arnstein, 1969). The nature of the consultation really depends on the power-holders and the manner in which they drive the consultation process. The power-holders could limit the consultation and thus limit the levels of participation. When power-holders restrict the inputs of citizens' ideas solely to the consultation level, participation becomes a window-dressing (Arnstein, 1969). However, with respect to the Mboza OSDC, the participants in the study attested to having presented their priorities strongly in terms of the services they wanted to have delivered in the Centre.

Communication was facilitated mostly by soliciting responses and enquiries. The acts of communication were not what could be understood as "informing" in terms of the rung ladder of participation. True informing is facilitated through educating communities about their rights, responsibilities and options. This is the most important first requirement for accomplishing authentic public participation (Arnstein, 1969). Most commonly, informing is one-way communication from the public officials to the communities, in which context feedback and negotiations are difficult. After the impact assessments were made with respect to the Mboza OSDCs, the community and the stakeholders were capacitated to influence the positioning of the DSD. One-way communication, the weak form of informing, is usually carried-out through news media, pamphlets, posters and responses to enquiries (Arnstein, 1969). Not surprisingly, the principal stakeholder went beyond "informing" and instead employed communication to achieve the desired levels of participation.

The rung ladder of participation also situates on its lowest rung a number of activities that cannot properly be classified as participation. These it calls therapies and manipulation, as indicated in Chapter Two. It is therefore very encouraging for the stakeholders that the levels of participation during the development of the Mboza OSDC were not at all therapeutic, as the public officials performed impact assessments and involved the community and other stakeholders in the process through public participation. According to Arnstein (1969), therapy should be on the lowest rung of the citizen participation ladder because it is both dishonest and arrogant (Arnstein, 1969). In cases of therapy, the focus is on positioning the citizens to work to change themselves, rather than on allowing them to engage with the procedures (Arnstein, 1969). The bottom item on the ladder of participation is manipulation, which is designed to coerce advisory committees to rubber-stamp officials' proposals (Arnstein, 1969). In the case of the Mboza OSDC, the community members and other stakeholders did not have metaphorically to sign attendance registers without having participated. Instead, the process engaged them on different levels and they were able to present their prioritized needs and have them met.

The study revealed that the participants interviewed as the stakeholders' representatives were very happy about their levels of participation. It was also found that the community was kept informed about the progress of the development from the initial stages until the actual development of the Centre. The only stakeholder at the local level that appeared not to fully participate was the local municipality, and the reasons for that are not clear. The levels of the ladder of participation that seem to have been most utilized include partnership, informing and consultation. The communities had to form committees in order to be in partnership with the Department. The local municipality was also invited to be in partnership with the Department when the concept was introduced. The communities and local stakeholders were consulted consistently with regard to the issue of indicating their priorities in terms of the services to be rendered in the Centre. The communication was two-way, which can be deduced by comparing the priorities of the local stakeholders with the services that were first offered by the Centre, particularly the social development and home affairs services.

The levels of participation by the few local stakeholders that participated in the project satisfy the criteria set in the course of the investigation conducted in this study. The fact that

the Mboza OSDC is situated in a rural area may be the main factor contributing to the limited number of stakeholders that participated in the development of the OSDC. Nevertheless, this limitation does not modify the results of this part of the study, which is concerned with the levels of participation rather than the number of participants.

4.7.3 Service delivery improvement during the development of the Mboza OSDC, as a result of community participation.

The third objective of the study sought to investigate how public participation improved service delivery through the development of the Mboza OSDC. The findings were that the primary beneficiaries of the OSDC appreciated the presence of the OSDC and the services that are being offered as the result of their participation in the development of the Mboza OSDC. Varying responses were offered when the participants were asked about the extent to which the Centre is improving service delivery. Some argued that it is too early to reach a conclusion about any improvement in service delivery. However, the crosscutting response from the more significant proportion of the participants was that they are no longer going to have to travel long distances to receive basic services. These include but are not limited to the services provided by the Department and agencies such as Home Affairs, Social Development and the South African Security Agency.

There are similarities between the attitudes expressed by the participants in this study and those described by Modumo (2014) and Muriu (2014). Modumo (2014) insists that in terms of this community-oriented approach, the government will encourage public participation and consequently support programmes and activities that seek to develop and benefit the communities. Furthermore, Muriu (2014) presents three ways in which public participation could improve local service delivery, which are allocative efficiency, accountability and equity. The idea of allocative efficiency accords with the findings presented above, where the priorities in terms of the services required in the area were proposed by the local stakeholders. Public participation allows for a better knowledge of preferences, which can vary from one locality to another (Muriu, 2014). A knowledge of local preferences leads to the setting of different priorities as per the different OSDCs in the different areas, as the variation in the services rendered could be determined through public participation.

Accountability may be enhanced by public participation, in that the misuse and mismanagement of public resources for private gain, which might be interpreted as corruption, could be controlled and minimized by public oversight (Muriu, 2014). The extent to which committees of public representatives were involved in the development of the Mboza OSDC is somehow reassuring. The actions of the officials must have been accountable and there will have been no corruption. The ensuring of accountability and the reduction of corruption through public participation correlate with the prospects of improved serviced delivery, and that could be an anticipated outcome of the development of the Mboza OSDC.

Public participation would promote developmental local government, in which the needs of all the people, especially those from poor and vulnerable communities, would be met (Muriu, 2014). The assertions presented above support the aspiration that improved service delivery may be provided to all, be it to the poor and marginalised or to the rich. Participation by the poor and vulnerable should support participation by more formal public bodies such as CSOs.

The findings presented in the study mirror those of previous studies that have examined the effects of public participation on service delivery, such as those by Modumo (2014) and Muriu (2014). These two studies, even though they were not primarily focussed on OSDCs *per se*, support the contention that public participation could improve the delivery of local services to the benefit of the people of the locality

There has never been an attempt to examine the correlation between public participation during the development of the Mboza OSDC and the improvement of service delivery in the area, and that remains a limitation of this study. However, the findings about saving the costs of travel and localising the basic services would seem rather obvious to support the claim that the establishment of the Mboza OSDC has brought about an improvement in local service delivery.

4.7.4 What made the communities opt for the Mboza OSDC rather than for the already existing Mbazwana TSC

The fourth and last objective of the study was to establish how public participation drove the development of the Mboza OSDC instead of preferring to partner with the Mbazwana TSC, which already existed. The findings revealed that there are two likely causes for the difference between the OSDCs and the TSCs. The department that is in charge, either the GCIS for the TSCs or the DSD for the OSDCs, mostly determines the nature of the TSCs and OSDCs in terms of the programmes offered. Secondly, the OSDCs support basic income-generating initiatives rather than only delivering services. The findings in response to this research question may help in drawing a dividing line between the OSDCs and the TSCs.

The stakeholders and the community supported the proposal to have the Mboza OSDC separate from the Mbazwana TSC. The reason for this preference may be that the Mbazwana TSC is more than fifty kilometres from where the Mboza OSDC is situated. The findings were that the Mboza community wanted the DSD offices right there amongst them, and wanted the DHA to offer services from the DSD offices, for convenience's sake and to minimise their travelling costs. That said the Mbazwana TSC seemed to be presenting difficulties to the people of Mboza other than its remoteness.

Very little in the literature was found on the question of public participation in the development of the TSCs in comparison with public participation in the development of the Mboza OSDC. The study conducted by Nethathe (2015), which investigated the effectiveness of the TSCs in providing government services, appeared to be not enough to do what in understanding the integrated service delivery through public participation could mean. Nethathe (2015) describes TSCs as structures that enable communities to manage their own development by providing them with access to appropriate information, facilities, resources, training and services. She also argues that the selection of the services to be provided by the TSCs should be done by analysing the needs of the specific community to be served (Nethathe, 2015). TSCs were established to serve needy communities, to be integrated community development centres that encourage communication participation, and to offer services that are relevant to people's needs (Nethathe, 2015). Perhaps the

question of integrating TSCs and OSDCs or maybe developing from TSCs to the OSDCs needs to be explored by future researchers.

4.8 Summary

In conclusion, service delivery through OSDCs seems to be a reality. The purpose of this study has been to investigate how public participation drove service delivery during the development of the Mboza OSDC. There are various lessons that can be drawn from the study concerning service delivery through the OSDCs. Firstly, the study has shown that public participation can be instrumental in driving local service delivery. Secondly, the OSDC has made a positive change in Mboza and in the surrounding communities in the form of improved service delivery, which was achieved through public participation. Thirdly, the establishment of the Mboza OSDC as a “stand-alone” organization rather than partnering with the nearest TSC also appears to have been necessary in order for the OSDC to be able to address the issues that were presented to it by the communities themselves. Overall, the results confirm that the development of the Mboza OSDC has resulted in improved service delivery in the area of Mboza and the surrounding communities. The results confirm that OSDCs may be utilised as a mode of service delivery and are particularly effective and helpful in areas like Mboza.

CHAPTER FIVE: SUMMARY OF FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

5.1 Introduction

This study set out to determine if service delivery had been improved through public participation in the establishment of the Mboza OSDC. The establishment of OSDCs is the KwaZulu-Natal Provincial Government's policy approach regarding collective service provision, an endeavour that is being spearheaded by the KZN DSD.

Precise objectives were developed to direct the study towards achieving its main purpose. Firstly, the study aimed at investigating the role played by stakeholders during the development of the Mboza OSDC. Secondly, the levels of participation by the stakeholders during the development needed to be investigated. Thirdly, the extent of public participation during the development was also explored. Finally, the study aimed at establishing the extent to which it was important for the role players to develop the OSDC at Mboza rather than to partner with the already existing TSC at Mbazwana. Chapter Five presented, analyzed and interpreted the actual findings of the study, which were used to construct and outline the recommendations, implications and conclusions set out in this chapter.

5.2 Summary of the study

The study has found that local service delivery in the Mboza area could be improved through the OSDC. The study explored the broad theoretical framework of public participation, but also concentrated on the specific case of the Mboza OSDC and asked if public participation had proved to be instrumental in improving service delivery in the Mboza area. The study employed mixed methods in terms of data collection which sought to be worthwhile in accommodating the interviews and the surveys. The findings of the study, presented in terms of the key issues of the investigation, clearly revealed the relevance of the Mboza OSDC to the communities it serves. It was also shown that the uMhlabuyalingana Local Municipality did not fully participate as a stakeholder in the development of the Mboza OSDC.

The investigation performed here was structured in parallel with the objectives of the study. The first question addressed the role of the stakeholders during the development of the Mboza OSDC. Empirical evidence drawn from the findings showed that the role of the stakeholders was very significant. Two of the more significant findings of the study relating to the role of the stakeholders are that they identified and prioritised the services they wanted the Mboza OSDC to render, despite the absence of the municipality, and that it was one of the stakeholders (the traditional authority) that identified the site for the actual construction of the OSDC.

Secondly, the study assessed the levels of participation of the stakeholders during the development of the Mboza OSDC. The results of this investigation show that the level of participation in terms of the rung ladder of participation was at the degree of “citizen power”, with specific reference to “delegated power” and “partnership”. It was also found that the participation could not be described (in terms of the rung ladder of participation) as “citizen control”. Features of a degree of “tokenism” were also identified, mostly of “placation” and “consulting”. There was also some “informing”, which is an aspect of “tokenism”. Overall, the study revealed that the levels of participation were excellent, being situated on the top rung of Arnstein’s ladder of participation.

Thirdly, the study looked at the effects of public participation in service delivery through the Mboza OSDC. The study established that developing the OSDC at Mboza was necessary and that public participation was utilised to drive the whole process of the development of the centre. The findings further revealed that public participation during the development of the Mboza OSDC supported the intended improvement of service delivery in the area. The findings, in general, confirmed that after the development of the OSDC the residents of Mboza had ready access to basic services in their area and no longer had to travel to nearby towns to access such services.

Finally, the study asked if the Mboza OSDC should be integrated with the already existing Mbazwana TSC. The finding was that it was impractical to integrate the two, chiefly because of the distance between the two establishments. In addition, the TSCs are

coordinated through the GCIS department, whilst each office is mandated by its provincial or national authority. In the case of the OSDCs, the mandate is from the KZN DSD.

5.3 Conclusions about the objectives of the study

The conclusions drawn in this study are presented below in alignment with each research question.

5.3.1 The role played by stakeholders during the development of the Mboza OSDC

The first objective was to investigate the role played by the stakeholders during the development of the Mboza OSDC. The conclusions set out below were drawn from the findings.

- i. The study concludes that the stakeholders played a significant role in the development of the Mboza OSDC.
- ii. The study concluded that uMhlabuyalingana Local Municipality and some other provincial stakeholders did not fully participate in the development of the Mboza OSDC.
- iii. The study also concluded that the role of the stakeholders in identifying needy communities was also exercised, as it was a locally based stakeholder that identified the site where the Mboza OSDC was to be built to cater for the majority of the people that actually required its services. The services to be offered were identified and prioritised in consultation with local stakeholders.

5.3.2 The levels of participation by stakeholders during the development of the Centre

The second objective was to assess the levels of participation by the stakeholders during the development of the Mboza OSDC. The following conclusions were drawn from the findings.

- i. The study confirmed that public participation was exercised at what could be interpreted as the higher levels of participation, identified as “citizen power” and a degree of “tokenism”.

- ii. The study established that even though public participation levels were at advanced levels in terms Arnstein's ladder, they did not merit being described as "citizen control".
- iii. The study revealed that public participation went beyond the act of "informing (one of the elements of "tokenism") and could be interpreted as real two-way communication rather than just informing. This is so because the stakeholders were involved in and participated in all aspects of the development of the Mboza OSDC. The public participated in the planning meetings, the public meetings and the impact assessments, and continue to do so through their presence on the Centre committees.
- iv. "Non-participation" as described in terms of the rung ladder of participation was not reported in the study.

5.3.3 Service delivery improvement during the development of the Mboza OSDC, as a result of community participation.

The third objective was to assess how community participation could improve service delivery at the local level through the presence of the Mboza OSDC. The following conclusions were drawn from the findings.

- i. The study discovered that the Mboza OSDC was still too new for its impact on service delivery to be evaluated.
- ii. Interestingly, the study confirmed that the travelling costs of members of the community will be greatly decreased by their being able to access services in their immediate vicinity through the presence of the Mboza OSDC.
- iii. The study further confirmed that Isiphondweni organisation is utilising some of the offices in the Mboza OSDC facility to render its services to the community, which may mean that there has been an improvement in the services rendered by Isiphondweni.

5.3.4 Public participation in preferring the Mboza OSDC to the Mbazwana TSC

The final objective was to investigate how public participation drove the development of the Mboza OSDC rather a partnership with the already existing Mbazwana TSC. The following conclusions were drawn from the findings.

- i. The study revealed that the prospects of public participation in the development of the Centre were realistic since the Mbazwana TSC was too far away for the community of Mboza and the surroundings.
- ii. The study also confirmed that there is a very thin dividing line between the TSCs and the OSDCs, which is mostly determined by the department that is in charge of them; either the GCIS for the TSCs or the DSD for the OSDCs.

5.4 Possible recommendations

Further work still needs to be done by the DSD to establish the possibility of bringing more stakeholders into play, so to be able to identify direct roles for them on issues that were catered for during the development of the Mboza OSDC. The role of the local municipality has not been elucidated. Future studies, therefore, need to concentrate on the relationships between the public participation wing of the municipalities and other decentralised structures facilitating public participation. More research is also required to determine the efficacy of having the KZN DSD working with sister departments such as COGTA that could enforce municipalities' participation, as municipalities are required to be part of the operations of the OSDCs. Further research is needed to examine more closely the links between structured engagements in public participation at large with all communities that are being serviced by the Mboza OSDC.

The study acknowledged the advanced levels of public participation that took place during the development of the Mboza OSDC and found itself asking more questions that need to be further investigated. Firstly, future researchers may find it fruitful to relate the levels of participation to the contexts in which the OSDCs were developed, as the OSDCs in the KZN province were developed in different areas with different characteristics that would be inclined to contribute positively or negatively to the nature of the public participation in each instance. Also, as this study was based on the development of the Mboza OSDC only, it could be interesting to have future research studies concentrate on evaluating the levels of public participation in other OSDCs. This could determine the extent to which public participation prevailed beyond the development of the OSDCs. Exploring the possibilities

of adopting the practice of what Arnstein calls “citizen control” in the development of other OSDCs could also contribute epistemologically to the theory of public participation.

Thirdly, the study concluded that it was still too early to assess the impact of the Mboza OSDC on service delivery, but it transpired that travelling costs will be greatly decreased as community members will be able to access the services they require within their immediate vicinity. This might be the first study to report on how an OSDC improved service delivery to the surrounding communities. Thus, the effectiveness of the Mboza OSDC in terms of service delivery improvement may be an interesting study for a future researcher to perform. The study also noted that Isiphondweni organisation is utilising some of the Mboza OSDC office space to render its services to the community. Another conclusion is that the intended improved service delivery to be achieved through public participation is a reality for the outlying areas of the Mboza OSDC. If the Mboza OSDC could transform the lives of the local residents through improving service delivery, then the notion of public participation in a decentralised service-delivery context should be explored in order to allow for more improvement in service delivery beyond the scope of the OSDCs.

The study also concluded that the prospects of public participation in the development of the OSDC were realistic since the Mbazwana TSC is situated far from the Mboza community. Another conclusion drawn is that there is a very thin dividing line between the TSCs and OSDCs, which is mostly determined by the department in charge, either the GCIS for the TSCs or the DSD for the OSDCs. The essence of the OSDCs and TSCs is almost the same; it is only the programmes rendered that may differ, as the organisations are managed by different departments. It might be interesting to explore the possibilities of integrating some TSCs and OSDCs across the Province. Another project that may form part of future research studies might be to examine integrated service delivery and establish whether the DSD was the appropriate department to carry the OSDC mandate instead of the GCIS or the COGTA.

5.5 Implications of the study

The findings of the study have a number of important implications for future practice. Public participation has been formulated as a policy programme, not just a normative concept, as is shown in the different policy prescripts presented in Chapter Three. This

suggests that public participation should not be an optional exercise for South African government structures. The implication of this is that the existing policy should be reviewed to make it possible to enforce structures like municipalities to coherently participate in decentralised government initiatives. Unless government adopts a clear policy programme with regard to the OSDCs, integrated service delivery by the OSDCs will not be a viable means of propelling service delivery. The concept of the OSDCs still needs to be looked at by the KZN provincial government, as it could address other community needs where the OSDCs are already developed and contrive to speed up service delivery where OSDCs have not been developed. The findings and conclusions of this study might motivate the KZN DSD and the provincial government to review the broader OSDC policy programme as per the recommendations provided above.

5.6 Conclusion

The primary purpose of the study was to look at the Mboza OSDC and the way it could improve service delivery in the local context, which is the uMhlabuyalingana Local Municipality. The study established that stakeholders played significant roles through public participation during the development of the Mboza OSDC. Secondly, the levels of participation also appeared to be at the top levels of the rung ladder of participation, which suggests that the stakeholders were fully engaged in the development of the Mboza OSDC. Public participation with the purpose of improving service delivery during the development of the Mboza OSDC was also successful, as the services to be offered at the OSDC were identified through stakeholder engagement and also through an impact assessment. Public participation in the decision to develop the Mboza OSDC rather than to partner with the Mbazwana TSC was also successful, as a proper analysis of the situation was made, concluding that the communities around the OSDC would enjoy the benefits of having services available in their locality, particularly because of the reduction of travel expenses. Across the different areas of investigation the conclusion was drawn that there was a need for the Mboza OSDC to be established and that public participation featured in all stages of the development of the Centre. However, the municipality still has a role to play in keeping the OSDC running. Finally, the Mboza OSDC is instrumental in improving service delivery through public participation for the Mboza community and the surrounding communities.

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APPENDIX A: INFORMED CONSENT DOCUMENT; INTERVIEWS

Dear Participant

My name is Mazwendoda Thandokuhle Zungu (Reg Number is 204001468); registered as the Masters candidate in Public Policy with University of KwaZulu-Natal; Howard College Campus. My research topic is; **Public participation through One Stop Development Centers: (a case of Mboza OSDC under uMhlabuyalingana Local Municipality.**

The study aim to address the following questions;

- e. To investigate the role played by different stakeholders during the development of OSDC at Mboza.
- f. To investigate how were the levels of participation during the development of the OSDC at Mboza.
- g. To explore the extent in which public participation had during the development of the OSDC at Mboza.
- h. To establish the extent to which it was important for the role players to develop the OSDC at Mboza rather the services with the already existing TSC at Mbazwana.

You were purposefully selected to participate in the study through responding to the interview questions facilitated by the researcher. May also note the following as part of the research ethics;

- The information shared will be only utilized for academic research purposes, and not going to be shared beyond without your consent.
- Participation is voluntary and you can withdraw anytime from participating.
- Confidentiality is also important for this research, as there will be no information that will be irresolutely disclosed in any form.
- The face to face interviews shall take at most 45 minutes and survey questionnaire should take less than 45 minutes.
- The records, as well as other items associated with the interview, will be held strictly confidential (in a password-protected file accessible only to me and my supervisor/s). After a period of 5 years, in line with the rules of the University, it will be disposed through shredding and burning.
- If you agree to participate please sign the declaration form attached to this statement (*a separate sheet is provided for signatures*)

Contacted details are as follows; School of Social Sciences, University of KwaZulu-Natal, Howard College Campus, Email: ZunguM@elections.org.za
Cell: +27 78 584 0321

My supervisor is Dr. Sybert Mutereko who is located at the School of Management, Information Technology, and Governance, Westville Campus of the University of

KwaZulu-Natal. Contact details: email sybert@ukzn.ac.za or syberm@yahoo.com, Phone number: Tele: +27332605070, Cell: +27781933022.

The Humanities and Social Sciences Research Ethics Committee contact details are as follows: Ms. Mariette Snyman, University of KwaZulu-Natal, Research Office, Tel: +27312603587.

Thank you for your contribution to this research.

CONSENT TO PARTICIPATE

I _____ have been informed about the study entitled **Public participation through One Stop Development Centers: (a case of Mboza OSDC in uMhlabuyalingana Local Municipality; by Mazwendoda T. Zungu.**

- I understand the purpose and procedures of the study.
- I have been given an opportunity to ask questions about the study and have had answers to my satisfaction.
- I declare that my participation in this study is entirely voluntary and that I may withdraw at any time without affecting any of the benefits that I usually am entitled to.
- I have been informed about any available compensation or medical treatment if injury occurs to me as a result of study-related procedures.

If I have any further questions/concerns or queries related to the study I understand that I may contact the Researcher at School of Management, Information Technology and Governance, University of KwaZulu-Natal, Westville Campus, Email: ZunguM@elections.org.za, Cell: +2778 584 0329

If I have any questions or concerns about my rights as a study participant, or if I am concerned about any aspect of the study or the researchers then I may contact:

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION
Research Office, Westville Campus
Govan Mbeki Building
Private Bag X 54001
Durban
4000
KwaZulu-Natal, SOUTH AFRICA
Tel: 27 31 2604557 - Fax: 27 31 2604609
Email: HSSREC@ukzn.ac.za

Additional consent, where applicable

I hereby provide consent to:

Audio-record my interview / focus group discussion YES / NO

Video-record my interview / focus group discussion YES / NO

Use of my photographs for research purposes YES / NO

Signature of Participant

Date

Signature of Witness
(Where applicable)

Date

Signature of Translator

Date(Where applicable)

APPENDIX A 1: INFORMED CONSENT DOCUMENT; SURVEYS

Dear Participant,

My name is Mazwendoda Thandokuhle Zungu (Reg Number is 204001468); registered as the Masters candidate in Public Policy with University of KwaZulu-Natal; Howard College Campus. My research topic is: **Public participation through One Stop Development Centers: (a case of Mboza OSDC in uMhlabuyalingana Local Municipality**

The study aim to address the following questions;

- a. To investigate the role played by different stakeholders during the development of OSDC at Mboza.
- b. To investigate how were the levels of participation during the development of the OSDC at Mboza.
- c. To explore the extent in which public participation had during the development of the OSDC at Mboza.
- d. To establish the extent to which it was important for the role players to develop the OSDC at Mboza rather the services with the already existing TSC at Mbazwana

You were randomly selected to participate in the study through responding to the survey questions facilitated by the researcher. May also note the following as part of the research ethics;

- The information shared will be only utilized for academic research purposes, and not going to be shared beyond without your consent.
- Participation is voluntary and you can withdraw anytime from participating.
- Confidentiality is also important for this research, as there will be no information that will be irresolutely disclosed in any form.
- The surveys administration should take less than 45 minutes.
- The records, as well as other items associated with the interview, will be held strictly confidential (in a password-protected file accessible only to me and my supervisor/s). After a period of 5 years, in line with the rules of the University, it will be disposed through shredding and burning.
- If you agree to participate please sign the declaration form attached to this statement (*a separate sheet i s provided for signatures*)

Contacted details are as follows; School of Social Sciences, University of KwaZulu-Natal, Howard College Campus, Email: ZunguM@elections.org.za
Cell: +27 78 584 0321

My supervisor is Dr. Sybert Mutereko who is located at the School of Management, Information Technology, and Governance, Westville Campus of the University of KwaZulu-Natal. Contact details: email sybert@ukzn.ac.za or syberm@yahoo.com, Phone number: Tele: +27332605070, Cell: +27781933022.

The Humanities and Social Sciences Research Ethics Committee contact details are as follows: Ms. Mariette Snyman, University of KwaZulu-Natal, Research Office, Tel: +27312603587.

Thank you for your contribution to this research.

CONSENT TO PARTICIPATE

I _____ have been informed about the study entitled **Public participation through One Stop Development Centers: (a case of Mboza OSDC in uMhlabuyalingana Local Municipality; by Mazwendoda T. Zungu.**

- I understand the purpose and procedures of the study.
- I have been given an opportunity to ask questions about the study and have had answers to my satisfaction.
- I declare that my participation in this study is entirely voluntary and that I may withdraw at any time without affecting any of the benefits that I usually am entitled to.
- I have been informed about any available compensation or medical treatment if injury occurs to me as a result of study-related procedures.

If I have any further questions/concerns or queries related to the study I understand that I may contact the Researcher at School of Management, Information Technology and Governance, University of KwaZulu-Natal, Westville Campus, Email: ZunguM@elections.org.za, Cell: +2778 584 0329

If I have any questions or concerns about my rights as a study participant, or if I am concerned about any aspect of the study or the researchers then I may contact:

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION
Research Office, Westville Campus
Govan Mbeki Building
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Durban
4000
KwaZulu-Natal, SOUTH AFRICA
Tel: 27 31 2604557 - Fax: 27 31 2604609
Email: HSSREC@ukzn.ac.za

Additional consent, where applicable

I hereby provide consent to:

Audio-record my interview / focus group discussion YES / NO

Video-record my interview / focus group discussion YES / NO

Use of my photographs for research purposes YES / NO

Signature of Participant

Date

Signature of Witness
(Where applicable)

Date

Signature of Translator

Date Where applicable

APPENDIX B: INTERVIEW GUIDE

INTERVIEWER	
<p>Introduction</p> <p>My name is Mazwendoda T Zungu, registered Masters Student in Public Policy with University of KwaZulu-Natal wishes to conduct research project in your area of work/ community.</p> <p>This research project is entitled: Public participation through one Stop Development Centers; the Case selected from Mboza OSDC under uMhlabuyalingana Local Municipality.</p> <p>I will be interviewing you for this study and the voice recorder will be used. You are also allowed to ask the researcher to repeat the question if it not clear and also to pause the recorder when necessary. Taking part in research is voluntary and if the potential participant/s would prefer not to form part, it will up on his or her discretion. There are no payments to be made to the participants of this study.</p> <p>Purpose of the Study.</p> <p>The research study is primarily looking at the role by different stakeholders that were involved during the development of the OSDC at Mboza. The purpose is to establish the level of participation and the role in implementation in the decentralised context looking at the One Stop Development Centers as the model of service delivery. The data collected will be only utilised for purpose of this study, and there would be nothing beyond without the participant's consent. All responses shall be treated confidential and be only used for research purposes.</p> <p>The whole interview shall not take more than 45 minutes.</p> <p>Introduction covering the following:</p> <ul style="list-style-type: none"> • Name of the Participant • Gender • Age • Race • Occupation • Employer. 	
INTERVIEWEE	
<i>Research Question Number One</i>	<i>Sub Questions</i>

<p>1. What role did key stakeholders during the development of Mboza OSDC?</p>	<p>✓ Directed to Senior Managers: DSD</p> <ul style="list-style-type: none"> • What role did the key stakeholders did play and do you think it influenced the manner in which the center currently performs? • What criterion used to determine the neediest communities as the province contain the significant volumes of rural and disadvantage areas? • What are the monitoring tools in place to measure the effectiveness of the center? • How far the OSDCs are having improved the community's standard of living? • How could the OSDCs be expanded to other needy communities and being sustained as an excellent too of service delivery? <p>✓ Directed to the Senior Officials who were involved from the Umhlabyalingana Local Municipality</p> <ul style="list-style-type: none"> • What do you know about the Mboza OSDC? • In what extent you think the OSDC is addressing the prime issues of the socio-economic-ills of the community of Mboza and Zamazama? • What has been done to integrate the work of the center with the IDP? <p>✓ Role of Committees within the center</p> <ul style="list-style-type: none"> • How are you being elected to the committees? • What are your general responsibilities in the center? • What was your role during the development of the center and also during the implementation of programmes to the center? • What is the communication channel as they are different committees?
<p>Research Question Number Two</p>	<p>Sub Questions</p>
<p>2. What were levels of participation during the development of the Mboza OSDC?</p>	<p>✓ Directed to the Senior Officials who were involved from the Umhlabyalingana Local Municipality.</p> <ul style="list-style-type: none"> • Are there any other initiatives that you brought forward to partner with Mboza OSDC to speed-up service delivery? • What are you doing to avoid the duplication of services?

	<p>✓ Role of Internal Management.</p> <ul style="list-style-type: none"> • Which local communities that are serviced by the Center? • What are the main activities that characterise your daily schedule? • Do you think the center tantamount to the needs of the communities it serves?
Research Question Number Three	Sub Questions
<p>3. How was the extent of public participation during the development of the Mboza OSDC?</p>	<p>✓ Role of Internal Management.</p> <ul style="list-style-type: none"> • What are the levels of participation by the municipality, other structures and locals over the operation of the center? • How are the working relations with other structures and entities, such as the Municipality and Welfare offices? (that turn to deliver services similar to the center) • What are the coordinating means in place for the center, to ensure no contradictions with the provincial mandate? • <p>✓ Directed to Traditional Leadership (Gumedede and Tembe)</p> <ul style="list-style-type: none"> • What is known by the council in terms of the development of Mboza OSDC? • What would comment about the level of participation during the development and now that the center is operational • Do you think implementation of the center do cater for the communities? <p>✓ Isiphondweni Non-Profit Organisation</p> <ul style="list-style-type: none"> • Please comment about your role and involvement with the development and operation of the Mboza OSDC. • What is your role in community and how did you ended-up having the office within the centre?
Research Question Number Four	Sub Questions

<p>4. What was the rationale of developing Mboza OSDC rather than partnering the services with the already existing TSC at Mbazwana?</p>	<p>✓ Directed to Senior Managers: DSD</p> <ul style="list-style-type: none"> • What do you view as the difference between TSCs and OSDCs? • What would be the general experience in operating the OSDCs? • Do you think the OSDC continues to render the services on the collective bases?
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APPENDIX C: QUESTIONNAIRE

Topic: Public participation through one Stop Development Centers; the Case selected from Mboza OSDC under uMhlabuyalingana Local Municipality.

Survey Guidelines.

This is data collecting tool, questionnaire as per above presented topic. You are therefore requested to participate through responding to the few questions that are going to be asked. The data collected will be only utilised for purpose of this study, and there would be nothing beyond without your consent. All of your responses will be treated with strictest confidentiality and be only used for research purposes. Finally, your participation is on voluntary basis, thus you can cease to participate at any point of this survey.

Thank you for taking the time participating in this research exercise.

SECTION A: BIOGRAPHICAL INFORMATION.

Name of the Participant	
Age	
Race	
Position/ Occupation	
Qualification	
Gender	
Number of years residing in the Area	
Marital Status	
Sources of Income.	

SECTION B

To what extent would you agree or disagree with the following statements? You are requested to complete this questionnaire by making a tick in the appropriate box using a black ball pen.

Role by the Stakeholders	Strongly disagree	disagree	Somewhat agree	agree	strongly agree
Would you say all relevant stakeholders had the role in development of the OSDC?					
Would you say the stakeholders had the role in propelling the service delivery through the OSDC?					
You did play the role as an individual or					

represented during the development of the center?					
Would you say you are satisfied about the role of stakeholders during the development of the Center?					

SECTION C

Benefits: People of Mboza and Zamazama	Strongly disagree	disagree	Somewhat agree	agree	strongly agree
Would you say there is now a change since there is an OSDC operating in your area?					
Would you agree that all surrounding people are benefiting from the center?					
There are specific services that have been introduced in the area now that there is an OSDC.					
There are still some aspects of services that still need to be incorporated.					

SECTION D

Level of Participation	Strongly disagree	disagree	Somewhat agree	agree	strongly agree
They were meetings that I attended or heard about where they were different stakeholders talking about the development and implementation of the center.					
Would you say you fully participated or you were carefully represented during the development of the center until this far?					
Everything went well and the level off participation was good during the development of the center which also expanded to the operation.					
Communities still participate on the manner in which the services are rendered by the center.					

SECTION E

General experience: OSDC versus TSCs	Strongly disagree	disagree	Somewhat agree	agree	strongly agree
The Mboza center is working differently as compared to the TSCs in Mbazwana and Jozini?					
There was no need to incorporate the OSDC in					

Mboza to the TSCs in Mbazwana or Jozini					
Mboza OSDC is in par with the needed services in Mboza that were nowhere to be accessed before the development of Mboza					
There is still improvement still acquired for the Mboza OSDC to fast-track service delivery.					

End of the Survey!!!

Thank you for taking your time to fill in the questionnaire.

APPENDIX D. PERMISSION TO CONDUCT THE RESEARCH



Dear Sir or Madam

The letter requesting the permission to conduct research in your area

My name is Mazwendoda T Zungu, registered Masters Student in Public Policy with University of KwaZulu-Natal wishes to conduct research project your area of work/ community.

This research project is entitled: **Public participation through one Stop Development Centers; the Case selected from Mboza OSDC under uMhlabuyalingana Local Municipality.**

The research study is primarily looking at the role of different stakeholders that were involved during the development of the OSDC at Mboza. The purpose is to establish the level of participation and the role in implementation in the decentralised context. The data collected will be only utilised for purpose of this study, and there would be nothing beyond without the participant's consent. All responses shall be treated confidential and be only used for research purposes.

Taking part in research is voluntary and if the potential participants would prefer not to form part, it will up on his or her discretion.

Thank you for taking the time to read this letter and looking forward to meet you during actual research field-work.

Contacted details are as follows; School of Social Sciences, University of KwaZulu-Natal, Howard College Campus, Email: ZunguM@elections.org.za
Cell: +27 78 584 0321

My supervisor is Dr. Sybert Mutereko who is located at the School of Management, Information Technology, and Governance, Westville Campus of the University of KwaZulu-Natal. Contact details: email sybert@ukzn.ac.za or syberm@yahoo.com, Phone number: Tele: +27332605070, Cell: +27781933022.

The Humanities and Social Sciences Research Ethics Committee contact details are as follows: Ms. Mariette Snyman, University of KwaZulu-Natal, Research Office, Tel: +27312603587.

Yours sincerely
Mazwendoda T Zungu

APPENDIX E : INVITATION TO PARTICIPATE IN A RESEARCH STUDY



Dear Mboza and Zamazama Residents.

The title of the study: Public participation through One Stop Development Centers: (a case of Mboza OSDC under UMhlabuyalingana Local Municipality).

Are you residing in the area of Mboza or Zamazama under uMhlabuyalingana Local Municipality, within 10 KMs away from the Mboza OSDC? If so, you are invited to participate in the research study through filling the survey questionnaire.

The researcher will visit Mboza OSDC in order to meet the participants from the 26th to the 30th of September 2016.

The purpose is; to share the experiences about the public participation during the development of Mboza OSDC.

Contact: Mazwendoda T Zungu on 0785840329, ZunguM@elections.org.za for reservation.

Masters Candidate School of Social Science: Programme being Public Policy

Date: 26th to the 30th of September 2016

Place: Mboza OSDC offices (Boardroom)

Time: From 09h00 to 14h00

NB: Participation is voluntary and confidentiality will be strictly upheld.

This research is supervised by Dr. S Mutereko of the School of Management, IT and Governance, Discipline of Public Governance

APPENDIX E.1. INVITATION TO PARTICIPATE IN THE RESEARCH STUDY



School of Social Sciences

Programme: Master of Social Science in Public Policy.

Dear Participant: **Senior Manager; Dept. of Social Development (Sustainable Livelihoods)**

RE: INVITATION TO PARTICIPATE IN RESEARCH STUDY: TOPIC: PUBLIC PARTICIPATION THROUGH ONE STOP DEVELOPMENT CENTERS: (A CASE OF MBOZA OSDC IN UMHLABUYALINGANA LOCAL MUNICIPALITY).

The above matter bears reference;

The Department of Social Development is invited to take part in the above-mentioned study. The selection to participate in this interview is attached to the fact of being the Department that spearheaded the development of the Mboza OSDC. Your participation will be primarily based on providing the researcher with the responses in a form of the interview questions, open-ended. The questions will seek responses about your strategic views and experience as the Department in spearheading the development and operation of the Mboza OSDC. The proposed date is **13th or the 14th of September 2016**, subject to your availability. Targeted respondent is the Senior Manager in the directorate of Sustainable Livelihoods. The interview will take at most forty-five (45) minutes of your time. Your participation in this study shall epistemologically add value for the KwaZulu-Natal Provincial Government with respect to the development and service delivery.

Regards.

.....
Mazwendoda T. Zungu
078 584 0329 or 035 870 3845
Email: ZunguM@elections.org.za

APPENDIX E 2: DATA COLLECTION LETTER FOR INTERVIEWS



School of Social Sciences

Programme: Master of Social Science in Public Policy.

Dear Participant: **Municipal Manager (uMhlabuyalingana Local Municipality)**

RE: INVITATION TO PARTICIPATE IN REASERCH STUDY: TOPIC: SERVICE PUBLIC PARTICIPATION ONE STOP DEVELOPMENT CENTERS: (A CASE OF MBOZA OSDC IN UMHLABUYALINGANA LOCAL MUNICIPALITY).

The above matter bears reference;

The uMhlabuyalingana Local Municipality is invited to take part in the above-mentioned study.

The selection to participate in this interview is attached to the fact of being the municipality in the area of the study and servicing the community that is supposed to benefit from the Mboza OSDC. Your participation will be primarily based on providing the researcher with the responses in a form of the interview questions, open-ended. The questions will seek responses about your experience as the Municipality in participating to the development and operation of the Mboza OSDC. The propose date is **15th or the 16th of September 2016**, subject to your availability. Targeted respondent is the Municipal Manger and the IDP Manager.

The interview will take at most forty-five (45) minutes of your time. Your participation in this study shall epistemologically add value for the KwaZulu-Natal Provincial Government with respect to the development and service delivery.

Regards.

.....
Mazwendoda T. Zungu
078 584 0329 or 035 870 3845
Email: ZunguM@elections.org.za

APPENDIX E3: DATA COLLECTION LETTER FOR SURVEYS



School of Social Sciences
Programme: Master of Social Science in Public Policy.

Dear Participant: **Residence of Mboza and Zamazama**

RE: INVITATION TO PARTICIPATE IN REASERCH STUDY: TOPIC: PUBLIC PARTICIPATION THROUGH ONE STOP DEVELOPMENT CENTERS: (A CASE OF MBOZA OSDC IN UMHLABUYALINGANA LOCAL MUNICIPALITY).

The above matter bears reference;

As a residence of Mboza or Zamazama under uMhlabuyalingana Local Municipality, you are invited to take part in the above-mentioned study.

The selection to participate in this survey is attached to the fact of being the residence in the area of the study and in the community that is supposed to benefit from the Mboza OSDC. Your participation will be primarily based on providing the researcher with the responses in a form of the questionnaire. The questionnaire possesses the questions that will seek responses about your experience in participating to the development and operation of the Mboza OSDC.

The survey would take at most forty-five (45) minutes of your time. Your participation in this study shall epistemologically add value for the KwaZulu-Natal Provincial Government with respect to the service delivery.

Regards.

.....
Mazwendoda T. Zungu
078 584 0329 or 035 870 3845
Email: ZunguM@elections.org.za

APPENDIX F. GATEKEEPER'S LETTER

School of Social Sciences
University of KwaZulu-Natal
Durban
Mazisi Kunene Road
4001
Date: 29 August 2016.

Dear Sir or Madam

The letter requesting the permission to conduct research in your area

My name is Mazwendoda T Zungu, registered Masters Student in Public Policy with University of KwaZulu-Natal wishes to conduct research project your area of work/ community. This research project is entitled: **Public participation through one Stop Development Centers; the Case selected from Mboza OSDC under uMhlabuyalingana Local Municipality.** The research study is primarily looking at the role of different stakeholders that were involved during the development of the OSDC at Mboza. The purpose is to establish the level of participation and the role in implementation in the decentralised context. The data collected will be only utilised for purpose of this study, and there would be nothing beyond without the participant's consent. All responses shall be treated confidential and be only used for research purposes.

Taking part in research is voluntary and if the potential participants would prefer not to form part, it will up on his or her discretion.

Thank you for taking the time to read this letter and looking forward to meet you during actual research field-work.


Contacted details are as follows; School of Social Sciences, University of KwaZulu-Natal, Howard College Campus, Email: ZunguM@elections.org.za
Cell: +27 78 584 0321

My supervisor is Dr. Sybert Mutereko who is located at the School of Management, Information Technology, and Governance, Westville Campus of the University of KwaZulu-Natal. Contact details: email sybert@ukzn.ac.za or syberm@yahoo.com, Phone number: Tele: +27332605070, Cell: +27781933022.

The Humanities and Social Sciences Research Ethics Committee contact details are as follows: Ms. Mariette Snyman, University of KwaZulu-Natal, Research Office, Tel: +27312603587.

Yours sincerely
Mazwendoda T Zungu

APPENDIX G. PERMISSION TO CONDUCT THE RESEARCH GRANTED

**social development**
Department:
Social Development
PROVINCE OF KWAZULU-NATAL

FAX : (033) 264 2075

Telephone/ Ucingo /Telefoon : (033) 264 2078

Enquiries / Imibuzo / Navrae : Mr VW Gumede

E-mail : velaphi.gumede@kznsocdev.gov.za

Reference /Inkomba/ Navrae : S.6/2/1

HUMAN RESOURCE DEVELOPMENT
174 Mayors Walk
Private Bag x9144
Pietermaritzburg
3200

Mr Mazwendoda T Zungu
Electoral Commission of South Africa
Zululand District-DC 26

Office Number: 035 870 3849/ 078 584 0329
zungum@elections.org.za<zungum@elections.org.za


Dear Mr Zungu

**PERMISSION TO CONDUCT RESEARCH IN THE ONE STOP DEVELOPMENT
CENTRE: MBOZA OSDC**

1. This matter has reference.
2. Kindly be informed that permission has been granted by the Head of Department for you to conduct research at Mboza One Stop Development Centre under UMhlabuyalingana Local Municipality for you to fulfill the requirement of your study.
3. The permission authorizes you to:-
 - (a) Approach and distribute your survey questionnaires to employees willing to participate in order to solicit information intended for your research; and
 - (b) Interview management at their consent deemed relevant to your research project and maintain high level of confidentiality.
 - (c) Share your findings with the department.

Wishing you success during your research project.

Yours Faithfully


MS NG KHANYILE
HEAD OF DEPARTMENT
Date: 21/10/2016

APPENDIX H. ETHICAL CLEARANCE



21 January 2010

Mr M T Zungu
Msebeni Children's Home
SIBHAYI
3967

Dear Mr Zungu

PROTOCOL: Emerging Concepts of Social Development in KwaZulu-Natal
ETHICAL APPROVAL NUMBER: HSS/0016/2010: Faculty of Humanities, Development and Social Sciences

In response to your application dated 08 January 2010, Student Number: 104001462 the Humanities & Social Sciences Ethics Committee has considered the abovementioned application and the protocol has been given FULL APPROVAL.

PLEASE NOTE: Research data should be securely stored in the school/department for a period of 5 years.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

Dr Shamila Naidoo (Deputy Chair)
HUMANITIES & SOCIAL SCIENCES ETHICS COMMITTEE

SC/sn

cc: Ms B Johnson
cc: Ms S van der Werfhuizen

Humanities & Social Sciences Research Ethics Committee

Dr Shonuka Singh (Chair)

Westville Campus, Govan Mbeki Building

Postal Address: Private Bag X64001, Durban 4000

Telephone: +27 (0) 31 260 5687/830011607 Facsimile: +27 (0) 31 260 4909 Email: ethics@ukn.ac.za / ethics@ukn.ac.za / ethics@ukn.ac.za

Website: www.ukn.ac.za



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APPENDIX I: TURNITIN REPORT

Masters Dissertation

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