

UNIVERSITY OF KWAZULU-NATAL

**ASSESSING OF COMMUNITY INVOLVEMENT IN STRENGTHENING ROAD
SAFETY STRATEGIES WITHIN UMHLATHUZE MUNICIPALITY**

by

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A dissertation submitted in partial fulfilment of the requirements

for the degree of

Master of Public Administration

School of Management, Information Technology and Governance

College of Law and Management Studies

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2018

DECLARATION

I, **Edith Nompumelelo Moloi** declare that:

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- (ii) This dissertation has not been submitted for any degree or examination at any other university.
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ACKNOWLEDGMENTS

I would like first and foremost to thank my God Almighty who has given me the strength and wisdom to produce this work.

Also to thank the following people who have played a pivotal role in the development of the dissertation.

- My supervisor, Professor Mogie Subban for the constant academic support and mentoring that she has provided me during the course of the study.
- The government officials in the Department of Transport for enabling me to conduct this research.
- UMhlathuze Municipality officials who also assisted me to carry out this research by allowing me access to information and resources.
- Amakhosi from different Traditional Councils for granting me the opportunity to engage them on road safety matters.
- My brother, Mr. ME Mpungose for providing me with the tape recorder to capture the interviews with various respondents.

I would like to dedicate this work to my family, especially my husband, Mr. Thabiso Moloi and our dearest children, for without their support, this research would not have been possible.

ABSTRACT

Road accidents are one of the primary causes of increased deaths in South Africa, more so for the KwaZulu-Natal (KZN) Province, including the uMhlathuze Municipality area. Research shows that South Africa and Nigeria account for more than half of the total number of road fatalities on the continent. This indicates that there is a need for an effective road safety strategy. This study, therefore, investigated community involvement strategies used by the uMhlathuze Municipality working with the Department of Transport to strengthen road safety strategies. The main concern of the study was to establish how the uMhlathuze Municipality and the Department of Transport engage with the communities to be part of road safety awareness and thereby enhance service delivery in this context. Furthermore, the study investigated strategies to involve relevant stakeholders when developing road safety strategies, as well as channels of communication, including the encouragement of community participation in road safety as applied by uMhlathuze Municipality and the Department of Transport respectively.

The study provides insights into stakeholder engagement for road safety within the uMhlathuze Municipality jurisdiction. The stakeholder engagement in this study advocate for community involvement in road safety strategies. The rationale for community involvement in road safety lies in the identification of local road safety problems and issues that require the participation of the surrounding communities in the development of counter-measures to reduce the incidence of road traffic crashes. The literature of the study highlights the strength of the stakeholders' approach to community involvement for road safety, though it is not simple to manage stakeholders due to differences that might arise. However, the principles that underpin the stakeholder involvement provides the guidelines on various processes that ought to be adhered to for an effective stakeholder relationship.

The study adopted a qualitative approach as a strategy of inquiry, and interviews were conducted using the convenience-sampling technique with the selected municipality officials, selected transport department officials, as well as selected Amakhosi within uMhlathuze Municipality. The findings of the study indicate that there are various ways in which both uMhlathuze Municipality and the Department of Transport engage communities about road safety, although it is not sufficient. Whilst these institutions indicated that they are engaging the communities about road safety matters, such findings could not be confidently collaborated by the Amakhosi. It can be assumed then, that community engagement strategies by both uMhlathuze Municipality and the Department of Transport are not effective to yield the desired results. In this case, more communities would remain excluded from the mainstream information about road safety. This further gives an indication that communities do not have a role to play as such when it comes to matters of road safety. According to the research, the value of community involvement in programmes that affect them is that they take ownership of such programmes. The same can be said, about community involvement in the road safety strategy within the uMhlathuze Municipality's tactical plans to include them in matters that concern their well-being.

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LIST OF ACRONYMS

BRICS	Brazil, Russia, India, China, and South Africa
CBO	Community-based organisation
CRSC	Community Road Safety Councils
CSIR	Council for Scientific and Industrial Research
DOT	Department of Transport
EMRS	Emergency Medical Retrieval Service
GDP	Gross Domestic Product
IDP	Integrated Development Plan
KZN	KwaZulu-Natal
MANCO	Management Committee
NGO	Non-Government Organisation
RRTF	Rural Road Transport Forums
RTI	Road Traffic Inspectorate
RTIA	Road Traffic Infringement Agency
RTMC	Road Traffic Management Cooperation
SALGA	South African Local Government Association
SAPS	South African Police Services
SARSS	South African Road Safety Strategy
WHO	World Health Organisation

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CHAPTER ONE: ORIENTATION OF THE STUDY

1.1. Introduction

As a developing country, South African roads are becoming more motorised. The International Traffic Safety Data and Analysis Group (IRTAD) (2013:384) notes that this trend of motorised vehicle fleet growth has been on the rise for the past two decades, and it is still rising to date. The proliferation of the motorised vehicle fleet on South African roads comes with both positive and negative effects on the society. The positive aspects could be attributed to a more affluent mobility of people and goods, while the negative aspects centred mainly on the road accidents and its impact on the families. Road accidents are one of the primary causes of increased deaths in South Africa, more so for the KwaZulu-Natal (KZN) Province, including the uMhlathuze Municipality area. In this regard, the study by Mphela (2011:268) reveals that South Africa and Nigeria account for more than half of the total number of road fatalities on the continent. Authors Okafor, Odeyemi, Dolapo, Ilke, Omosun (2014:2) state that the estimation of road fatalities among these countries stood at 33, 7 and 31, 9/100 000 per year respectively during 2014 with the numbers expected to escalate going forward.

The road accidents have become the most frequent occurrence in South Africa while 3200 people in the world die daily through road accidents, 40 deaths are from South Africa alone, as highlighted in the South African Road Safety Strategy, (2011-2020:5). The road accidents occur despite the presence of the law enforcement agencies. The Department of Transport as a lead agency for road safety in the country has initiated the 2011-2020 strategy as an attempt to curb the deaths on the South African roads and to improve road user behaviour. Most notable is that the South African approach towards road safety has been reactive instead of proactive, as several governmental efforts cannot be undermined. However, road safety should become a priority, and that the communities should be part of a central role in the improvement of road safety strategies, as they have an invaluable role to play in an integrated approach towards road safety. As early as year 2001, there was an increasing desire of community participation in road safety, which was mainly amongst the developed countries including among others, Australia, New Zealand, United Kingdom and United States of America, states Howat, Cross, Hall, Iredell, Stevenson, Gibbs, Officer and Dillon (2001:258). This shows that community participation in road safety is not new, perhaps, on the contrary, it is the case in point for South Africa.

The South African government must recognise that communities have a right to participate in the decision-making processes, especially in those activities that have a direct bearing on their lives, for example, matters of road safety submit Jiyane, (2012:76). Community members are the main users of the South African roads and thus, their involvement in road safety strategies is of paramount importance. Authors Huicho, Adam, Rosales, Paca-Palao, Lopez, Luna and Miranda (2012:11) insist that without involving the relevant stakeholders towards road safety, any other planned interventions may not reach the envisaged impact towards effective road safety. As an attempt to dismantle the problem of community alienation by government entities, the National Development Commission (2012:259) encourages the establishment of meaningful engagement between communities and government, which is an integral part of this research study. The Department of Transport cannot reach and engage communities by itself. Instead, it could work with municipalities to ensure that communities become a part of the solution for road safety. What this translates to, is the fact that engagement with local communities regarding road safety should be the focus and not an add-on. This study, therefore, investigated various approaches used by the uMhlathuze Municipality working with the Department of Transport to engage the communities to strengthen road safety strategies. The study also provided insights into stakeholder engagement for road safety within the uMhlathuze municipal jurisdiction.

1.2. Background of the Study

Generally, the degree of road transportation and motorization in the world is rising constantly; South Africa is not an exception to this phenomenon, asserts Mikušová, (2012:528). While the motorization rises, road carnage also deteriorates in South Africa. Road deaths and injuries that occur daily are costing the country billions of rand per annum with the loss of lives of thousands of invaluable skilled individuals. The views of authors Atubi and Gbadamosi (2015:140) state that road traffic accidents and injuries can be devastating, especially towards the country's socio-economic aspirations and development. Furthermore, the social and monetary costs of accidents are unbearable for both the country and communities; as such, a long-term solution towards road safety is of necessity.

As a part of a government initiative, the then Minister of Transport, Mr. Sbu Ndebele commissioned that road safety should be taken to the grassroots level as part of a public education and orientation awareness programme. Subsequent to this call, a summit was

organised in February 2010, and a strategy was constructed to develop community road safety councils at national, provincial, regional and local levels as evident in the South African Road Strategy, (2011/2020:44). This strategy implies that road safety is not only the government's concern, but the communities should also have a contribution towards road safety in South Africa. Smithson (2009:766) indicates that a strategy of this nature provides a grassroots linkage to communities and local stakeholders to facilitate the building of support for a safer system and a reduction in deaths and serious injuries on the roads.

Another view supporting this approach, is that of authors Spencer and Montero (2013:7), stating that community-driven road safety programmes have strengths derived from networking and partnerships that help to share useful information regarding the safe use of roads. According to these authors, the shared information could be useful to vulnerable road users and influence the behavioural change. Further to this discussion, Oliver, de Beer, and Ribbens (2006:219) also support this approach and indicate that community involvement is a prerequisite for any effective road safety since it requires the interest and the buy-in of all potential stakeholders. This essence of community involvement in road safety strategies lies in the identification of local road safety problems and issues that require the participation of the surrounding communities in the development of counter-measures to reduce the incidence of road traffic crashes. Evidently, the South African government has shown an interest in developing a road safety strategy that is characterised by active and ongoing community involvement.

1.2.1. Definitions of key concepts

The following concepts defined below are central to this study:

1.2.1.1. Community involvement

According to the National Education Association Policy Brief (2008:2), community involvement is a process that broadly offers a range of community activities that engages all affected parties to work together towards helping to meet the community needs. The policy brief goes further to describe six types of involvement: parenting, communicating, volunteering, learning at home, decision-making and collaborating with the community. In this study, collaborating with the community towards ensuring road safety for various communities around the uMhlathuze Municipality is the relevant type of community involvement. Community involvement is particularly important when interest groups are expected to play an

active role in the implementation process, and in the context of this study on road safety, it is paramount to the safety and well-being of the local communities.

1.2.1.2. Community participation

According to Burns, Heywood, Taylor, Wilde, and Wilson (2004:2), community participation refers to an extent where communities are actively taking part in community activities with any significant degree of power and influence. Within the context of this study, the role played by communities towards road safety within uMhlathuze Municipal jurisdiction was explored.

1.2.1.3. uMhlathuze Municipality

Section 2 of the Local Government: Municipal Structures Act 117 of 1998 defines a municipality as an 'organ of state within the local sphere of government exercising legislative and executive authority. This authority is within an area determined in terms of the Local Government: Municipal Demarcation Act 27 of 1998' (<http://www.info.gov.za>). For the purpose of this study, the municipality refers to uMhlathuze Municipality, which is located in the northern part of KwaZulu-Natal, and it is one amongst six municipalities operating under uThungulu District. Of note, is the fact that the roads within this municipal area warrant attention to ensure that the safety of its users is of utmost importance, and that it is placed high on its agenda from a strategic and operational perspective.

1.2.1.4. Department of Transport

The Department of Transport is accountable for regulation of transportation in South Africa that includes, amongst others, public transport, rail transportation, civil aviation, shipping, freight and motor vehicles (<http://www.transport.gov.za>). The Department of Transport is a national government entity that also has its various provincial, district and sub-regional offices. In this study, the focus was the KwaZulu-Natal Transport offices that are within the uMhlathuze jurisdiction.

1.3. Statement of the Problem

The Department of Transport has over the years embarked on ensuring that South African roads are safer for efficient mobility of communities and goods. As part of the initiative, the department established campaigns such as 'Arrive Alive' and 'Don't Drink and Drive' to assist with reducing of accidents on the roads. However, strategies of this nature usually adopt a top-down approach and as such, require minimal if no contributions from the communities. As the

main users of the roads and the main victims of the road carnage, communities deserve a role in the development of a road safety strategy, which is emphasised as one of the key aspects of the research.

The former Minister of Transport also acknowledges the role of community and other stakeholders when constructing a road safety strategy. This study investigated how uMhlathuze Municipality and the Department of Transport engage the communities to participate in a joint venture during the development of road safety strategy. The issue of road accidents is increasingly on the rise and more fatalities are from the KwaZulu-Natal Province as compared with other provinces (Martins, 2013:9). The findings of this nature suggest that an extraordinary intervention involving all relevant stakeholders is necessary given the number of calamities on the roads. Mikušová (2012:532) affirms that there is a need for government, business, and civil society to actively engage and participate in programmes for the prevention and aversion of ongoing road traffic accidents.

Jungu-Omara and Vanderschuren (2006:454) indicate that by educating the community about the importance of adhering to the rules of the road, the community will become more cautious and keen to respect the rules of the road. The South African Road Safety Strategy (2011-2020:7) indicate that the difficulties in addressing road safety in South Africa are primarily those of human factors, especially the lack of knowledge or respect for the rules of the road. Thus, community education on road safety rules should be integrated into the strategies for reducing road fatalities. This could also be useful since the country has a number of people who have literacy deficiencies and as such, an orientation of road safety is of paramount importance in promoting road safety and contributing to the quality of lives of citizens.

A study by Willenberg (2005:164) reported that one-third of South African adults over 20 years may be functionally illiterate and that such a pool of illiterate adults is likely to increase over time, given the circumstance of inaccessible schooling. Desmond (2004:348) also adds to this fact and suggests that the problem of illiteracy lies mostly with adults who cannot read and write. It is evident that the road users in South Africa are characterised by diversity in that some parts of the population may have a better understanding of road safety given their literacy levels. Meanwhile, some parts of the population have literacy deficiencies and are likely to transgress the rules of the road due to the inability to comprehend the stipulated rules. It was necessary for this study to examine the approaches used by uMhlathuze Municipality and

Department of Transport to deliver essential road safety information to the local communities for their general welfare.

1.4. Research Questions

This study aimed to answer the following central questions:

- How does the uMhlathuze Municipality and the Department of Transport engage communities to be part of the road safety strategy?
- What approaches have uMhlathuze Municipality and the Department of Transport used to involve relevant stakeholders in developing road safety strategies?
- What channels of communication has uMhlathuze Municipality and the Department of Transport used to deliver the road safety information to the surrounding communities?
- What type of community involvement does uMhlathuze Municipality and the Department of Transport adopt when engaging with the communities for the road safety purposes?
- What strategies has uMhlathuze Municipality and Department of Transport implemented to encourage community participation in road safety strategies?

1.5. Research Objectives

The objectives of this study are to:

- Ascertain whether the uMhlathuze Municipality and the Department of Transport engage communities to be part of the road safety strategy;
- Examine the approaches that uMhlathuze Municipality and the Department of Transport use to involve relevant stakeholders in developing road safety strategies;
- Identify the channels of communication used by the uMhlathuze Municipality and the Department of Transport to deliver the road safety information to the surrounding communities;
- Identify the type of community involvement approaches that uMhlathuze Municipality and the Department of Transport adopts to engage with the communities for the road safety purposes; and
- Examine the strategies that uMhlathuze Municipality and Department of Transport have implemented to encourage community participation in road safety strategies.

1.6. Literature Review

The literature review enables the researcher to obtain a broader knowledge of a research topic. The intention of this section was to analyse the existing literature in relation to the research topic. Objectively, this exercise reveals contributions, weaknesses, and gaps in the existing literature. The primary and secondary literature sources form part of the sources consulted to build synergy on the existing and new information relating to the current study. The documents such as journals, books, government legislation, newspapers, articles and information available on the Internet are part of the literature in this study. Central to the focus of literature review in this study is the involvement of various stakeholders, especially the communities in road safety strategies. The literature review was presented first as the theoretical framework on stakeholder involvement, and further highlighted the principles that underscore the stakeholder engagement, as well as the role of local government in enhancing service delivery. Secondly, the literature review focused on road safety and the role of communities.

1.7. The significance of the study

Given the continuous state of road accidents in South Africa, it is obvious that the current road safety strategies are not effective towards reducing road accidents. Thus, it is necessary to conduct this study to investigate the manner to which uMhlathuze Municipality and the Department of Transport involve the community to take part in the development of road safety strategy. The purpose of this study is to contribute to the body of knowledge concerning the role that a community can play in developing road safety strategies. The study further demonstrates that by involving the community and other stakeholders during the processes to establish road safety strategies, community members are likely to accept and own the strategies, and thus improve their behaviour as road users. The researcher feels that communities have valuable information that can be useful to improve road safety strategies that could reduce road accidents within their communal places.

1.8. The rationale for the study

In conducting this study, it was necessary to discover whether community involvement is part of the municipality's key focus area, and the Department of Transport's policy to develop road

safety strategies. This study advocated for the change in the approach to which road safety strategies are initiated and implemented.

1.9. Research Methodology

This section presents a detailed and clear description of the selected methodology used in the study. The section comprises research paradigm, research design, research strategies, data collection, study site, sampling, targeted population, data quality control, and data analysis. A detailed discussion on the research methodology followed in the study is outlined in Chapter Four of the dissertation.

1.9.1. Research Paradigm

Research is a vast field of study, and researchers can choose from a variety of paradigms, and the required type of information informs the choice. Thanh and Thanh (2015:24) classify various research paradigms as positivist (post-positivist), constructivist, interpretivist, transformative, emancipatory, critical, pragmatism and deconstructivity. Authors Del Rosario and Goh (2007:4), state that the purpose of the research paradigms is to guide the development of knowledge during a research. Del Rosario and Goh (2007:4) further indicate that there are two main views about the research process, which describes how knowledge is developed and judged as being acceptable: positivism and interpretivism. Thanh and Thanh (2015:25) indicate that interpretive researchers are not concerned about using rigid ways towards finding the required answers. Instead, their approach seeks to engage with the people who own their experiences. In positivism, knowledge develops by investigating the social reality through observing objective facts (Del Rosario & Goh, 2007:4). Thanh and Thanh (2015:25) point out that the major difference in these approaches is that positivists often accept one correct answer, meanwhile, interpretivists use an inclusive approach that accepts multiple views from diverse individuals.

Following on, Goldkuhl (2012:139) indicates that the most interpretive researchers aim to understand how members of a social group, through participation in social processes enact their realities and endow them with meaning. Thanh and Thanh (2015:24) assert that the interpretive paradigm allows researchers to view the world through the perceptions and experiences of the participants. In this study, the interpretive paradigm was considered relevant in that the study intended to allow the respondents to provide the required data from their own experiences. Del

Rosaria and Goh (2007:4), state that researchers who adopt this paradigm acknowledge that rich insights in a complex world cannot be generalised, particularly when the researched areas have unique and varied individual circumstances.

1.9.2. Research design

There are two general approaches to conduct research, namely qualitative approach, and quantitative approach. The characteristics distinguish these research approaches. Kothari (2004:6) states that a qualitative approach to research is concerned with the subjective assessment of attitudes, opinions and behaviour's meanwhile quantitative involves the generation of quantitative data restricted to rigorous quantitative analysis in a formal setting. Aina and Ajiferuke (2002:3) further indicate that one of the characteristics of a qualitative research approach is the reliance on the natural settings, which confines a researcher into collecting data at the site where research informants experience the issue under study. Creswell (2009:12) also adds that by using qualitative methods, a researcher is able to witness the behaviour of the research informants, while interacting with them in the process of the study. The qualitative research approach is deemed relevant to this study supported by the interpretive paradigm. To uphold this discussion, Goldkuhl (2012:135) affirms the connection between qualitative research approach and interpretive paradigm.

1.9.3. Research strategies

The basis of the study was on the uMhlathuze Municipal jurisdiction, and thus a case study as a research strategy is relevant. The case study is a strategy of inquiry to which a researcher explores a programme, event, activity or process in depth (Creswell, 2009:13). Yin (2009:4) also indicates that a case study is useful in many situations to contribute to people's knowledge. Leedy and Ormrod (2010:137) further state that a case study is useful when a researcher intends to learn more about the poorly understood phenomenon.

1.10. Data collection designs

A collection of evidence is the essence of research strategy and the crux of empirical research relies on the production and accumulation of evidence to support its findings, maintains Del Rosario and Goh (2007:7). Several approaches to collect data are available for researchers and the choice depends on the adopted research strategy. This study collected primary data, as well as secondary data. The collection of primary data was undertaken by interviewing targeted

participants. The secondary data comprised of the published information in various forms of literature.

1.10.1. Study Site

The research setting is the place where data is located and where the study was conducted. In this regard, Leedy and Ormrod (2010:105) state that the research setting is a place that would enable the researcher to gather the data to solve the problems of the study. They further indicate that geographic space, town or street addresses and cultural settings can identify the research setting. UMhlatuze Municipality jurisdiction was the research setting of this study. This municipality is on the north coast of KwaZulu-Natal, and it exists in the auspices of King Cetshwayo District Municipality. This municipality has a vibrant industrial zone complemented by the harbour. The municipality thus has a large traffic volume, which from time to time, contributes to the rising number of road accidents.

1.11. Sampling

1.11.1. Target Population

The population is the specific enormous group from which the researcher usually draws sampled units (Ncuman 2006:224). The target population for this study includes some of the employees from uMhlatuze Municipality, as well as certain employees from the Department of Transport Road and Safety Unit and Road Traffic Injuries Unit, as well as Amakhosi (commonly known as traditional leaders) who are within the uMhlatuze Municipal area. Employees from the Department of Transport units, especially those who work in the offices are found within the uMhlatuze jurisdiction.

1.11.2. Sampling strategies

Generally, sampling is the act of selecting a suitable sample from the larger targeted population (Aina & Ajiferuke, 2002:34). In research, sampling is done through various strategies, namely probability sampling, and non-probability sampling. In this study, the researcher used a non-probability sampling strategy. Leedy and Ormrod (2010:211) state that in this sampling strategy, the researcher cannot be able to guarantee that each element of the population has an equal opportunity to be part of the study. The rationale for using this strategy stems from the dispersed nature of the targeted population, and that it would be impossible to draw the list of the participants beforehand.

The researcher used a convenience sampling technique to identify and engage with the research participants. A convenience sample allowed a researcher to identify research participants based on their availability (Struwig & Stead, 2007:111). Black (2010:224) emphasises the notion of the availability and voluntary participation of the respondents in a study. Given the nature of the occupations of the targeted population, a random sampling was impossible. The sample size in this study comprised the following key stakeholders: three Amakhosi (3), four (4) uMhlathuze Municipality traffic department staff, as well as four (4) employees from the Department of Transport road traffic inspectorate.

1.12. Data Quality Control

Since this study followed a qualitative approach, credibility and trustworthiness were ensured by adhering to the strategy postulated by Anney (2014:276), which included the adoption of credibility strategies that encapsulates the following:

- Prolonged and varied field experience;
- Time sampling;
- Triangulation;
- Member checking;
- Peer examination; and
- Interview technique.

This strategy was followed bearing in mind that this study cannot answer the questions relating to reliability and validity in the same way as would a quantitative study. Anney (2014:276) therefore, states that credibility establishes whether the research findings represent plausible information drawn from the participants' original data and is correctly interpreted as per the original views of the respondents. Since the interviews were utilised in this study, the researcher captured the interviews by using the tape recorder in ensuring the integrity of the collected data. After all, interviews have been completed with respondents, the researcher transcribed all the interviews, and then analysed the collected data to establish common trends and gaps using thematic and content analysis, and aspects for due consideration within the context of the study were noted.

1.13. Data analysis

Struwig and Stead (2007:169) assert that the data analysis method enables the researcher to organise and bring meaning to large volumes of data. The method of data analysis, which is commonly used in a case study involves "categorizing and interpretation of data in terms of

common themes and synthesis into an overall portrait of the case” (Leedy & Ormrod, 2010:146). Data analysis was administered by using thematic and content analysis placing emphasis on the process as described by Creswell (2009:185), which emphasizes the following critical steps of handling data analysis:

- Organize and prepare the data for analysis;
- Read through all the data and gain a general sense of the information and reflect on the overall meaning;
- Conduct an analysis based on the specific theoretical approach and method. In this study, content analysis techniques were adopted. This often involves coding or organizing related segments of data into categories;
- Generate a description of the setting or people and identify themes from coding. This was followed by searching for themes connections;
- Present the data within a research report; and
- The final stage involved interpreting the greater meaning of the data.

1.14. Ethical Consideration

Generally, the crucial aim of research ethics is to protect the welfare of research participants. Prior to data collection, it is necessary that an independent research ethics committee should review the research instruments. Going by this assertion, this study was submitted to the University of KwaZulu-Natal Research Ethics Committee for review and determination of observed research participants' rights. Those participants who agreed voluntarily to participate in the study were given an informed consent form to sign prior to their participation. The researcher explained to them their rights, including their liberty to withdraw at any time, if they felt the need to do so. Confidentiality was maintained throughout, and rights of the participants fully explained prior and during the study.

1.15. Limitations of the study

Research concerning road safety is an emotionally charged one because it involves people's personal safety, and given the legalities associated with the road accidents claim. Drawing on a much larger sample of people in the local community affected by poor road safety would make the study more expensive.

1.16. Summary

This chapter has provided a brief synopsis of the study flowing from the statement of the problem, research objectives and the key research questions that the researcher sought to answer. The chapter laid a foundation on which the study builds its arguments in relation to community involvement and in establishing effective road safety strategies. In this chapter, it can be seen that road safety is not a process that requires government's efforts alone, and that other stakeholders too should play a prominent role in order to combine diverse views for the purpose of establishing an effective road safety strategy. The next chapter focused on the literature review that was undertaken for the study.

CHAPTER TWO: THEORETICAL FRAMEWORK IN RELATION TO STAKEHOLDER MANAGEMENT

2.1. Introduction

This chapter focuses on a theoretical framework, which centers on stakeholder management. Another topical issue that is considered relevant for the study and discussed in this chapter, is an integrated approach towards achieving road safety in the country, more specifically within the uMhlathuze municipal area. The latter approach is discussed in line with the integrated service delivery agenda for holistic governance in the field of road safety. In government approach towards improving service delivery, some selected Batho Pele Principles, namely consultation, access to information, as well as openness and transparency are explored. The discussion is followed by the community's opinion towards the manner in which the South African government has executed public services. The Stakeholder Theory has been found suitable for theorising in the study.

2.2. Stakeholder Management theory

The stakeholders are typically known as individuals and groups that have an involvement or an investment in an organisation's decisions in its social and economic activities, submits van Rooyen, (2003:128). The role and the complexities of the stakeholders emanated from a theory, which has for decades, been based on the management agenda (Gomes, 2006:47). The concept has evolved, and thus incorporated into other spheres of governance especially in the public sector. Gomes (2006:47) sees the incorporation of the Stakeholder Theory in the public sector literature as a response towards the "New Public Management" trends. The New Public Management perceives communities as influential figures whose input in public making decisions shape the nature of success or failure of the proposed initiatives (Del Rosario and Goh, 2007: 11).

The review of the Stakeholder Management Theory and community involvement in this study is aimed at establishing whether the community is regarded as stakeholders on government initiatives. It would be interesting to note the roles that have been accorded to the communities in the development and implementation of various programmes aimed at enhancing the community's wellbeing, with road safety as a focal point. The concept of community involvement in its development is borne out of the new democratic dispensations emphasis on service delivery and is centred on the goals of national reconstruction and development and

citizenship development (Perold, Patel, Carapinha & Mohamed, 2007: 53). This practice is contrary to the practice by the apartheid government, which confined most South Africans to passive citizens with no contribution voice in the state governance (Mathekga & Buccus, 2006:11).

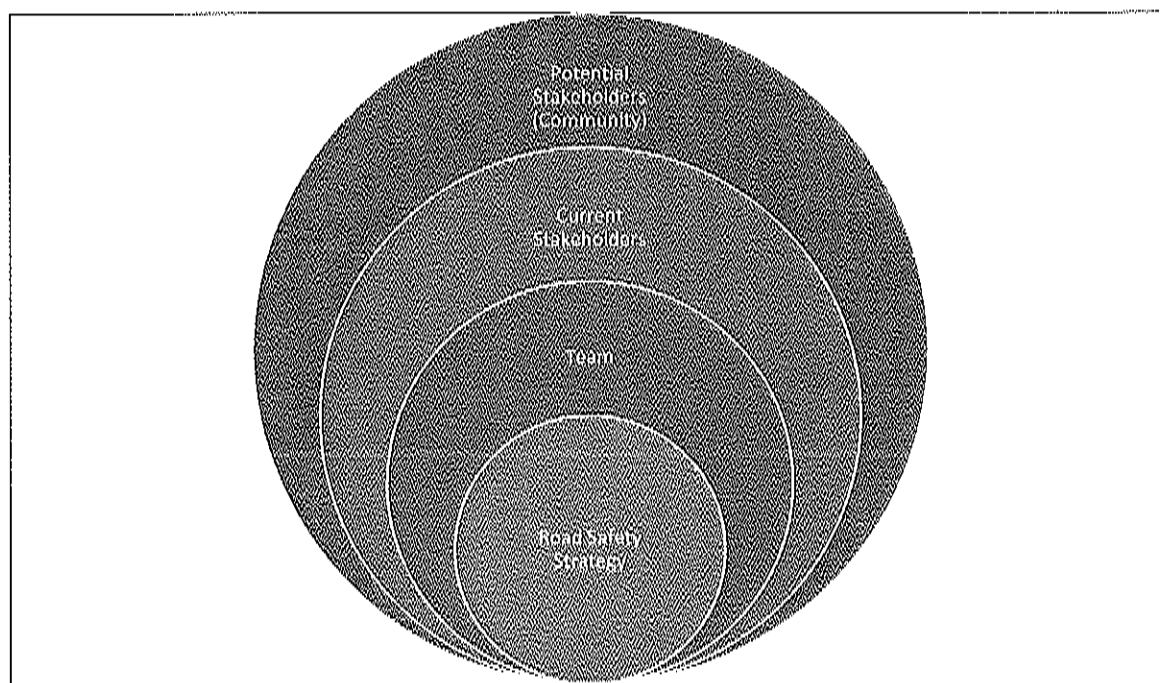
The community involvement strategies inform best approaches that are useful to ensure that the community plays a meaningful role towards such essential programmes as road safety. Research suggests that if communities are given a meaningful role in decision-making, they are likely to develop a psychological sense of ownership, suggests Rogers, Kazi & Boyd (2008:228).

This study advocates for the inclusion of the communities in the development of road safety strategy, and there is no more relevant theory than that of the Stakeholder Management Theory for this study. The South African Constitution of 1996 encourages the involvement of communities and community organisations in the matters of local governance, especially on the issues that affect their daily lives (Act 192 of 1996). Furthermore, Mathekga and Buccus (2006:12) argue that without a cooperative approach, a partnership that enables the local authorities to provide sound leadership in the interaction with its communities would be impossible.

The case for stakeholder engagement is evident, and it fits well in the area of road safety, which is an issue that concerns every sector in the country. Van Rooyen (2003:128) interacting with stakeholders has since been regarded as a 'cornerstone' of successful planning, management, and evaluation of development in both the private and public sectors. While the engagement of stakeholders is paramount to the success of community initiatives, in the same manner, consensus must be established. Generally, the community is made up of various individuals whose differences can impede the progress of the development. The Sustainable Community Planning Guide (2007:125) indicates that the differences are borne from a lack of homogeneity. The role of government, in this case, is to ensure that the community puts aside its differences and works towards the common community success, which is of paramount importance. The Sustainable Community Planning Guide (2007:125) further provides that, while the community is not homogenous, it may also consist of multiple groups and stakeholders with different ambitions and interests, which could be useful if the stakeholder management is facilitated effectively.

Cooper (2014:13) asserts that stakeholder management should be about maintaining and improving the relationship between stakeholders. This assertion suggests that stakeholder management is a relevant strategy to obtain and maintain a cordial relationship. Gomes (2006:47) states that it is better to view stakeholder management as an approach by which public decision-makers scan their environment in search of opportunities and threats to the envisaged goal. Obviously, there is no absolute way in which stakeholder management could be viewed because, as pointed out by Bourne (2010:6), stakeholder management is complex, and thus cannot be simplified by one formula. The figure below depicts the stakeholder circle:

Figure 2.1: Stakeholder Relationship



(Source: Bourne, 2010:10)

Figure 2.1 above illustrates the manner in which stakeholders relate towards centre goal, which in this case is that of road safety strategy. According to Bourne (2010:7), each layer on the stakeholder represents different types of stakeholders, for example, after the road safety strategy comes to a team that should develop knowledge about the relevant community and decides on the appropriate level of engagement. This author further indicates by engaging in latter exercise, the responsible team will have the necessary information from which it can determine the appropriate level and content of the communication to influence stakeholders' perception, expectations, and actions.

The outer circle focuses on the potential stakeholders, as these are individuals who are important to the success of the envisaged work (Bourne, 2010:7). The essence of stakeholder management is the relationship that should be established between individuals who are directly and indirectly involved in a particular project. It is the belief of the researcher that the road safety strategy is an ongoing project that requires monitoring and evaluation from time to time. If road safety is viewed from the premise of the project, it becomes necessary for stakeholders to work together towards ensuring that the implementation of a road safety strategy is effective.

Generally, projects are not only about delivering the required product, but they also create change. Furthermore, the organisation that is entrusted to deliver the project should be able to overcome the climate of uncertainties and ensure that groups and individuals who would be affected by the change are engaged in a way that enhances their collaboration (Bourne, 2010:2). While communities have diverse needs, the issue of road safety is common across South Africa. It should be noted that most movements around the country require transportation in one way or another. Therefore, working as stakeholders is necessary towards making South African roads safer, but it depends on whether communities are recognized as stakeholders during the development of the road safety strategy by the relevant government authorities.

In this regard, Del Rosario and Goh (2007: II) suggest community consultation as a key approach that might help in the identification of community stakeholders in community projects. Bourne (2010:17) postulates that understanding the structure of community stakeholders that comprises a network of people, is also key towards being able to manage the relationship. The responsibility of establishing the stakeholder relationship rests with the municipalities because they operate within their allocated constituencies, which legitimises their core existence. Furthermore, South African road networks cut across various municipalities in the country and this makes them the relevant body, which could drive a strong and decisive campaign for road safety in South Africa.

The successful development and implementation of effective road safety strategies rest upon the collaboration between government departments, the municipality, and the community stakeholders. Mikušová (2012:530) indicates that the experience of countries with the best road safety records indicate that the delivery of effective road safety and sustainable transport interventions are most successful when action is coordinated among different levels of government, from national to the community level including different sectors and disciplines. The type of coordinated plans required for effective road safety strategy calls for an inclusive

stakeholder approach, which posits that stakeholders should be engaged in the strategic decision-making processes of an organisation (Rensburg & de Beer, 2011:152). Engaging stakeholders in any initiative without principles may render the process of engagement futile. In the discussion below, the participatory principles that underscore stakeholder involvement are discussed.

2.2.1. General principles underpinning stakeholder involvement

Stakeholders are formed as part of any organization, be it governmental or non-governmental and they also form part of all both sectors namely private and public. Mannya (2012:77) states that no matter how stakeholders are formed, or whether they have competing interests, they still have an influence on the manner in which decisions are taken in the organisation. Furthermore, the stakeholders can even influence the way services are delivered to the constituencies. Given that by its very nature, stakeholders involve the process of interaction between people from different sectors. It is important, that there should be a common guide that would provide the platform to form an effective stakeholder involvement. It is against this backdrop, that Kironde (2003) in Mannya (2012:77-80) lists the following as the general principles that underpin the stakeholder involvement.

- **Inclusiveness**

In terms of inclusiveness, the author emphasises the importance of stakeholder identification of all stakeholders from various levels of local authorities. The emphasis on this process is motivated by the existence of numerous stakeholders who could easily be ignored if the authorities are myopic in their identification process. The stakeholders exist internally and externally of the initiating organisation. Every level of the local government authority structure comprises stakeholders both internally and externally. Internal stakeholders include men, women, children youth, the elderly and the socially and economically marginalised. These features could be reorganised into other categories such as political viewpoints, professional interests, religious affiliation, and economic activity. The other category of stakeholders stem from outside of the local government authority structures, and these include community-based organisations (CBOs), non-governmental organisations (NGOs), representatives of religious groups, business, and political organisations, and representatives of the district, regional, national or international organisations. When the views and interest of all these groups are fairly listened to, debated and emerging issues negotiated with some consequences reached and mainstreamed, the principle of inclusiveness would have been accommodated.

- **Consultation for the purpose of reaching consensus**

The necessity of consultation lays the ground for sourcing common views from the stakeholders. The first step that is suggested to get the stakeholders engaging, is through advocacy and lobbying, exchanging views and information. Second and finally, stakeholders should discuss cooperatively through public debate and presentations *of issues of various community contexts. A consultation should move away from the normal pseudo-consultation wherein government leaders often source communities' input on ready-made decisions for adoption.*

The notion of consultation reassures the exchange of ideas among stakeholders in order to advance collective decisions. These will be mutually beneficial to all stakeholders since they will generate sustainability, remove actual and potential cases of conflicts and inculcate the building of democratic culture. The consultation also involves informal meetings and discussions among stakeholders with the view of reaching majority decisions or general consensus on issues of common interest, while taking into consideration the views of the minority and special groups.

- **Transparency**

In terms of transparency, the author views it as a basic aspect of effective involvement of stakeholders. This implies that the information should flow from the authorities to the general population through formal channels of communication to disseminate and share information. The information that is meant for the community members should be proper and supplied to the members in advance enabling them sufficient opportunity to reach certain decisions in the interest of their road safety. Transparency is about eliminating the manipulation of information and providing the community members with information that reflect the actual reality.

- **Facilitation and empowerment**

The facilitation function involves enabling local stakeholders to take a leading role in doing things themselves; to be analysts; vision setters; planners; budgeters; implementers and evaluators of their own conditions and resources and coming up with amenable and workable resolutions. This principle confines the government leaders to empower the communities with acquiring basic management and technical skills. Ordinarily, community members may have insufficient technical expertise required to participate meaningfully in decision-making for road safety. In remedying such a challenge, government leaders should take the initiative to provide community members with required skills such as basic management, planning,

financial management skills. Such skills will account for communities' effective participation in the stakeholder engagement process.

- **Efficiency**

Efficiency assists the stakeholder team to avoid the overlapping and the duplication of efforts through coordination, information sharing and common decision-making among stakeholders. The aim of this principle is to ensure that there an appropriate and optimal use of resources such as personnel and finances to ensure the stakeholders achieve the quality of the final product.

- **Equitability**

The principle of equitability refers to the interests of all stakeholders being considered and this should be among the priorities of the stakeholder engagement process. In terms of this principle, stakeholders should in a positive way to explore and identify their resources, discuss how these resources should be shared, managed and used appropriately and all this should be done jointly. It is also critical for stakeholders to ensure that there is fairness, justice and reasonable to allow full and active participation.

- **Sustainability**

One of the essential aspects of stakeholder principles is working towards a sustainable venture. Road safety should be an initiative that lasts for many generations as it strives to reduce and eventually eliminate road fatalities through various means. Sustainability in road safety is paramount and indeed through stakeholder involvement, as well as adherence to stakeholder principles. There is a likelihood road safety measure could be sustained for various generations. In that regard, the visioning should see to it that the socio-economic plans are viable, this will further prevent the degradation of the resource base, including the use of natural resources.

- **Accountability**

Accountability remains a cornerstone for all stakeholders within the stakeholder involvement. To this fact, it is essential that stakeholders are accountable to the public and to one another for their shared decisions and tasks that they have committed themselves to accomplish. In ensuring that accountability takes effect, inbuilt mechanisms for follow-up, checks, and balances, monitoring, and evaluation based on clear distribution and demarcation of responsibilities and duties should be made available.

- **Vision**

In terms of this principle, it is recommendable that every programme that is established through stakeholder involvement is based on a particular vision. It is necessary for a vision to reflect a collective recognition of the needs, opportunities, and dreams of the majority, but at the same time taking cognisance of minority views. The vision should be clearly understood and shared by all stakeholders with the clarity of intent and way forward, and should be attractive enough for all stakeholders to take an active interest and support it. According to the Department of Transport, the national vision of the national road safety is “safe and secure roads” (National Road Safety Strategy, 2016-2030:45). This vision is the direction to which government working with other relevant stakeholders aims to advance, in order to ensure that South African roads are safer and more secure.

Traditionally, South Africa does not have a culture of actively engaging communities in local government affairs, argues van Rooyen, (2003:130). While this assertion was made a few years ago, the culture of actively engaged communities in local affairs is minimal and has been raised as a serious issue affecting service delivery. Therefore, the consideration of principles for a stakeholder involvement is deemed to have a significant impact on the relationship that ought to be established and strengthened between government officials and communities. Mannyra (2012:80) points out that key to these principles, is describing the way in which participatory processes should follow, and it forms the baseline for the continuous assessment of success, as well as ongoing challenges experienced regarding road safety.

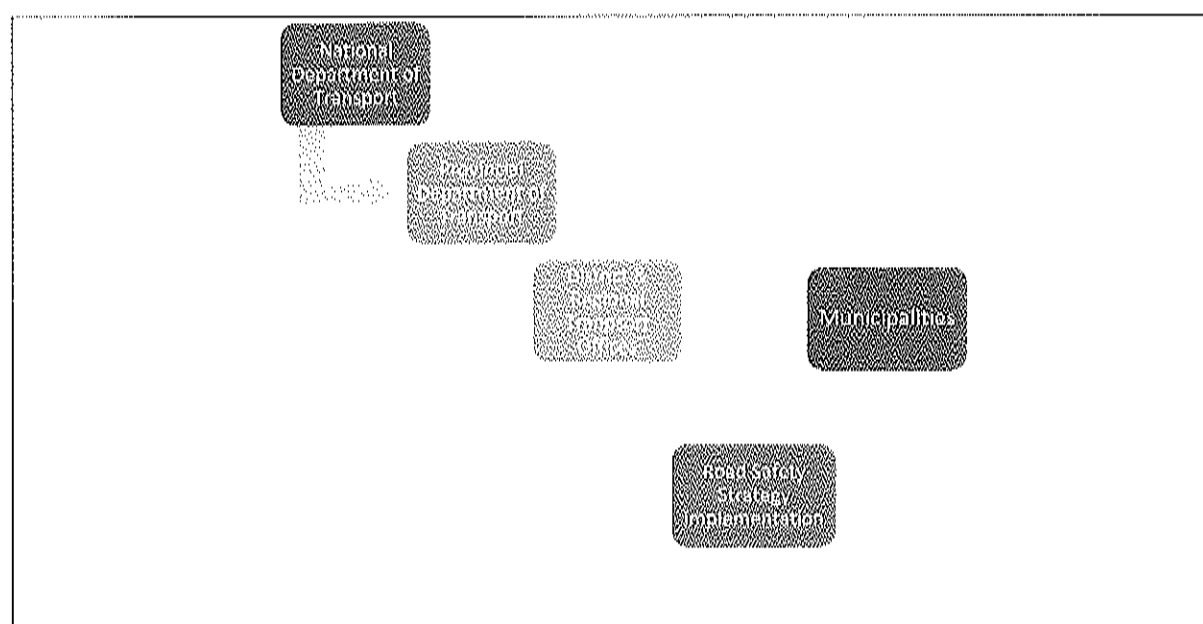
2.3. An integrated approach to implementing road safety strategy

The issue of road safety is a global phenomenon, and the consequences are serious for low and middle-income countries. The Global Road Safety Partnership (2013:6) states that in these countries, it is where the majority of road traffic injuries occur and the injuries are disproportionately borne by the poor. The situation of road injuries has received attention from the United Nations. In responding to the threat that road accidents impose worldwide, the United Nations General Assembly has since approved two resolutions (World Health Organisation, 2013:1). The first resolution was approved in 2010 calling member states to take a joint multi-sectoral action to increase the proportion of countries with comprehensive legislation on key risk factors for road traffic injuries. The second resolution was approved in 2012 to encourage the Member States who had not implemented comprehensive legislation to

adopt and implement national road safety legislation and regulations on major risk factors. The resolution further encouraged the Member States to improve the implementation through social marketing campaigns and to consistently sustain enforcement activities, as highlighted by the WHO, (2013:1).

The South African government has responded to the call by the United Nations, and thus established a road safety strategy for the medium to long-term for 2011-2020. The government's aim is to channel this policy to the grassroots level. The Department of Transport will be the main drivers of the policy. However, in the South African public administration discourse on service delivery, municipalities are the closest government entity to the people. Therefore, the implementation of the said strategy would require an integrated approach in order to reach the grassroots level as envisaged. The National Road Safety Strategy (2016-2030:44) states that the Constitution of the Republic of South Africa, 1996 concurrently distributes the function of road safety thereby involving national, provincial and local governments. This emphasises the principle of intergovernmental cooperation as fundamental for the success of road safety strategy. In the process of cooperative relationship, the National Road Safety Strategy (2016-2030:44) states that public participation and stakeholders consideration should assist in developing a road safety strategy and its implementation thereof. In Figure 2.2 below, is a conceptual framework of an integrated implementation approach for road safety strategy.

Figure 2.2: Integrated Implementation Approach Model



(Author's perspective)

Figure 2.2 above stems from the intention of the Department of Transport, as well as the nature in which government implements its programmes. Given different priorities of the provinces, the national department gives the mandate to the province, which further cascades a programme of action that is implemented by the district and regional offices. Since the national department needs to reach the grassroots level with the road safety strategy of 2011-2020, the best way is to establish partnerships with the municipalities who are closer to the communities. Bauer (2009:29) states that the local government is the essential level of participatory democracy where communities could play an active role as end-users particularly on road safety strategy. The United Nations (2015:14) points out that the responsibility for improving road safety requires the government to have clear strategies with goals and targets supported by resources, but mainly supported by joint efforts among stakeholders. Authors Classen, Eby, Molnar, Dobbs and Winter (2011:23) also emphasise the searching of stakeholder opinions as another approach that can help expedite roadway safety strategies in South Africa. The latter assertion shows that community involvement is paramount during the development and implementation of the road safety strategies. Labuschagne and Venter (2016:427) argue that if the stakeholder approach is considered for the implementation of a road safety strategy, it should be formalised. According to these authors, a formalised approach would be to detail multi-sectoral road safety responsibilities of different governmental stakeholders by means of legislation and annual instructions or performance agreement. Presumably, through this initiative, the government should issue a directive on the terms of reference geared to improve road safety through stakeholder involvement. The emphasis in this assertion affirms the central role that national government ought to occupy in ensuring that road safety strategy becomes a shared function that involves the communities and other relevant stakeholders.

2.4. Community involvement in road safety

The responsibility to ensure safety on the roads in any country rests with the government, especially the Department of Transport, and partly with its citizens. Grimm and Treibich (2010:22-23) state that the government reserves the right to enforce road rules, understand the causes of crashes and risks, educate and inform road users and to regulate the admission to the system by granting licenses to people and for vehicles. Usually, the citizens are not given much responsibility other than to exercise caution while driving and observing the rules of the road. The government responsibilities are enormous that one institution can carry, meanwhile, there

are other stakeholders who share the burden of ensuring road safety in the country. The United Nations (2015:14) indicates that the primary responsibilities to improve road safety and efforts to promote it remains an ongoing priority for governments.

While the South African government has constantly been executing its responsibilities towards ensuring safety on the roads in South Africa however, accidents occur nevertheless and its effect is devastating for various provinces including KZN. The time for the government to consider the role of community involvement as stakeholders as an attempt to improve road safety has come. While the government takes more responsibilities on road safety, Mikušová (2012:530) states that the responsibilities for coordinating road accident prevention within a country should be shared by different levels of government namely national, provincial and municipal.

The integrated approach of owning responsibilities by relevant sectors as accentuated in the latter assertion, suggests the establishment of a partnership that would tie working teams around the central risk factors in road accidents from higher levels of government to local communities towards sustainable community owned (Mikušová, 2012:530). Wallace (2011:35) states that by involving the community in the road safety strategy, it will provide residents with an opportunity to influence public decisions on societal issues, which affects them such as road accidents. It is also important that government officials acknowledge that communities operate through community leaders the view suggested by Ertuna & Kirbas, (2012:23).

From the South African perspective, it is traditional leaders and municipal councillors who could create a foundation where communities would take part in the road safety strategies. Wallace (2011:24) commends community involvement and suggests that it as an important instrument to ameliorate social problems, and road accidents are a social problem. Atubi and Gbadamosi (2015:140) state that the road accidents drive most families into poverty since breadwinners are often lost, which further adds a responsibility of providing care to family members who have been disabled by road accidents. Mikušová (2012:528) states that it is essential that all sectors government and other stakeholders should be immersed in being responsible towards caring for the victims of road accidents and further advocate for road accident prevention.

Involving the community on road safety strategy does not guarantee that it would be effective, especially if government officials are not committed to the cause. This is mainly based on the

findings by Minkler, Thomson, Bell, and Rose (2001:805), who discovered that community involvement may be ineffective since they are time-consuming and labour-intensive, and this will eventually slow the progress toward achieving the programme goals. As an attempt to counter this, Minkler *et al.*, (2001:805) suggest that tangible commitment to community involvement will ultimately strengthen the proposed programme, thereby enabling a focus on the community. Involving stakeholders on road safety has been found to have a positive impact, especially with insight to the barriers and opportunities pertaining to road safety policies and programmes (Classen *et al.*, 2011:23; Mikušová, 2012:530). The next discussion looks at service delivery situation in South Africa, however, the focus is on the role of municipalities as a state institution charged with such an important responsibility, also as a probable institution to play an instrumental role in road safety strategy.

2.5. Establishment and the role of local government towards road safety

The existence of the local government emanates from the South African Constitution of 1996 and that of the White Paper on Local Government of 1998, as both these legislative prescripts mandate the local government to guarantee that services are rendered to the communities in a sustainable manner. In this regard, Koma (2010:113) describes the local government as a public organization, which is authorized to manage and govern the affairs of a particular terrain. O'Toole (2006:305) further states that the local government is that branch of government, which is closer to the people and located in a place where local communities live and work. The livelihoods of more local communities depend on the usage of public roads for commuting to reach places of work. This then places an even heavier burden on the municipalities to guarantee road safety for the local communities.

Given the local government proximity to the communities, it is expected that a core function of the municipalities is to render a variety of services to the community, suggests Koma, (2010:113). Among the functions to be executed by the municipalities include structuring and managing its administration, and budgeting and planning in order to promote the social and economic development of its community (Valceta & Walton, 2008:375). Generally, municipalities operate under set priority areas that were adopted by the national government as service delivery target areas (SALGA, 2004), listed as eradicating of the 'bucket' system; providing basic water; basic sanitation; housing; basic electrification, and roads and infrastructure. Among the deliverables, which the municipalities are charged with, is providing

roads and infrastructure, which subconsciously places the competence on the municipalities to deal with road safety measures. This further localises road safety, which should be embedded into the provision of roads and maintenance of infrastructure. Unfortunately, the road safety strategy in South Africa has not been decentralised sufficiently to the level of municipalities, and this might have limited the effective implementation of the strategy. This could be attributed to the lack of expertise from the part of the municipalities, as well as a centralised bureaucratic government approach.

This study contends that the municipalities could be undermining the power of its authority given that these institutions have the power to develop bylaws and policies suited for its local communities socio-economic challenges. In respect of road safety, the local municipalities have the freedom to make their own decisions given the responsibility to provide roads and infrastructure. Therefore, it is conceivable for municipalities to develop their own solutions that best suits their local road networks, however, this should be underpinned by the public participatory approach. Mikušová (2012:530) supports the involvement of municipalities in road safety strategies and further states that the active involvement of the local government professionals should be supported, as they are best positioned to turn national policies into local solutions. Road accidents occur locally and solutions to improve road safety are also likely to emerge from local citizens. The state of local government in South Africa has encountered numerous challenges relating to the discharging of its primary responsibilities. In order to establish the capabilities of the municipalities to become a central partner towards the implementation of the road safety strategy, the state of service delivery is discussed below.

2.6. The state of service delivery in South Africa

As established in terms of the South African Constitution, 1996 and the White paper on Local Government, the primary role of local government is to ensure that service delivery becomes a reality among many communities. Despite the decentralization of power and the establishment of local government institutions, service delivery in South Africa remains inadequate due to unfulfilled obligations by various municipalities. Generally, the state of poor service delivery in the country is attributed to the municipalities (Managa, 2012:1).

The poor service delivery has consequently resulted in a display of dissatisfaction by different communities in the form of service delivery strikes. Mashamaite, (2014:231) points out that the situation has been rife among the former homelands, KZN being one of them also registered

ongoing strikes related to service delivery. The former homelands are predominantly rural in nature. In such areas, more people are out of jobs, illiterate and cannot understand the rationale behind the inability of municipalities to deliver the services. Managa (2012:2) states that the communities in the former homelands become agitated with the municipalities' inefficiency because they rely heavily on the services that the municipality is commissioned to deliver.

Central to the issues often raised by community members during the strikes, is poor management of municipalities, lack of accountability among municipal officials and absence of public participation (Jain, 2010:31). Some of these issues have propelled the provincial government to place certain municipalities under administration in KwaZulu-Natal, however, the City of uMhlathuze was not affected by this action. While placing the municipality under administration could be seen as a rescue mission, its autonomous functions becomes affected. Mashamaite (2014:231) argues that this kind of intervention imposes constraints on the ability of the municipality to fulfill its obligation since the operational mandate is received from the provincial government. The service delivery protests within uMhlathuze Municipality were sporadic and thus predictable. In this way, the Municipality was able to manage the situation before it got worse, states Morudu, (2017:13).

The evidence on literature indicates that while a municipality may become a central stakeholder in the execution of road safety strategy, it is also facing a plethora of administrative issues. However, the relevancy of the municipality in road safety strategy centres on stakeholder engagement that would be responsible for the execution of the road safety strategy, thereby reducing the roles that the municipalities would occupy.

2.7. Factors constraining municipality performance

Generally, South African municipalities have constantly been underperforming and failing to honour the obligation of service delivery. According to van Vuuren (2014), this situation is a consequence of mismanagement, lack of accountability and corruption. Notwithstanding the positive strides that many municipalities whether rural or urban have contributed in the country, the element of poor service delivery seems to overshadow such tremendous achievements. Several sources have focused on the factors that constrain municipalities from fulfilling their obligations (Mdlongwa 2014; Twala 2014; Managa 2012; Koma 2010; Kroukamp 2007; Roux & Nyamukachi 2005). The factors that were identified by these scholars are unique, yet share most common features, and are thus consolidated as follows:

- Lack of implementation capacity – this suggests that most municipalities have been having a shortage of staff, especially around specialized skills such as engineering and finance.
- The failure to spend available funds for local government development – it is also evident that most municipalities are not able to spend the available funds due to the shortage of people who understand how funds should be distributed. The emphasis is that funds are used inadequately, and sometimes are channeled into the wrong programmes, which are not part of priorities for various communities. If the municipalities lack streamlined priorities, it is easier for funds to be misused and effective programmes such as road safety would be sacrificed. For road safety strategy to be part of the priorities, it should part of the integrated development plan (IDP) of any municipality. Road safety deserves a full recognition, instead of being viewed as an add-on item on the community services agenda.
- Corruption and nepotism – the corruption part has been with municipalities since their inception and it seems to be developing and becoming more sophisticated. More municipal officers including the members of the council are engaging in corrupt conduct where they divert community development projects funds into their own pockets through the tender processes. Some of the tender processes have been challenged in the courts due to irregularities with the tender awarding process. Gumede and Dipholo (2014) suggest that since the Mandela era, South Africa has been known for corruption that is practiced in all spheres of government. As part of nepotism, it was indicated that some senior political members have companies that provide services to municipalities. This practice reduces the opportunity for other important programmes such as road safety to be given full attention in order for municipalities to play their significant role in reducing road carnage in the country.
- Inadequate capacity on the human resource and management level – most municipalities are found to have the less experienced personnel. The rationale in this issue is that there is a practice among all municipalities in South Africa including those of KZN to use politics when appointing senior executive management. Appointing people without the relevant expertise, will inevitable compromise service delivery. It is difficult for a person employed in the latter format to seriously consider the needs of the citizens, instead, such a person would consider the needs of the political principals who vouch for his appointment. Thebe (2017:123) concurs and

further states that the political deployment practice has interconnected to negligence on service delivery as a result of unused funds, lack of technical expertise, improper planning and lack of community participation. The consequences of political deployment practice have had dire consequences for the municipal institutions, and largely for the local communities.

- Inadequacy of the institutions' and infrastructural capacity to render municipal services effectively – municipalities, especially in rural areas, do not have enough resources to be able to deliver services adequately. These resources could be trucks, vehicles, and offices. Sometimes these municipalities are not able to generate sufficient revenue from property rates and levies collected from the citizens. Although the government invests more money in such kind of municipalities, corruption prevails and the grants are misused.
- Financial mismanagement – in most municipalities the people who work in the finance section are not adequately trained to deal with the financial management of the municipalities. There is over-reliance on consultants, especially in KZN municipalities. This alone is an indication of how much politicians undermine the operational function of the municipalities.
- Centralized policy and planning processes – in different municipalities it has been established that only top management participates in the strategic planning process. The frontline operational managers are excluded, and this results in the gap between the strategic and operational plans. The drafting of policies is also centralized with the top management, which suggests that the policies may not address the concerns of the operational managers. Consequently, most municipalities are not able to address the citizens' needs because of policies made without the consideration of operational managers.
- Lack of citizen participation – most municipalities still struggle to ensure that the surrounding citizens participate in the administrative processes of the municipality. It is the obligation of municipalities to ensure that public participation in administrative decisions become a reality. However, this has remained a prescribed mandate by the country's Constitution for some time now. Nleya (2011:5) suggests that involving citizens at this level increases their supports in the governments' policies and further ensures that the citizens understand the limitations within which service delivery

occurs. In this way, municipalities could avert the service delivery strikes, as citizens will understand exactly the plights that are affecting the municipalities. In essence, the municipalities should build a partnership with the citizens instead of perceiving them as consumers of services only. By doing that, the citizens could become part of the solutions to the problems faced by the municipalities.

These factors can be properly dealt with, and be resolved given the political nature of the municipality. More capacity is required including the political will of the politicians to effect some changes towards the operational management of the municipalities. It is astounding to note that municipalities have always had the law on their side to facilitate the discussion of road safety within local communities. According to Treasury (2004:100), the provincial and local governments are responsible for roads within their areas, and this assertion enables these government entities to create a harmonious road safety strategy. The inability of these institutions to work collaboratively and cooperatively in developing and implementing road safety has led to fragmented road safety interventions (National Road Safety Strategy, 2016-2030:29). In this regard, each institution implements its road safety interventions haphazardly, for example in uMhlathuze Municipality, there is no evidence which suggests that the Municipality has a road safety strategy. Instead, the uMhlathuze Municipality's Annual Report (2017:98-99) merely mentions road safety education and emphasises that it is merely a key aspect there. The report also discusses road safety programmes, particularly acknowledging the continuation of the Child-In Traffic Programme. This shows that more is still to be done to enforce the intergovernmental and cooperative operation, which would realise government entities working towards a constitutional obligation to ensure road safety in the country.

The concern about the lack of capacity is real in government entities, but in the Municipality sector, serious attention should be afforded towards employing technically savvy individuals. Koma (2010) states that in this context, capacity indicates the municipalities require individuals who are committed towards the core business of the municipalities. In this way, municipalities could be able to overturn the inefficiencies and ineffectiveness in service delivery. Gumede and Dipholo (2014) state that it is essential for municipal officers to realise that the inefficiency and ineffectiveness of services delivery have far-reaching consequences, mainly because the welfare of the citizens depend on the decisions made by municipalities. The situation with the South African municipality including those of KZN requires administrative reforms, which would result in effective and efficient functioning municipalities.

2.8. The enactment of Back to Basics Strategy

Due to obvious deficiencies, which are affecting several municipalities across South Africa, an intervention is necessary to ensure that these institutions remain functional. The government felt the need to intervene in order to correct and improve the performance of municipalities. As a result in October 2009, a programme known as Back to Basics Strategy was proposed. The intention behind this strategy is to transform the performances of municipalities from average, in many cases, to excellence.

- The strategy is underpinned by these following key principles:
 - Putting people first and engaging with communities;
 - Delivering basic services;
 - Good governance;
 - Sound financial management; and
 - Building capabilities.

This strategy was formalized in 2014, and there is a paucity of literature regarding the manner in which it has been implemented. However, it is evident from the key principles that the government is aware that central to the concerns on municipality inefficiency, is citizen participation in the administrative decisions. The integration of this system on municipalities could as well direct the establishment of localised road safety strategy supported by the Department of Transport and other relevant stakeholders. The Back to Basics Strategy prioritises the voice of communities and the National Road Safety Strategy 2016-2030 emphasise the involvement of stakeholders in the development and implementation of road safety strategy. As concise as these documents, the implementation part requires officials who understand the value of road safety, and the value of stakeholder involvement.

Engaging with communities should have been the first thing that municipalities emphasized from the time these institutions were established in 1998. South Africa has other principles known as Batho Pele Principles, which translate as People First. Unfortunately, many public organisations including the municipal officers struggle to implement such principles. The first point of the Back to Basics programme relates to the resuscitation of these principles. It remains to be seen, how the municipalities would ensure that communities become part of the administrative decisions, even on those relating to road safety. The contemporary situation regarding the manner in which municipalities have handled the community participation function remains a challenge. It is evident that most communities are still not well-versed in

the processes of the municipality's functions, and thus cannot fully become effective relating to stakeholders on important programmes like road safety strategy.

The municipality's senior executive employees should change their management approach by centralizing processes toward consultative management. In terms of good governance, Olufemi and David (2010:146) suggest that it is important for the government to consider public sector reforms, which usually drive good governance and efficiency in public administration practices.

Across African countries, there seems to be a drive to improve government performance through public reform programmes with an aim to decrease inefficiency and ineffectiveness and delivery of quality services, submits Olufemi and David, (2010:147). The South African local government, in general, is not an exception as more municipalities fail to deliver quality services. Administrative reforms are, therefore, necessary to stimulate and promote good governance among municipalities. Administrative reforms can be understood as conscious, well-considered changes that can be carried out in a public sector organization or system for the purpose of improving its structure, operation or the quality of its workforce (Gow, 2012:3). This kind of change could be enforced using various models, namely the top-down approach, a bottom-up approach, and the institutional model. Another essential element in the implementation of administrative reforms is to use an expert change agent who will work closely with the municipal officers as changes take place.

The top-down model emphasises the power of the elites and political leader who from time to time have their own ideas aimed at reorganizing the public sector (Farazmand, 2012:9). This model still prevails within various municipalities in KZN, and in the country generally. Through this approach, citizens can hardly have any contributions to the administrative matter of the municipalities and thus resulting in tense relations between the municipalities and the citizens. Therefore, using this model for administrative reforms will not yield positive outcomes.

The bottom-up model suggests that the organisation should adapt to the environment in order to survive (Farazmand, 2012:11). In the case of municipalities, adapting to the environment begins with understanding the citizens who are also constituents of the municipalities. This refers to the profile of the citizens in order to model the operational planning of the municipalities towards the real needs and expectations of the communities. However, currently, most municipalities in South Africa are still grappling with understanding the needs of the

communities, since communities are alienated from the administrative processes. Implementing administrative reforms through this model could work when municipalities are indeed, in touch with community needs, and are enabling the communities to participate in the administrative affairs of the municipalities.

The most and relevant model for South African municipalities is the institutional approach. Farazmand (2012:11) indicates that the institutional model focuses on the need to adjust collective values, culture, and structure to model the organisation adaptive and dynamic. It is evident that the municipalities have a value system that is not in sync with its operational management. This model is ideal to strengthen the performance of the municipalities, and perhaps it might when implemented in line with the *Back to Basics* programme.

2.9. Summary

This chapter has highlighted the strength of stakeholders when working together for the common course. The New Public Management adopted the Stakeholder Management Theory from the corporate sector due to the shift in communities' value recognition. In the democratic dispensation, the communities are no longer the 'subjects' of service delivery, though the latter is in principle. The practice might reveal a different picture. The rationale for stakeholder management is that road safety can no longer be a government initiative alone, and that the communities and other stakeholders must also be considered in a collaborative initiative. The principles that underpin the stakeholder involvement is necessary to provide a foundation to which the stakeholders would develop their relationship. The South African government has sent signals in its policies that it seeks to adopt an integrated approach towards road safety, as this will certainly ensure community involvement. The chapter also highlights the role of local government, specifically the municipalities in relation to road safety. Given the challenges that local government has encountered, there is a discussion on the state of service delivery in line with the constraining factors to municipality performance. The introduction of the *Back to Basics* concept towards strengthening the capacity of municipalities to deliver on its core objectives is an important aspect raised in this chapter. The next chapter focuses on road safety strategies to implement road safety by involving the communities.

CHAPTER THREE: THE FRAMEWORK OF IMPLEMENTING ROAD SAFETY THROUGH STAKEHOLDERS

3.1. Introduction

The South African roads are among the top unsafe roads in Africa due to the number of fatalities, which are usually attributed mainly to human behaviour on the road. The road traffic injuries, which results from the accidents place an insurmountable load not only on global and international economies but also mainly on ordinary households' financial abilities. Despite South Africa having control mechanisms towards ensuring compliance among road users, accidents occur nevertheless. This is an indication that road safety requires a collective engagement so that community members and the government would work together. It is the contention of this study, that by including the community during the planning phase of the road safety management strategies, a change of attitude and behaviour towards road safety is likely to be seen among the road users. This chapter focuses on the framework to which road safety is implemented, and the role that community members can play to enhance road safety initiatives. The socio-economic impact of road accidents and contributing factors to road accidents are also part of the discussion in this chapter. The last part of the chapter looks at the challenges that currently affect road management in South Africa.

3.2. Approaches to implementing road safety

Generally, road safety strategies are underpinned by four pillars, namely *enforcement*, *education*, *engineering*, and *evaluation*, as this is a world-wide adopted approach (SARSS, 2011-2020:9). Chung (2014:1) asserts that none of the pillars could be able to stand alone in dramatically improving road safety. Therefore, the road safety strategy pillars are commonly known as "4 E's" and are interrelated, however, road safety of any country is contextual and priorities are set based on the transport situation in the country. For example, while developing countries South Africa included to focus more on education, other countries like Taiwan focuses on Engineering and law enforcement (Chung, 2014:1). Below, the four road safety strategy pillars are briefly discussed in the context of the study.

3.2.1. Enforcement

Road safety rests within three pillars of success and enforcement is one of them. The road traffic enforcement is generally designed to minimise the number of accidents by penalising

the drivers for violating traffic rules, maintains Blondiau & Rosseau, (2013:23). The task of road traffic law enforcement contributes to road safety by conducting on-site and off-site law enforcement activities (Li, Zou & Gou, 2014: 748). On-site law enforcement includes the traffic law penalty management functions, such as violation penalty to drivers, general procedures, and paying an outstanding penalty. Off-site law enforcement is whereby the traffic administrative department installs a specific technology machine to record people's violation of traffic rules. By its very nature, enforcement requires more personnel for the high visibility patrolling and enforcement visibilities. The situation in South Africa is contrary to such a requirement since there is a shortage of enforcement personnel, and thus difficult to enforce the traffic laws optimally (SARSS, 2011-2020:11).

Generally, enforcement has a temporal deterrent effect because drivers will observe traffic rules for a certain period where law enforcement officers are located or where the technological device is placed. SARSS (2011-2020:11) indicates that drivers' behaviours are influenced by the sight of a traffic officer momentarily. Therefore, the frequent presence of traffic officers is necessary on the roads, but the shortage of personnel inhibits such a function to be replicated frequently. It is evident that enforcing traffic laws may not translate into compliance, and road accidents reductions could not be achieved through the enforcement of traffic laws alone if road user compliance is temporary. Mphela (2011:269) indicates that the reduction of road accidents and fatalities can be achieved if road users' compliance with traffic laws is improving and voluntary. Like South Africa, Botswana as a case in point has achieved little in terms of reducing fatalities on the road, whilst Mphela (2011:274) attributes this result to unlicensed drivers who contribute largely to the road accidents. More of the road accidents in South Africa are attributed to law infringements (SARSS, 2011-2020:19).

The road user behaviour seems to be a central contributing factor on the road carnage in South Africa. While effective enforcement is necessary, it is equally important that other factors should be considered in understanding the reasons for the behaviour of road users in South Africa. Blondiau & Rosseau, (2013:23) contends that the effectiveness of enforcement is best assessed by its ability to reduce accidents. This assertion becomes relevant when all other contributing factors to accidents are known and a mechanism to resolve them are in place. Sadly the situation in South Africa is different. For one to enforce rules, one must ensure that the other relevant parties are conversant with the rules and regulations. In the South African context, it is every road user's responsibility who may be conversant with traffic-related information, and this includes understanding road signage and speed regulation.

One of the central factors that might lead to some of the road users not understanding the transport related information is the lack of literacy. The study by Willenberg (2005:165) reveals that one-third of the adults over 20 years in South Africa may be functionally illiterate and the pool of adult illiterates is likely to increase over time. This is attributed to the circumstances most children find themselves under such as inaccessible schooling. Desmond (2004:348) also posits that the problem of illiteracy lies mostly with adults who cannot read and write. Given the illiteracy situation in South Africa, more of the road users in South Africa could be functionally illiterate. Given the lack of employment in South Africa among adults, a drivers' licence has often been used as a way of finding a job as a driver. Some drivers find different means to acquire their licences. The latter problem is perpetuated by the corrupt behaviour of the traffic enforcement officers. Procee (2013:7) concurs that in many countries, the enforcement function is undermined by corruption which further inhibits effective decision making. In South Africa, this behaviour has reached a point where there is a popular term "cold-drink" commonly used to entice the traffic enforcement officers. The success of enforcement is eroded by the corrupt behaviour of the traffic enforcement officers. The Department of Transport has a daunting task of ensuring that enforcement becomes effective by educating the communities, as well as traffic officers about traffic laws.

3.2.2. Education

Education forms a cornerstone for road safety and probably all other strategies aimed at achieving effective road safety builds on education. The developing countries have often relied heavily on education as an instrument for achieving road safety, notes Department for International Development (DFID), (2003:8). There is nothing wrong with developing countries to perceive education as a tool that can enable its population to become conversant with road traffic rules. Generally, in South Africa, there are two principal directions for traffic safety education, namely: formal education which primarily focuses on the school children, and informal education where the transport department relies on mass media and public communication to convey traffic safety messages (DFID, 2003:8). Vermaak, Groenewald, Makhado and van Niekerk (2005:566) also support the initiative of community road safety education programmes, their argument is that such programmes do make a difference in the lives of communities. The South African perspective for achieving road safety depends on enforcement, engineering, evaluation but mainly on educational programmes to lay the basic foundation for good road user behaviour. Box (2010:2) indicates that whether education

combines public information campaigns or training schemes, it still forms a central part of the road safety toolkit.

Generally, the road safety education programmes are aimed at influencing traffic behaviour patterns in a positive manner so that road carnage can be reduced. Through road safety, education road users acquire knowledge and the understanding of traffic rules and situations. Furthermore, road users stand to be trained and gain more experience in relation to road usage. Ultimately, attitudes towards risk awareness, personal safety, as well as the safety of other road users could be changed, maintains Sicińska and Dąbrowska-Loranc, (2015:139). Education on road safety is further acknowledged significantly by the researchers in other parts of Africa, for example, Okafor *et al.* (2014:11) who indicate that some of the certified drivers in Nigeria as a case in point, still have a low knowledge base on road safety, and this situation makes continuous education a necessity. This assertion implies that road safety information is vast such that people cannot grasp it within a short period of time. Nevertheless, the intention behind education programmes in road safety is to increase knowledge, change attitudes, target behaviour and eventually reduce death and injuries on the road (Box, 2010:2).

McKenna (2010:12) suggests that the call and implementation of educational interventions for road safety are indeed plausible and can work if effectiveness is maintained. The effectiveness of road safety education lies in understanding the contextual factors that contribute to road accidents in the country. Box (2010:4) contends that the absence of the theoretical background on road safety educational programmes would derail the focus on wrong factors, and thus fail to achieve the intended goal. It is necessary for the government agencies to establish mechanisms that would assist in collecting real-time data regarding the contributing factors to the road accidents in the country. Such a mechanism can feed the precise information, and thus road safety education programmes would be modelled contextually. In this way, it would be easier for government agencies to educate the communities about the importance of road safety and the correct attitude for the road.

3.2.2.1. Selected international perspectives on road safety

Whilst road safety in the South African context takes its cue from some of the internal aspects relating to education, however, the Department of Transport places emphasis on some international experiences. In this regard, selected country perspectives are discussed. The responsibility to provide the road safety education in South Africa in the Department of Transport working with other related stakeholders takes the lead in respect of educating the

society about road safety. Unlike South Africa, in England, the local authorities, as well as road safety officers, are responsible for educating, training and publicity in their respective jurisdictions (Gervais, & Concha, 2008:32). The local authorities in England are equivalent to local municipalities in South Africa, however, the municipalities in South Africa are not fully equipped to carry the responsibilities similar to those of local authorities in England. Chung (2014:4) states that the road safety education programme provided by local municipalities are tailor-made to respond to the needs of the concerned communities. The local governments of Australia and New Zealand have also shown keen interest on community road safety, their motivation is based on the fact that local authorities are responsible for almost 80% of the road network (DFID, 2003:4). The rationale for referring to the said countries is based on the road safety strategies that South Africa has modelled from Australia, particularly within the Department of Transport from KZN. Watson (2000:3) gives an account of a system that the Department of Transport formulated in KwaZulu-Natal, the Asiphephe Road Safety Programme as a plan that was adopted, from Victoria, Australia which is the world's best road safety practice.

3.2.2.2. Towards a model for road safety: lessons from Australia

The programme that South Africa is implementing currently focuses on Administration Adjudication of Road and Traffic Offences commonly known as (AARTO). The rationale behind the implementation of AARTO is to strengthen the country's ability to reduce road carnage by improving the road user behaviour especially the drivers. The road management system, which is similar to that of AARTO has also been introduced in Australia (Mohammed & Labuschagne, 2008:456). Mohammed and Labuschagne (2008:456) further state that in Australia, the demerit point systems is used as a disciplinary measure on drivers who commit offences on the road. Moreover, the violation of the rules of the road tends to decrease as the driver accumulates demerit points. This indicates that road users in Australia understand how the demerit point systems operate.

Zaal (1994:157-164) states that Australia introduced a variety of strategies to decrease road accidents. This included the changing of the physical environment including road signage, traffic lights, as well as road infrastructure and implementing publicity, in order to improve community awareness of traffic management rules. Zaal, further states that publicity campaigns have had a significant impact on modifying driver behaviour and increasing their awareness. Another notable factor about Australia is that its driver community is more information literate compared to South African drivers. Sayed (1998:18) indicates that Australia introduced a

number of programmes which were designed to promote information literacy skills, and which took note of the growth of new information technologies.

Apart from AARTO, Australia also recognises community participation in road safety initiatives (Howat *et al.*, 2001:258). These authors also indicate that in the early 2000s, there was a rapid expansion of community action in road safety initiatives. This approach received a plausible attention given its likelihood to be supported by the community, because when they feel that they have a role in setting the agenda, and are working with authorities towards finding solutions towards resolving road safety concerns. Howat *et al.*, (2001:263) further indicate that while this approach seems perfect, it could be thwarted by numerous factors, and chief among those identified, was the lack of leadership. According to these authors, lack of leadership refers to individuals who lack interest, skills, and commitment in the area of road safety. This to them is regarded as the main hurdle that prevents interventions being developed and implemented in the community.

A South African research organisation known as the Council for Scientific and Industrial Research (CSIR) is among the organisations, which have been involved in piloting some road safety projects to determine its effectiveness towards improving road safety in the country (Department for International Development, 2003:8). Most of the projects that CSIR has piloted have focused on the traffic safety education. Amongst these projects, is the Participatory Learning and Action (PLA) which was a case study based in Mamelodi, a township located in Gauteng Province. This project examined the means of facilitating the process of learning about traffic safety in a community. The research concluded that an alternative educational model such as PLA is able to provide numerous traffic education benefits to communities amongst others entry points for discussion of traffic safety issues; raised awareness and understanding of the situation through exploration of issues; different representations of the problems and issues, which can be understood by the entire communities; and tools for exploring and planning the interventions and their evaluation (Department for International Development, 2003:10).

3.2.2.3. Formal road safety education

The word formal does not render community-based programmes any less important than the ones discussed herein. The differentiation between the two terms is that the formal programmes are incorporated into a curriculum, and further provided within a formal setting. Therefore, formal programmes derive its term from the formalised way in which programmes are

provided. To this effect, the South African road safety strategy indicates that the special education programmes in schools ought to be continuous in order for learners to understand the rules of the road and the consequences of non-compliance with the traffic laws (SARSS, 2011-2020:19). The intention herein is to inculcate a culture of respect for and a keen understanding of road safety from a young age, so as to provide an orientation to the local communities. Howat *et al.*, (2001:268) affirm the involvement of schools in road safety, citing that schools are central to most communities and could further offer an opportunity for extensive community participation. In this regard, these authors insist that local schools should be represented on the community road safety committee. The department also aims to harness the current trending social networks with which young people are familiar to promote road safety information. It is evident from the road safety strategy that South Africa intends to follow the route of using schools as another avenue to educate the society about the rules of the road. The significance of encouraging road safety education at schools is to instill a conscience and public education and awareness of the necessity for proper use of the roads and to appreciate the safety of others when travelling.

Emanating from the above discussion, the latter intention could be borne from the success in the developed countries whose road safety programmes omit are heavily reliant on formal education to bring about road accident prevention (DFID 2003:8). This approach suggests that if the road safety education reaches the young people earlier, it would mould their attitude towards obeying the rules of the road. In some developing countries, formal education is also regarded as the means to reduce road traffic injuries and fatalities, yet poor children and adults who typically do not have access to formal education get ostracised, consequently, they are likely to continue to contribute to road accident casualties and fatalities (DFID, 2003:8).

The developing countries like South Africa should be cautioned about modelling road safety strategies from developed countries and expecting results to be that much effective. DFID (2003:14) states that a simple transfer of methodologies for road safety education from developed to developing countries context is likely not to be ineffective given the variations in education systems, teaching method, and traffic regulations. Notwithstanding the latter anomaly that lays on the road safety education, formal school programmes about road safety in general, are designed to provide the foundation about road safety programmes in that they set out the advice in a clear and simple format graded for the capabilities of different age groups.

Another inescapable fact regarding road safety education is that children often learn about road safety from their own societal environment, this includes learning from peer groups, parents and other role models in the community and, though some children never attend school at all nevertheless they do also learn from their surroundings. It is undeniable that, the families and the community hold a considerable amount of influence to their young generations and therefore such programmes should be developed in such a way that it accommodates the role of families and the community. While formal road safety education in schools should be incorporated into the national school curriculum, there is considerable merit in promoting informal community-based education for adults and children to avoid neglecting those outside the school environment; such as pre-school children, non-attenders and school leavers (DFID, 2003:14). Road safety education has an invaluable role towards securing safe roads though there is a need to establish how education can be best applied in order to ensure that insufficient funding is spent on the prioritised initiatives and that have the greatest impact as well, concedes Box, (2010:9).

3.2.2.4. Community-based road safety education

The Community-based road safety education consists of formal programmes developed by the government agencies and are commonly provided to communities through engagement meetings. Programmes of this stature are well positioned to effect improvements in the communities' safety-related problems especially when a community takes ownership of the initiative (Vermaak *et al.*, 2005:559). DFID (2003:1) also posit that community-based education provides relevant responses to suite local conditions and communities are likely to comply because of greater community ownership. Community road safety programs have an important role towards generating the community support, partnerships, and engagement in road safety that is recognised as an integral role in achieving a safe system. However, traditional evaluation efforts, which have focused primarily on delivery and processes, do not provide a complete picture of the contribution of community road safety programs in this new framework. It is timely to explore new areas of evaluation measurement, such as social capital, which can make an additional contribution to the evaluation picture for community road safety (Smithson, 2009:765). Community-based road safety programmes give the government agencies a chance to build the capacity of community members, which would elicit a shared responsibility to promote road safety.

The community road safety programmes worldwide are increasingly becoming more recognised as a critical part of good practice in the delivery of road safety, especially when

dealing with local issues and accessing groups which cannot easily be reached by media channels and formal education. The role of non-government organisations (NGOs) promoting the community road safety approach is also on the rise, as the following examples demonstrate (DFID, 2003:16). In order to balance off the newly embraced road safety approach, the road safety professionals should strive to acquire necessary skills to support this new way of working (Gervais, & Concha, 2008:1). By working in a partnership approach, community road safety programs are likely to further provide a 'grassroots' link to communities and local stakeholders to enable the building of support for a safe system and a reduction in death and serious injury (Smithson, 2009:766).

3.2.3. Engineering

The role of engineering in road safety is to improve the road environment through the introduction of any appropriate measures. Engineering measures are then, complemented by the use of publicity and educational resources to ensure the community are fully aware of any changes (North Ayrshire Council, 2015-2020:24). Part of the engineering role in South Africa is carried out by the South African National Roads Agency Limited (SANRAL), and its responsibility is to make a significant contribution towards road safety by maintaining and improving the national road network environment and by identifying and addressing road safety concerns on the national road network. The aspirations of the said agency are to take the current road safety efforts to a higher level through better-coordinated, structured and monitored processes. There is also a need for better coordination and management of resources to address road safety concerns on our network. Furthermore, there is a need to be results-driven to ensure a meaningful contribution towards improving road safety. There has been a notable growing trend of urbanisation, technological change, economic activities and vehicle density (Hyder & Vecino-Ortiz, 2014:423). SANRAL and the government faces a daunting task to ensure that there is infrastructural development to keep up with the latest development in relations to road safety.

3.2.4. Evaluation

Monitoring and evaluation are considered to be one of the important pillars of international best practice, as this becomes effective when there is reliable information. In South Africa, this function is aligned with monitoring because of road safety data, capturing, processing and dissemination require serious attention (SARSS, 2011-2020:15). If the processes mentioned hereto could be given serious attention, positive results could be forthcoming. The South

African government could further be able to contextualise intervention, as it would understand the key problem areas and its causes, effective strategies to be implemented, interventions effective in terms of the cultures of a particular nation and community, as well as the initiatives to improve public awareness and behavioural change. The adoption of the safe system approach inspires a transformed focus on establishing meaningful evaluation measures to assess contributions towards this new framework. For community road safety programs, a significant shift from traditional approaches which have focused on delivery and processes, rather than outcomes is a necessity. Non-traditional measures, such as social capital, may provide additional tools to create a complete picture of the contribution of community road safety programs towards a safe system (Smithson, 2009:765).

3.3. Strengthening road safety through multi-stakeholder involvement

Generally, involving people to take part in the programmes that directly affect their well-being can yield more benefits as opposed to disadvantages. This could also be evident in the road safety strategy. The former Minister of Transport in South Africa once said: “road safety is not what you do to a community; it is what you do with a community” (Ndebele, 2010). The emphasis on the latter assertion is the recognition that the society has a role to play in road safety, instead of being provided with a ready-made strategy. The community is by far the main users of the road networks and the government should find ways to include them in the planning of the road safety programmes. Another former minister echoed the similar sentiment by stating that road safety strategy should be in line with the principle of public participation to ensure that the affected people are involved in the decision-making process (Peters, 2016).

In essence, it is not good to exclude the key stakeholders in the road safety strategies because it may have a negative impact on the interventions towards road safety (Huicho *et al.*, 2012:11). By excluding the key stakeholders, as the main stakeholder on road safety programmes, the government risks losing a valuable contribution and support from other stakeholders, especially the communities. However, through coordination and collaboration between different sectors in relation to road safety, the chosen strategies may be successful and enforced appropriately as the main stakeholders would be supportive. Mikušová (2012:532) states an inclusive approach should be such that it involves multi-stakeholder partnerships and brings together different sectors within the framework of a targeted safe system approach. Furthermore,

Mikušová (2012:532) opines that such an approach could bring onboard solutions which are innovative, comprehensive and sustainable towards road carnage prevention.

Generally speaking, the success of the road strategy lies largely on how communities choose to handle their transport system (Mikušová, 2012:528). The transport system of communities varies due to the differences in the road networks that connect their society. Therefore, the role of communities cannot be over-emphasised during the planning and implementation of the road safety management strategy. Spencer and Montero (2013:7) also support the involvement of communities in road safety programmes and emphasise that such programmes have a high propensity to prosper. Smithson (2009:766) states that involving communities in road safety strategy could build the communities' understanding and support for change, which could contribute to its successful implementation. The Sustainable Community Planning Guide (2007:125) indicates that the involvement of people, who are directly affected by planning proposals, should begin in the initial stages.

Pan American Health Organisation (2011) indicates that an initiative to include the community in community programmes should, therefore, begin by identifying and training community leaders, so as to improve the organisational capacity of community members. Consequently, the community members would become more empowered and knowledgeable about road-related information. The Department of Transport and Municipality traffic officers are not usually present on the road all the time to enforce the road traffic rules and ensure that the community complies with those rules of the road. The main reason that the traffic officers aim to enforce the rules of the road, is that road users continue to transgress the rules of the road. An aspect that could be observable among road users is a lack of ownership of one's behaviour on the road and of the road safety precautions. The main shortfall from the government is the inability to influence behavioural change among road users (Venter, 2009:31). Despite road safety campaigns through mass media and celebrity road safety campaigns, road accidents continue. The missed opportunity by the government is allowing the road users and ordinary community members to be part of the road safety campaigns, something that might boost their confidence when they realise their contribution and eventually take joint responsibility for the safety and welfare on the roads.

Tshabalala and Lombard (2009:396) indicate that community involvement helps to enhance the public skills and capacity which further encourages them to participate in the own development initiatives. The European Union (2010:19) stated that in order to successfully

involve communities in road safety management, the information and the issues must be presented in a way that is relevant to the local community. In responding to South African road safety concerns, the former minister of transport Mr. Ndebele commissioned that road safety to be taken to the grassroots level. Following the initiative by the then minister, a summit was held in February 2010 which proposed that Community Road Safety Councils (CRSCs) should be established at national, provincial, regional and local levels. The main aim of the proposed councils was to put a shift in government practices in dealing with road safety matters within the public transport and pedestrian sectors of South African society. According to the SARSS (2011-2020:44), road safety councils were established in most provinces during 2011 and training was provided in the same year capacitate communities towards improving road safety. This is an ongoing process that has been initiated by the Department of Transport to ensure that communities become the participants taking joint ownership in road safety matters.

By working with local communities through the community road safety councils, the government might be able to identify dangerous areas and work with local authorities to improve infrastructure. The Department of Transport aims at pulling in private-sector support for local road safety initiatives and set up an agency or find a way to join others to ensure business partnerships to fund road safety activities (SARSS, 2011-2020:49).

3.3.1. Opportunities generated through collaboration on road safety

The benefits and opportunities discussed below are among many that could be generated by collaboration initiatives on road safety programmes:

- Building collaborations and reducing overlap in activities and expenditures;
- Ensuring that programmes are in the public interest as the opinions of many stakeholders are incorporated;
- More comprehensive programmes that have a broader geographical scope and increased the chance of impact; and
- Improved stakeholder interaction and improved stakeholder knowledge that provides long-term benefits.

(Mikušová, 2012:530).

While it is plausible for the government to work with its constituencies, however, by their very nature, communities are not homogenous and that could impose a challenge to convince them to reach consensus on certain issues, submit Tshabalala & Lombard, (2009:397). Experts with

considerable skills in negotiation, network establishment, and political understanding would be required to work with communities who display unbecoming behaviour. Spencer and Montero (2013:9) state that putting together such experts is time-consuming and their functioning depends on voluntary support from other stakeholders.

3.4. Socio-economic impact of road accidents to communities

Every year in South Africa, about 10 000 people lose their lives, whilst more get injured. The total cost of road traffic crashes on South Africa's road network for 2015 amounted to an estimated R142.95 billion equating to 3.4% of the country's GDP (Roux & Labuschagne, 2016: ii). Generally, the cost cut across numerous services which are to be provided for the injured including among others emergency services, hospital care, loss of earnings, future claims against the Road Accident Fund (RAF) and care for disabled (Roets, 2015: 97). The impact of road accidents is devastating to the country's taxpayers and its communities. The concern of road traffic accidents has become a constant issue that is further disturbing the functioning of the society. The current Minister of Transport Mr. Maswanganyi reported a fatality increase from 156 in 2016 to 235 in 2017 around the same period of the Easter holiday in KwaZulu-Natal. It further recorded an increase in fatalities from 29 to 59 (Maswanganyi, 2017:3). This is an indication that road traffic accidents are a reality, which is on the rise and without an effective intervention, the societal structures will succumb to the consequences.

The road safety has since become a major societal issue in almost all parts of the world, and the fatalities continue to have an adverse effect on the government, and moreover, to the societal structures (Mikušová, 2012:528). The societal structures, which are often affected, are in the developing countries, this is where most road traffic road injuries occur and local communities bear the burden of injured and deceased (The Global Road Safety Partnership, 2013:6). South Africa is not an exception to the latter, as road accidents equally affect the poor people more because they rely on public transport as the primary means for their commuting.

Teye-Kwadjo, Knížek, and Rundmo (2013:454) state that poor people become vulnerable to dire consequences of road accidents as they commute from their homes for economic purposes. Using public transportation for them is the only option and unfortunately, it is such transport, which exposes them to road traffic accidents. Additionally, unprivileged people have restricted access to emergency care following road traffic accidents and costs of medical treatment, loss

of the income of the principal wage-earner in the family, with the loss of income due to a disability as this may likely push them further below the poverty line. Some families are driven deeply into poverty by the loss of providers and the added burden of caring for members disabled by road traffic injuries (Atubi & Gbadamosi, 2015:140). Road accidents have a long-lasting impact on the country and societies in various ways. Mikušová (2012:530) asserts that the government should improve the quality of the poor communities by preventing road crashes. Given the glaring impact of the road traffic accidents, the function towards preventing road crashes should execute collectively instead government taking silo approach. The rise of the road accidents occurrence globally and the cost to world economics calls for all possible actions to mitigate their effects on the economics.

The road traffic accidents are not self-created events, as certain circumstances play a central role, and are discussed in the next section.

3.5. Contributing factors to road accidents

The motorised vehicle fleet is growing rapidly in South Africa and has almost doubled in the last two decades (IRTAD Annual Report, 2013:384). Mikušová (2012:528) suggests that the growing vehicle fleet should be complemented with good infrastructure, common sense everyday human behaviour and effective trauma care services. Hyder and Vecino-Ortiz (2014:423) paint an unfortunate picture about the BRICS (Brazil, Russia, China, and South Africa) countries, which South Africa is part of, that these countries' infrastructural development is struggling to keep pace with the increasing traffic densities. Part of the infrastructural development factors contributing to accidents is bad road and vehicle conditions, poor road signage and signalization of bad driving. Inadequate driver training, irregularities in licensing drivers are also among the key determining factors to dangerous driving (Teye-Kwadjo, Knizek, and Rundmo, 2013:11). However, the infrastructural development may not solely account for the increasing road traffic accidents in South Africa.

Generally, the high accident rate in the country emanates from the level of lawlessness, influenced by the behavioural traits of drivers and pedestrians (RTIA REPORT, 2013). Maswanganyi (2017) also echoed the same sentiment in that during the Easter holidays in 2017, the human factor continued to be a causal factor in most crashes. Furthermore, the minister opines that this can be avoided should road safety be prioritised and roads used responsibly.

The accidents, which occur due to human error, should be mitigated significantly through attitude and behaviour change.

Part of the factors that contribute to fatal road accidents in South Africa, namely human behaviour, constitutes (83%) followed by road factors (10%) and vehicle factors (7%) (du Toit & Mbatha, 2013:20). Despite government endeavours to provide safe transport systems and infrastructure, there is an indication that road users are yet to internalise the concept of road safety, and thus become responsible road users in the process.

3.5.1 Human behaviour

The human behaviour on the road is prevalent throughout the world even in the developed countries as a major cause of fatal road accidents (du Toit & Mbatha, 2013:23). The South African public policies prohibit the use of cell-phones, controls over speed and compulsory use of safety belts which are the typical human error on the road. However, failure to use seat belts, over speeding, recklessness, use of mobile phones while driving, fatigue, overcapacity, wrongful overtaking, and tailgating are some reasons behind a substantial number of crashes (Belwal, Belwal & Al Quraini, 2015:108-109). An adherence to behavioural norms can help in ensuring safety. The accidents relating to pedestrians fall within the human behaviour category and these people constitute 60% of the road user population and are the most vulnerable ones. Furthermore, the problems of human behaviour among road users are exacerbated by the lack of effective traffic law enforcement and inadequate road environment (du Toit & Mbatha, 2013:23). Apart from that, road users are also ill-disciplined, and this applies to both drivers as well as pedestrians.

As an attempt to counter to human behaviour factor on the road accidents, South Africa has constantly implemented national road safety campaigns focusing on lowering the occurrence of jaywalking, alcohol including drug abuse and speeding. According to the road safety strategy (2011-2020:12), national roads campaigns will continue to be televised, given that 93% of South Africans have access to television. Furthermore, this will be supported by the use of radio, posters, and billboards. The shortfall from the way government has resorted to using the said strategy is the ostracising of the general people from the national road campaigns. To this effect, the government prefers to use celebrities as an ambassador for national road safety, forgetting that these people live a different life outside the campaign season. Some of the celebrities are club DJ's, an environment which by its very nature where people socialise and consume alcohol.

The use of celebrities for the purpose of promoting road safety information weighs heavy in terms of costs for government, and this could be done differently by using regular road users as ambassadors for road safety. Another shortfall is the reliance of government on national radios, and thus neglects the community radio stations. Some of the communities prefer to tune into their local radio stations instead of the known national radios. This sometimes is not based on the preference, but the geographic location and conditions of radio frequency availability. By neglecting the small areas, the government misses the opportunity of engaging the involvement of the communities to partake in national road safety campaigns. Given the current government approaches towards ensuring road safety in the country, human behaviour will, unfortunately, continue to be a significant contributor to the road traffic accidents.

Belwal, *et al.*, (2015:108) posit that behaviorally inclined factors are not solely the cause of the road accidents, technical factors are also part of the reasons behind road traffic accidents. These authors further opine that one area that has not been given much attention to road safety campaigns is car maintenance, which plays a central role in road safety. The car maintenance function encapsulates a number of activities including among others periodic checkups, visits to the service center, technical inspections and repairs, the functioning of dashboard controls, seat-adjusters, seat belts and mirrors, tire specifications and conditions, another technical compliance. Therefore, taking control of the technical factors such as regular maintenance of car tires and pressure, examination of breaks, and taking the car for routine service could play a significant role in reducing road traffic accidents. The behavioural and technical factors are very important aspects of road safety. Compliance with these factors, to a certain extent, requires the attention of the drivers (Belwal *et al.*, 2015:108).

3.5.2 Road and environmental factors

There are factors, which may be beyond drivers' immediate control, and such factors are commonly known as road and environmental factors. According to Belwal *et al.*, (2015:108) the poor design of roads, defective or insufficient road lights or signals, dangerous intersections, the absence of warning signs, faded or non-existent traffic signs or lines, gravel or oil on the road can lead to road accidents. While some of these factors are still pervasive in South Africa, du Toit and Mbatha (2013:20) note that some of the road and environmental factors are part of the apartheid legacy and continue to have an impact on road safety. This attribution emanates from the way in which the apartheid system demarcated the community structures. For example, there was a creation of township areas and most of those areas have

limited paved road infrastructure. Du Toit and Mbatha (2013:20) state that townships constitute large geographical areas. This suggests that in the townships resides a population who are likely road users in different ways, namely as drivers, passengers or pedestrians. In case they reside within areas where road environment is not conducive to road safety, they are likely to develop a different mentality about road safety.

In the democratic dispensation, the landscape has changed and townships are now allocated within municipalities. Du Toit and Mbatha (2013:20) note that while there has been recent infrastructural upgrading in the previously disadvantaged areas, some townships still lack:

- Proper road and pedestrian infrastructure;
- Street lighting; and
- Road system with the necessary storm-water drainage. During rainy seasons, the poor drainage and lack of paved pedestrian pathways pose major problems to pedestrians.

Apart from the known and controllable factors, some are uncontrollable such as natural disasters, stray animals crossing roads, and confusion caused by road construction could also be held responsible for road accidents. Some environmental conditions such as storms, heavy winds, rainfalls causing potholes and bad roads create situations leading to road accidents (Belwal *et al.*, 2015:109).

3.5.3. Vehicles factors

It is often argued that human error is the most frequent contributing factor to road accidents, however, vehicle defects also play a role though much less frequently (Ncube, Cheteni & Sindiyandiya, 2016:629). Du Toit and Mbatha (2013:22) point out that Arrive Alive survey acknowledges that 17% of the fatal road accidents are caused by vehicles' defects mostly resulting from poor tyres and a defective braking system. Jungu-Omara and Vanderschuren, (2006:455) argue that quite often the drivers may have little control over vehicle factors and thus accidents are inevitable. This argument seems to exonerate drivers from the responsibility of maintaining the vehicles, as well as making regular check-ups. It is inconceivable for drivers to claim not being aware that a car has worn tyres and defective braking system. However, if the drivers have not been taught the significance of the routine car maintenance and regular check-ups before assuming a driving journey, therefore it is conceivable for them to lack critical information about the significance of car maintenance. Furthermore, drivers cannot be expected to have full knowledge of road safety if they have not been taught about the

responsibilities of drivers towards the vehicle. It is significant that the role of regular vehicle maintenance becomes part of road safety strategy, and every driver would become responsible.

Another aspect of vehicle defect is overloaded vehicles, which greatly increases the likelihood of tyre burst, especially on long-distance trips without regular stops (Jungu-Omara & Vanderschuren, 2006:455). The latter assertion places the safety responsibility squarely on the driver who should check if the vehicle is properly loaded and that the load is commensurate with the tyres of the vehicle. The pressure of vehicle owners to make money could influence drivers to deliberately ignore road safety requirements. As a strategy to counter such disobedience to the rules of the road, traffic officers are regularly visible on the road and often concentrate on drink-driving, seatbelt wearing, and vehicle condition, as well as the legality of vehicles (SARSS, 2011-2020:11). An obvious challenge with the traffic officers' visibility is the inability to be on different roads at once, instead, traffic officers choose certain spots to conduct roadside activities. This enables the drivers who know that their vehicles are not road worthy to evade being checked by taking a different route since drivers have a tendency of warning one another about the traffic officers' presence.

3.6. Challenges affecting road management in South Africa

In acknowledging the significance of the regulation of public transport and road traffic to the development, safety, and quality of life of all South Africans, Road Traffic Management Corporation was established in terms of Road Traffic Management Corporation (RTMC) Act 1999. RTMC operationalisation began in 2005 and central to its operation is facilitating an effective partnership between national, provincial and local spheres of government in the management of road traffic matters (Ismail & Venter, 2007:1). Judging by the latter, expecting effective partnerships between the different spheres of government are well-founded and the results of this study shall provide an indication to that effect.

The vision of RTMC is centred on overcoming the fragmented traffic management functions across hundreds of different national, provincial and local authorities and institutions and to bring a new professional coherence and morale into the entire road traffic system with a view towards greatly improved law compliance and a reduction in road traffic accidents. To achieve the set vision, RTMC will need to:

- Regulate, strengthen and monitor intergovernmental contact and cooperation in road traffic matters;
- Improve the exchange and dissemination of information on road traffic matters;
- Stimulate research in road traffic matters and effectively utilise the resources of existing institutes and research bodies; and
- Develop human resources in the public and private sectors that are involved in road traffic.

The activities that RTMC sets itself to achieve its vision seems achievable if proper management systems are in place. Part of the activities also includes the development of human resources in the public and private sectors especially the human resources that are involved in road traffic. This gives light to the upcoming activities once the RTMC has found its footing, and overcome the challenges it is currently facing. Around 2007, Ismail and Venter (2007:7) also pointed to the following challenges, which were affecting the functioning of RTMC:

- Lack of capacity: the corporation needs more people to assist in attaining its objectives; also, highly trained officials are needed to deal with the more specialised tasks;
- Lack of funding: a universal problem that could prove to be detrimental if funding is seen as leveraging influence;
- Political support: projects could suffer if there is little or no support from political principals;
- Failure to align prerogatives: could result in mixed messages being sent out leading to fragmentation; and
- Poor morale: could stifle progress and productivity.

Arising from the above challenges, is the skills shortage, lack of funding, the lack of political will and the poor alignment of programmes by the Department of Transport. While these challenges may have been identified decades ago, they were key inhibitors to the functionality of RTMC, and thus road safety in the country suffered. In terms of the political support, an instability is often created through a frequent change of ministers. This further diminishes the support system since each minister has his/her own political agenda. According to SARSS (2011-2020:34), there are other challenges like lack of capacity in terms of financial resources for road safety, as well as personnel for enforcement and educational purposes. Furthermore, there is a lack of clarity on where the various road safety functions lie, either within road

regulation at DOT, at RTMC or within road safety promotions and various agencies. This could lead to initiatives either being duplicated or neglected, with no entity taking responsibility. With the glaring challenges, road safety in South Africa will continue to receive fragmented attention, and the problem with such attention is overlooking important aspects hoping that the other entity might cover.

3.7 Summary

The chapter highlighted key strategies that could be pursued in ensuring that road carnage is reduced on the roads. South Africa is among the leading countries with road traffic accidents, especially in Africa. This makes the South African roads to be dangerous for the road users. The scourge of road accidents continue to be a burden on the country's economy, and this happens in terms of financial costs relating to accidents and injuries. Furthermore, by losing personnel who are economically active in the country poor families experience further problems because they lose financial supporters through road traffic accidents. The literature in this chapter indicated firmly that dealing with road safety is not solely for the government to implement as the input from other relevant stakeholders is also significantly required. Part of such stakeholders is the important role and involvement of the community members in road safety strategies. In this way, local communities are given a responsibility of being part of, and inclusive of the solutions to address road safety issues, which would be identified during the engagement. The other discussions highlighted the causes of road accidents, and it is evident that human behaviour remains a concern. It is within an area that requires a collective participation towards changing people's attitude towards road safety. The next chapter focused on the research methodology.

CHAPTER FOUR: RESEARCH METHODOLOGY

4.1. Introduction

This chapter presents various approaches that were undertaken for the purpose of selecting the appropriate research participants. The chapter discusses the research paradigm, research design, research strategies, data collection method, and sampling strategies. The discussions further provide a description of the place where data was collected and the method of data analysis, as well as the ethical components meant to protect the respondents.

4.2. Research Paradigms

Research is a vast field of study and researchers can choose from a variety of paradigms, which is often informed by the required type of information. Thanh and Thanh (2015:24) classify various research paradigms as positivist (post-positivist), constructivist, interpretivist, transformative, emancipatory, critical, pragmatism and deconstructivity. Del Rosario and Goh (2007:4), state that the purpose of the research paradigms is to guide the development of knowledge during a research. Furthermore, there are two central views about the research process, which describes how knowledge is developed and judged as being acceptable: positivism and interpretivism. Chowdhury (2014:433) indicates that interpretive researchers are not concerned about using rigid ways towards finding the required answers instead their approach seeks to engage with the people who own their experiences. In positivism, knowledge develops by investigating the social reality through observing objective facts (Del Rosario & Goh, 2007:4). Thanh and Thanh (2015:25) point out that the major difference in these approaches is that positivists often accept one correct answer, meanwhile, interpretivists use an inclusive approach that accepts multiple views from diverse individuals.

Goldkuhl (2012:139) indicates that the most interpretive researchers aim to understand how members of a social group, through participation in social processes enact their realities and endow them with meaning. Ponelis (2015:538) further support that the interpretive paradigm enables the researchers to view the world through the perceptions and experiences of the participants. In this study, the interpretive paradigm was considered relevant since respondents' views were central to assist the research in developing a clear picture of different roles played by various stakeholders in road safety strategy. Del Rosario and Goh (2007:4), state that researchers who adopt this paradigm acknowledge that rich insights in a complex world cannot be generalised particularly when the researched areas have unique and varied individual

circumstances. The researcher believes that the answers to the research questions are context dependent and would not have been generalised to other municipal areas although the issues of road safety are a major concern across municipalities and provinces in the country.

4.3. Research design

There are two general approaches through which a research can be conducted, namely qualitative approach and quantitative approach. These research approaches can be distinguished in terms of their characteristics. Kothari (2004:6) state that a qualitative approach to research is concerned with the subjective assessment of attitudes, opinions, and behaviour. Meanwhile, the quantitative approach involves the generation of quantitative data, which can be subjected to rigorous quantitative analysis in a formal setting. Aina and Ajiferuke (2002:3) further indicates that one of the characteristics of the qualitative research approach is the reliance on the natural settings, which confine a researcher into collecting data at the site where research informants experience the issue under study. Creswell (2009:12) also adds that by using qualitative methods, a researcher was able to witness the behaviour of the research informants while interacting with them in the process of the study. The qualitative research approach was chosen for the purpose of this study. This choice was precipitated by the adoption of the interpretive paradigm, which views research from a natural setting perspective. Goldkuhl (2012:135) further supports that qualitative research is often linked with the interpretive paradigm.

4.4. Research strategies

This study focused solely on the uMhlathuze Municipal jurisdiction for collecting data samples, and thus a case study as a research strategy was considered to be relevant. Case studies are commonly known as a strategy of inquiry to which a researcher explores a programme, event, activity or process in depth (Creswell, 2009:13). Yin (2009:4) also indicates that a case study can be used in many situations to contribute to people's knowledge. Leedy and Ormrod (2010:137) further state that the case study is useful when a researcher intends to learn more about the situation phenomenon that is poorly understood. In the current study, the interest was to learn about the approaches that are used by the uMhlathuze Municipality and the Department of Transport to involve the community as a stakeholder during the planning process on road safety strategies. This area of research within uMhlathuze Municipality has not been conducted before, and since accidents continue to occur, it is necessary to understand the way in which

the municipality facilitates the planning processes of road safety. The role of the community in road safety strategies is yet to reach its reality in South Africa, and a study such as the current one was necessary to lay the foundation for future practices and to address road safety as a pertinent focal point in the local communities.

4.5. Data collection designs

A collection of evidence is the essence of research strategy and the crux of empirical research relies on the production and accumulation of evidence to support its findings (Del Rosario & Goh, 2007:7). Several approaches to collect data are available for researchers and the choice depends on the research strategy that is being adopted in the study. This study collected primary data, as well as secondary data. Primary data relates to that data collected directly from the research participants, and in this case, interviews were conducted with the targeted participants of this study (see Annexures C-E Research instrument). The interviews were recorded by a tape recorder for the purpose of record keeping and evidence. As part of adhering to the research ethical principles of the University of KwaZulu-Natal, the permission was sought from the participants to recording the proceedings and it was explained to the participants that the interview process was solely meant for research purposes. The secondary data comprised the information that has already been published in various forms of literature and bibliometric data relating to road safety, community participation, and stakeholder engagement.

4.5.1 Study Site

Research setting can be defined as the place where data is located and where the study is going to be conducted. Another view by Leedy and Ormrod (2010:105) suggests that a research setting can be understood as a place that would enable the researcher to gather the data to solve the problem of the study. They further indicate that the research setting can be identified by geographic space, town or street addresses and cultural settings. The research setting of this study was the uMhlathuze Municipality. This municipality is found on the north coast of KwaZulu-Natal and it exists under the auspices of King Cetshwayo District Municipality, which is formerly known as uThungulu District Municipality. This municipality has a vibrant industrial zone, which is also complemented by the harbour. The municipality thus has a large traffic volume, which from time to time contributes to the rising number of road accidents.

4.6. Sampling

4.6.1 Target Population

The population can be defined as the specific enormous group from which the researcher usually draws sampled units (Neuman 2006:224). The target population for this study included employees from uMhlathuze Municipality, employees from the Department of Transport Road and Safety Unit and Road Traffic Inspectorate Unit, as well as Amakhosi (commonly known as traditional leaders) who are within the uMhlathuze Municipal area. The employees in the uMhlathuze Municipality comprised the individuals who work within the Traffic Department of the Municipality. Their participation in this study was motivated by the role in which they play in the enforcement of the Municipality traffic by-laws. Employees from the Department of Transport units consisted of those who work within the offices found under uMhlathuze jurisdiction only including senior officials. uMhlathuze Municipality has both urban and rural areas amalgamated under its jurisdiction. Within the rural areas, four traditional councils exist namely Dube, Mkhwanazi, Khoza, and Zungu. Of these four traditional councils, three were chosen to be part of this study, namely Mkhwanazi, Dube and Zungu. The premise to choose the said traditional councils was based on the road structure and community proximity to the national roads. This was by no means meant to look down upon the communities who are farther from the national roads, however, it is imperative to those communities closer to the road to understanding their role in improving road safety.

4.6.2 Sampling strategies

Generally, sampling is known as the act of selecting a suitable sample from the larger targeted population (Aina & Ajiferuke, 2002:34). In research, this act is performed through various strategies, namely probability sampling, and non-probability sampling. In this study, the researcher used a non-probability sampling strategy. Leedy and Ormrod (2010:211) state that in this sampling strategy, the researcher cannot be able to guarantee that every element of the population had an equal opportunity to be part of the study. The rationale for using the said strategy stems from the dispersed nature of the targeted population, and that it was impossible to draw the list of the participants beforehand.

The researcher used a convenience sampling technique to identify and engage with the research participants. A convenience sample allowed a researcher to identify research participants based on their availability (Struwig & Stead, 2007:111). Black (2010:224) emphasises the notion of

the availability and voluntary participation of the respondents when a researcher applies the convenience sampling in a study. Given the nature of the occupations of the targeted population, random sampling was impossible.

The sample size in this study consisted of the following key stakeholders: Amakhosi from within the Municipality three (3), four (4) uMhlathuze Municipality traffic department staff, as well as four (4) employees from the Department of Transport road traffic inspectorate section. Table 4.1 below depicts the sample size of the participants, who were interviewed in this study.

Table 4.1: Population and sample size

Participants	Number
Amakhosi	3
uMhlathuze Municipality Employees	4
Department of Transport Employees	4
Total Sample Size	11

4.6.3 Data Quality Control

Since this study was following a qualitative approach, credibility and trustworthiness were ensured by adhering to the strategy postulated by Anney (2014:276), which included the adoption of credibility strategies that encapsulate prolonged and varied field experience, triangulation, member checking, peer examination, and confirmability.

4.6.3.1 Prolonged and varied field experience

According to Anney (2014:276), this process enables the researcher to gain more insight into the context of the study, and it assists in minimising the distortion of information that might arise due to the presence of the researcher in the field. In adhering to this process, the research spent sufficient time in the field to establish rapport with the respondents and assure them that their role in the study was purely anonymous and confidentiality was also guaranteed. In this final aspect of their role, there is no information that reveals respondents' details. More time spent in the field helped to improve the trust of the respondents (Anney, 2014:276).

4.6.3.2 Triangulation

Triangulation is an approach to research, which involves using multiple and different methods, investigators, sources and theories to obtain corroborating evidence (Anney, 2014:277). Generally, there are three major techniques for implementing triangulation. Firstly, the use of multiple researchers to investigate one issue, which brings together different perceptions of the inquiry to further strengthen the integrity of the findings. The second technique of data triangulation is the use of different research instruments such as interviews, focus group discussion or observation. The third triangulation technique is a methodological triangulation, which focuses on using various research methods. Anney (2014:277) further states that for qualitative research credibility, one or two triangulation techniques is recommended. This study used interviews, which focused on getting different views from several participants.

4.6.3.3 Member checking

This process is regarded as an important strategy to improve the quality of qualitative data. Anney (2014:277) states that this process means that the data and interpretation are continuously tested, as they are derived from the members of various audiences and groups from which data was solicited. By adhering to member checks, the researcher sent the analysed and interpreted data back to participants to evaluate the interpretations made by the researcher. The participants indicated that the interpretations made from the data were in line with the data they had provided. Anney (2014:277) affirms that through this strategy internal conflict and inconsistencies were identified and eliminated in the final report.

4.6.3.4 Peer examination

Peer examination is similar to member checks regarding enhancing the credibility of the research inquiry. The difference between the two processes is that while member checks refer to a process where participants evaluate the interpretation peer examination, on the other hand, requires that neutral colleagues who have experience in qualitative research should be engaged in discussing the research findings (Anney, 2014:277). The role of colleagues was to identify the categories not covered by the research questions or assist in identifying negative cases. In this regard, the supervisor of this study and other student colleagues were consulted for input.

4.6.3.5 Confirmability

Confirmability refers to the degree to which results in an inquiry could be confirmed by other researchers, and this can be achieved by keeping an audit trail, reflective journals, and

triangulation (Anney, 2014:279). In adhering to this principle, a tape recorder was used to collect data from interviews. A reflective journal was kept wherein recorded interviews were transcribed *verbatim* and these records would be kept in the University Archives for a period that the university deems appropriate, which is five years.

This strategy was followed, bearing in mind that this study could have answered the questions relating to reliability and validity the same way as would a quantitative study. Anney (2014:276) therefore, states that credibility establishes whether or not the research findings represent plausible information drawn from the participants' original data and is correctly interpreted as per the original views of the respondents. Since the interviews were used in this study, a researcher captured the interviews by using the tape recorder in ensuring the integrity of the collected data.

4.7. Data analysis

Struwig and Stead (2007:169) assert that data analysis methods enable the researcher to organise and bring meaning to large volumes of data. The method of data analysis, which is commonly used in a case study involves "categorizing and interpretation of data in terms of common themes and synthesis into an overall portrait of the case" (Leedy & Ormrod, 2010:146). Data analysis was administered by using thematic and content analysis placing emphasis on the process as described by Creswell (2009:185) which emphasizes the following critical steps of handling data analysis:

- Organize and prepare the data for analysis and read through all the data. Gain a general sense of the information and reflect on the overall meaning;
- Conduct an analysis based on the specific theoretical approach and method. In this study content analysis techniques was adopted. This often involves coding or organizing related segments of data into categories;
- Generate a description of the setting or people and identify themes from coding. This was followed by searching for themes connections;
- Present the data within a research report; and
- The final stage involved interpreting the greater meaning of the data.

4.8. Ethical Consideration

Generally, the essential purpose of research ethics is to protect the welfare of research participants. Social science research involving human participants were reviewed by an independent research ethics committee prior to data collection commences. Going by this assertion, this study complied with the University of KwaZulu-Natal Research Ethics Committee, which reviewed and determined that research participants' rights should be observed. Pickard (2013:88-93) further states that ethical strategies and procedures include gaining access to the field, informed consent, anonymity and protecting participants.

4.8.1. Access to the field

Pickard (2013:89) states that gaining access to the research site involves being granted permission to conduct the research in the intended site. After sending the letters for requesting permission to conduct research in uMhlathuze Municipality, Department of Transport in Empangeni and various Tribal councils, gatekeepers' letter was given to the researcher and are annexed in this study as (Annexure: G).

4.8.2. Informed consent

In terms of informed consent, the researcher explained in detail the aims of the research project and the roles, which participants were to play in the study so that they could consent to a process they understand. Further to that, the researcher explained to the participants their rights, including that the intention to withdraw at any time without providing reasons.

4.8.3. Confidentiality

Confidentiality was maintained throughout the research process. Research participants' identities remain confidential even after the completion of the study (Pickard, 2013:93). The participants' details such as occupations and names are not part of the final report.

4.8.4. Anonymity

Participants were not forced to participate in the study, the participation was based on a voluntary basis (Pickard, 2013:90). The full details of the research participants are not revealed in this final report since participants were given assurance that their participation is anonymous.

4.9. Summary

This chapter has described the research methods used in this study, which includes the information gathering technique, namely, interviews. The methodology approach followed a research design and research paradigms that informed the approach in which the study was conducted are outlined in this chapter. It has also described how the data collected was summarised, presented and analysed using thematic and content analysis. Furthermore, the chapter provides more insight in terms of ethical considerations that were adhered to in this study as part of the University's requirement and compliance for conducting the research.

CHAPTER FIVE: DATA ANALYSIS AND PRESENTATION OF THE FINDINGS

5.1. Introduction

This chapter contains the analysis and discussions of the data collected from the study. The data that was collected through in-depth interviews is firstly presented according to various categories of the population who was part of the study. This is followed by the narrative analysis combined with synthesis with literature review.

5.2. Presentation of the data

Each of the respondents who participated in this study participated in interviews that were specifically directed to their place of work. This included uMhlathuze Municipality employees, the Department of Transport and *Amakhosi*. The following section presented the data by identified central themes from the interview transcripts. The units of content analysis

5.2.1. UMhlathuze Municipality respondents

The respondents from uMhlathuze Municipality participated in the interviews that consisted of six questions which have now been converted into main themes below.

5.2.1.1. Development of road safety strategy

In this theme, the following sub-themes emerged from the responses of the respondents:

- Complex and holistic approach

The central theme in this discussion is the development of the road safety strategy and the manner in which the municipality endeavours in this exercise. The researcher was interested in establishing how the municipality engages itself in the process of road safety within its jurisdiction. In the responses that were provided by respondents, the two sub-themes was common from their responses. According to the respondents, the process of developing a road safety strategy is a complex aspect and requires serious attention from various angles. This point was raised due to the magnanimity of the issues that entails road safety and that various sectors of the community are affected. This sub-theme is in accordance with the stakeholder management theory, which indicates that the complexity is due to the human interaction, maintains Bourne, (2010).

In terms of the views from the respondents, the municipality relies on engineering, education, enforcement and collection of traffic information. According to the respondents, all these

sections enables the municipality to develop an effective road safety strategy. Other responses were *“the City of uMhlathuze has ensured its community that there will be institutions which would be responsible for developing its road safety strategies”*. The municipal functions that assist with the enhancement of road safety included engineering *“when engineers notice wrong design they report it immediately so that proper actions are taken towards fixing the noted problem”*. It also emerged from the respondents that the complaint registry that is kept in the municipality offices also allows the community to ventilate their concerns relating to road safety.

The respondents also indicated that road safety strategy requires a holistic approach by the municipality. By this, the respondents indicated *“it is not correct to only involve the community when the department from the municipality wants to convey messages”*. This indicates that it is essential for the municipality to have a constructive engagement with its constituencies at the time when the road safety strategy is developed. The response from the respondents suggests that generally, the community plays an insignificant role only when the municipality requires their endorsement their role become significant, thus they become essential players when they are required by the municipality. A holistic approach also includes other stakeholders, who can be identified by the municipality, as essential players in the governance of the municipality affairs. The responses that were gathered from the respondents were not explicit in the manner in which the municipality develops its road safety strategies. This came as notable point whereas the expectation was that municipal employees should have a clear understanding of municipality operations in relation to road safety strategy. If respondents are unable to provide an explicit response pertaining to the development of road safety strategy in the municipality, it can be assumed, that there is no solid approach that is preferred by the municipality when developing road safety strategy. Otherwise, its employees especially those who participated in this study, who would have known the approach that is used.

5.2.1.2. Community engagement strategies by the municipality towards road safety

- Ward committee programmes;
- Community safety forums; and
- Public participation department.

Upon engaging the respondents about the community engagement activities that are used by the municipality to reach the community, numerous responses were given and three sub-themes were identified from those responses. According to the respondents, *“the uMhlathuze Municipality uses various platforms to engage the community about road safety. First and foremost, it is the ward committee programmes, with each ward having its committee”*. The ward committees are the sub-structures within the municipal council, which are meant to encourage participation by the community. The primary function is to make the municipal council aware of the needs and concerns of the residents and keep the community informed of the activities of the municipal council. The constitution of the ward committees includes a ward councillor and no more than ten people who are elected from the ward who serve voluntarily for a five-year term.

The respondents further indicated community safety forums are also used as an instrument to engage the community about road safety matters. The municipality capitalises on the strength of these forums in gathering the community to talk about community safety issues. Road safety is also part of the community safety matter, which deserves as much attention as other safety-related matters. One respondent stated that *“We also rely on safety forums to collect information which is further tabled in the disaster department for deliberations”*. Some of the information that is collected from the community safety forums include among others, the vehicle prone accident zones, hazardous areas and damaged road infrastructure. This information assists the disaster department with proper planning and allocation of resources towards ensuring that in the area of high accident zones, there are visible warning signs regarding hazards and that broken infrastructure is fixed.

The respondents further pointed at public participation within the department as part of the instrument for engaging with the community in relation to road safety. Public participation is crucial towards ensuring that citizens are able to influence the decision-makers in government, especially in situations where the decisions taken affect of their lives directly. Apart from having a focus on public participation in the component, the respondents also indicated that this department also interacts with *“community leaders like the Ndunas and Inkosi on issues like road safety”*. It was further indicated, that the political, local and national structures are also involved and contribute by providing certain directives on some issues. Another avenue for community engagement at the municipality is through a toll-free number (035 9075760/1), and this number enables the community to report any matters that require the attention of the

municipality. One respondent's comment was *"upon receiving reports from the community, we then do our planning accordingly"*.

5.2.1.3. Involvement of various stakeholders in road safety

In this theme, respondents were asked to indicate various ways in which the municipality involves other relevant stakeholders, and below are the sub-themes, which emerged from the responses:

- Safety talks, awareness campaigns, Public gathering;
- IDP;
- MANCO; and
- Traditional structures.

The respondents pointed to various mechanisms, which the municipality relies on to engage with different stakeholders. As the most common structure was the safety talk, regarding this system of engagement respondents indicated *"we involve stakeholders by executing safety talks, at schools from primary to high schools, furthermore stakeholders are invited to participate in awareness campaigns and public gatherings"*. The common trend on this type of strategy was that between the municipality and the general public, no other stakeholder other than the community was indicated. Another common strategy, which seems to be at the 'heart' of the respondents, was the stakeholder engagement through the IDP, as some respondents regard this instrument as effective, *"We have also discovered an effective tool, which is an IDP roadshow, as it has proven to be very effective to reach communities especially those in the remote areas. Through this instrument, the government is able to go out to the communities to make them aware of the IDP"*. Furthermore, the respondents see the engagement between the municipality and the community as a two-way communication, since the municipality is positioned to address the needs of the community. In the like manner, the municipality shares its strategic plans for the next financial year including the types of projects to be rolled out for respective communities.

The other strategy that was indicated by the respondents was MANCO with the management structure that governs the functions of the municipality, essentially as respondents opined that: *"MANCO is a political structure which plays a leading role that provides opportunities for the meeting on certain forums, for example, the portfolio committee and MANCO, it also serves as*

a management body which sits with the portfolio committee to deliberate on the issues of concern and also prioritize the issues for implementation". According to the respondents, this structure also escalates the issues of concern to the municipal council for "further attention".

According to the respondents, there is another structure from where the municipality engages with stakeholders known as traditional structures. Some respondents cited that *"the involvement of traditional structures plays an important part in moving forward with our road safety strategies. The traditional structures enable the need to run campaigns to the rural areas and enroll in school programmes to the rural communities"*. The municipality has a rural section, which deals with the needs of the rural communities. The respondents further illustrated that the municipal council has a role that should be occupied by the Amakhosi where they are given the opportunity to share essential information and further give feedback to the Amakhosi and Izinduna so that they could disseminate information to communities. Another respondent indicated that *"the municipality also has a project that runs through the different departments that get the engagement of the community under Amakhosi and Izinduna, this includes the development and maintenance of the rural roads"*.

5.2.1.4. Communication of road safety matters

The respondents were asked about the communication strategies that are used by the municipality for disseminating information about road safety. Upon analysing the responses, the following sub-themes were identified:

- Safety committee;
- Small business committee;
- Media and communication department; and
- Social media.

According to the respondents, the municipality uses various ways to reach as many people as possible. The road safety matters are communicated by using media release through *"brochures and advertisement on radio and television, posters stickers, and other promotional items"*. The latest method of communication that the municipality has adopted is the social media, especially Twitter and Facebook accounts. These mediums of communications are considered by the respondents as central in order to reach a wider population. Another respondent indicated

that through social media *“the community can also engage on those platforms actively and relay their needs in real time, which is why it is regarded as an effective tool”*. The municipality, media and the communication office is used largely for disseminating information to communities and to operate the social media accounts.

Other forms of communication that the municipality relies on to disseminate the road safety information, is the use of safety committees and small business committees. Respondents further stated that *“the industrial business structures is where the public transport is involved. Our target is the employees in the industry who are the utilizers of the road”*. The safety committees include community policy forum members from various places, as well as volunteering road safety stewards. The small business committee comprises of different companies within the City of uMhlathuze. The respondents further indicated that the municipality meets these committees quarterly to deliberate on road safety matters and focuses on the necessary solutions, as well as recommendations.

5.2.1.5. Perceived role of community in road safety strategy

The respondents were also asked to indicate the way to which the municipality perceives the role of the community in road safety strategy. The following sub-themes were deduced from the responses that were provided by the respondents:

- Partners and active participants

The role that is played by the community in most municipality processes seems to center around voting as an essential determinant of their value towards legitimizing the municipal structure. The question of how the municipality perceives the role of the community in road safety arose because communities commute public transport almost every day. The community safety on the roads rests on the effective road safety of the municipality. In this regard, the respondents indicated that *“the role of communities is a vital part of the development of road safety strategy. The city relies on the partnership with the communities. We want to be in a partnership because any road safety strategy would not be effective without the consultation and seeking of assistance and cooperation of the community within its operating area”*.

The general thinking among the respondents was that the role the community plays when it comes to road safety strategy. This was further seconded by another respondent who indicated

that *“uMhlathuze has been fortunate because it has not witnessed much of public service delivery strikes”*. According to the respondents, the municipality has ensured that the community is part of the processes, hence there has not been service delivery strike. In essence, the municipality is proactive in engaging the community about its programmes. Another respondent emphasised that *“transparency plays a big role in the municipality community relationship”*. The respondents further remarked that the municipality understands that the community needs to play an important role in the road safety issues since they are the main users of the road that is within the municipality jurisdiction. The road safety campaigns directed to different classes within the community is to ensure that the services are accessible to the community. Furthermore, the municipality considers the input of the community on the road design and maintenance in order to improve the road environment for the benefit of the community.

5.2.1.6. Methods used to encourage community participation in road safety

In this theme, the researcher wanted to establish the methods that are used by the municipality to encourage community participation in road safety. The sub-themes appearing below emerged from the responses of the respondents:

- School patron training;
- Driver training programmes; and
- Community-based forums.

The process of convincing people to take part in the activities that affect them is not easy and the municipality has devised various methods to encourage community participation. On this matter, the respondents indicated that, *“the City of uMhlathuze encourages the community to participate in its programmes and training, for example, school patrol training, this focus of this programme is not limited to learners but the parents and learner’s families are also targeted, so that they can be aware of road safety”*. The targeting of school going learners goes down to inculcating the culture of community participation while the learners are still young. The learners are also considered as reliable messengers to convey the road safety messages to their parents. There are other methods as indicated by the respondents that, *“We also encourage the community to participate in driver training programmes. The plan of the municipality is to further introduce the driver training programme at the universities and university of*

technology within the municipal jurisdiction". The municipality uses other means to reach the community, for example during major events such as "last dance", as this is an event which takes place on the 31st of December annually within the uMhlathuze Municipality Sports Complex, and the community is encouraged to take precautionary measures towards safety on the roads.

It was also mentioned from the respondents' responses that the municipal council has compelled itself to the programme rendering services to the community from various departments in enhancing road safety issues. However, the municipality is still grappling in reaching the wider network of the population regarding the safety of the communities in the context of roads safety. In order to reach more people, the respondents stated, "*the municipality requires more manpower to ensure that more people are given the opportunity to be part of the road safety strategy. There is a need to have a programme that should be taken to civil society organisations such as churches and businesses to enhance road safety within uMhlathuze Municipality*".

5.2.2. The Department of Transport respondents

The respondents from the Department of Transport also participated in the interviews that consisted of six questions, which was converted into the main themes below.

5.2.2.1. Development of road safety strategy

Under the above theme, the respondents were questioned on the manner in which DOT develops the road safety strategy, and from the responses of the respondents gauged, the following sub-themes emerged:

- Four pillar strategy and summits

According to the respondents, the development of road safety strategy is informed by the four pillars, namely engineering, education, law enforcement, and evaluation. The respondents further opined that the engineering component ensures that professional engineers are employed to build roads and assist in the safety of communities. The education component focuses its attention on educating the community on how to deal with road safety in the sense of understanding the rules, signs, and controls of the road. In terms of the law enforcement component, the road related laws are enforced in the community to ensure compliance among

the road users. The evaluation component places the mechanism to evaluate and assess all the structures of the department in their involvement in the safety of the community in our roads. Another respondent further explained that *“the department utilises four strategies to meet its goals, to increase road safety and to minimise opportunities for road users and pedestrians to offend”*. Therefore, the task teams represented by the directorate in the four listed areas is formed to develop the road safety strategy at the head office level, provincially and nationally.

The respondents further revealed that through the involvement of “RTMC” which is another DoT entity, summits are organised where community members are invited to attend to find ways to ensure roads are safe for use by motorists and change behaviour of the drivers for better. RTMC is empowered with resources to eliminate the fragmentation of responsibilities for all aspects of road traffic management across the various levels of government in South Africa.

5.2.2.2. Community engagement strategies used by the Department of Transport towards road safety

In this theme, the respondents were requested to outline the community engagement strategies that are used by the DoT when developing the road safety strategy. Upon the responses from the respondents, emerged a common sub-theme listed below.

- Community structures

The respondents commonly expressed that the department works together with the community higher structures, which are democratically elected to represent the communities. These structures are called Community Road Safety Councils (CRSC) and the Rural Road Transport Forum (RRTF) and they represent similar interests yet have different objectives. In that, the CRSC, focus on road safety issues that exist in the community and report them to the Department of Transport meanwhile the RRTF focus on the development and rehabilitation of the roads in the community. In essence, these structures are an integral part of the Department of Transport because they assist the department to reach out easily to the communities and to find areas that require the departmental attention. The DoT established the community road safety councils to work closely with the communities in order to strategize on various road safety issues. The CRSC together with the department interacts in a community-wide manner on road safety education.

5.2.2.3. Involvement of various stakeholders in road safety

In the above theme, the respondents were asked to comment on how the DoT engages with other stakeholders on road safety strategy. The respondents provided an array of responses from which the following three sub-themes were extracted:

- Educational programmes;
- Meetings; and
- Collaboration strategies.

The respondents indicated that stakeholder involvement in road safety is something the department has prioritised because the department cannot do everything by itself. There are some road safety educational programmes that have been set up to ensure stakeholders' involvement. The other initiative of stakeholder involvement was that *"the department engage with heavy vehicle companies for training and arrange competitions to develop better drivers such as the best driver of the year competition"*. It was also indicated by the respondents that the DoT also focuses on providing assistance to the community whose family members were involved in an accident, and the department works closely with religious leaders.

The DoT also uses meetings as a way of engaging relevant stakeholders for the purpose of strengthening the road safety strategy. The DoT convenes meetings with other governmental institutions and the department, as well as traditional institutions. The engagement is based on the working relationships DoT has with the municipality, various government departments' namely South African police services, the department of education, the department of social development, cooperative government and the traditional authority, Amakhosi. In the meetings held between the said structures, each of the institutions presents its objectives after which a memorandum of understanding is then signed.

Another respondent stated that *"recently the community safety and Liaison MEC gave a mandate to the Head of Department to form a committee that will involve other stakeholders in dealing with the issues of road safety. A committee called an integrated law enforcement committee was then formed including SAPS, RTI, KZN Ezemvelo, EMRS, Home Affairs, and municipality as well as road safety. This committee reached an agreement to have one roadblock on every Thursday of the month. This resulted in many successes and the road safety team was able to provide the necessary education to the road users"*.

5.2.2.4. Communication of road safety matters

In this theme, the respondents were requested to outline the way in which the DOT communicates road safety matters. The two sub-themes listed below emerged from the responses that were given by the respondents:

- Drivers' testing centres and the communication department

The respondents indicated that the responsibility for communicating general matters of the DoT lies with the communication department. In terms of spreading the information about road safety, the communication department together with the driver's license testing centres formed an innovation that was to help spread the word on road safety to the community. Television monitors were thus installed in every driving testing centres by the department in order to bring awareness to the community about road safety, and also obeying the rules of the road. Through the same monitoring process, communities are taught about the consequences of disobeying the rules of the road. The information on the monitors has transferred further into learner driver monitors in order to assist them in understanding the rules and signs of the road.

5.2.2.5. Findings regarding role of the community in road safety strategy

In this theme, the researcher wanted to know how the DOT perceived the role of the community in road safety strategy. Upon the numerous responses that were provided by the respondents, there was one major common sub-theme, that of informants.

The respondents were unanimous in stating that the communities are a significant part of the department. However, the responses that were given by the respondents gave an indication that community's role goes as far as being informants. The respondents further outlined that the DoT also organises summits as a platform to deliberate how the department would improve road safety in community roads, and sadly, the respondents did not indicate the actual role of communities during such summits.

The respondents further indicated that the department uses community liaison structures called the CRSC to bring to the fore road safety issues to the departmental staff, who are called principal road safety officers at the district level. If there are any other matters that require any special attention, the Principal Road Safety Officers would refer those matters to the appropriate authorities. They also have to monitor the process to ensure that the strategy of

road safety is achieved. In essence, the CRSC plays a mediating role between the community and DoT in terms of road safety.

5.2.2.6. Methods used to encourage community participation in road safety

In this theme, the respondents were asked to state the methods, which are used by the DoT to encourage the communities to participate in road safety strategy. The respondents provided numerous responses and what emerged are the three common sub-themes, which are listed below:

- Driving school;
- Road safety projects; and
- Road safety councils.

The respondents indicated that the DoT works hand-in-hand with the driving schools to develop skills for drivers through education. The respondents view this initiative as another way in which the department attempts to encourage community participation in road safety. According to the respondents, the driving schools produce road users for public transport, as well as private transport. By targeting the driving schools, the DoT is able to interact with more community members and educate them about the essence of road safety. Another respondent indicated that *“as the department, we provide chart images in the driver testing stations for learner drivers to enhance their knowledge about road safety”*.

The respondents further indicated that the DoT also organises gatherings and road safety projects with communities where their input is collected at meetings and utilised to improve service delivery. After collecting the information, respondents pointed out that *“the department disseminate a comprehensive information about road safety back to the community by using the community road safety councils and Rural Road Transport Forums (RRTF)* Other respondent indicated that *“the department also meet with public transport associations and forums to communicate with taxi drivers to further encourage them to participate in road safety matters”*. Another respondent opined that *“the department has a component that is mainly created for educating about the awareness of road safety. Through this component, various stakeholders are engaged to participate in educational programmes (schools education, debates)...driver of the year competition”*.

5.2.3. Amakhosi

The respondents from the Amakhosi who participated in the interviews that consisted of five questions, which has been converted into the main themes below.

5.2.3.1. *The relationship between Amakhosi and uMhlathuze municipality regarding road safety*

In this theme, respondents were asked about their relationship with the municipality. There was a notable difference in the way in which respondents described their relationship with the municipality, and various sub-themes were identified, and thus listed below:

- Consultative relationship;
- Visits to tribal courts;
- Lack of engagement; and
- No relationship.

There were three traditional leaders who participated in this study, and two of them indicated that they have a good relationship with the municipality. One of the respondents further indicated that *“the relationship with the municipality is actually good in terms of road safety issues in my area because they do talk about it when they visit us in the tribal court. Normally they don’t come directly to me, instead, they use the tribal courts because it has the Izinduna who represents various areas and some members of the community”*. The respondents feel that uMhlathuze is working hard to ensure the safety of their communities. This was illustrated by another respondent who indicated that *“whenever there is a blockage or problems with some roads including the ones that go to households the municipality becomes more helpful”*. The respondents also indicated that there is a consultative process, which enables the communities to report problems that they experience on the roads to the tribal authority/court so that such problems are further escalated to the municipality through proper channels.

While other respondents indicated that they have a healthy relationship with the municipality, one respondent indicated that *“the uMhlathuze municipality has never engaged me on how I can contribute to road safety”*. The concerned respondent further substantiated by stating that *“the rationale for the lack of consultation could be as a result that I am new in the position, or it could be an error that needs to be corrected”*. The respondent went further and provided a personal insight in that *“As per my perception, I firmly believe that as an Inkosi, I should*

participate on road safety matters, I recall there was an accident which occurred within my area during 2016 and as the community we were concerned that we need to raise awareness about road safety. This could be facilitated by us checking our public transport and its roadworthiness and in case we identify some defects to report them". The respondent was firm in terms of the status of the relationship with the municipality that there is none regarding road safety.

5.2.3.2. Role of Amakhosi in the development of road safety strategy

The respondents were also asked about their role as Amakhosi in the development of the road safety strategy. In this theme, the respondents provided a variety of responses from which the sub-themes listed below were extracted.

- The planning is done by the municipality;
- Insufficient engagement;
- No role; and
- Never been approached.

Most of the respondents stated that it is the municipality, which usually plans the programmes and thereafter communicates the strategy to Amakhosi as to what they are going to do within their respective communities. Another respondent emphasised that *"I don't foresee us very much in their planning of any development, the municipality does the planning and then communicates to us through tribal authority"*. The respondents indicated that in terms of road safety strategy, there is insufficient engagement between the municipality and the Amakhosi. According to the respondents, the municipality is still applying a top-down approach in terms of interacting with the traditional authority, their intention is informing the Amakhosi on the municipality plans around the Amakhosi areas. The respondents' personal views are that they should be working together with the municipality and the focus is to strategize about road safety issues. This would empower the traditional structures with extensive road safety information, which could be further shared with the communities through the Izinduna.

It was also evident that one respondent indicated that, *"there is no role that I am playing. I have never been approached by the municipality regarding road safety"*. Though there is a sitting that exists under the legislation, which enables the Amakhosi to sit with the council of the municipality, they do not have a voice to participate in anything, as was indicated in the

interviews. The respondent further indicated that *“the only thing we have is to listen and be told what would be happening to our communities. As for me, it feels like it is not enough, we need to have a voice because these are the people we live with”*. Though the Amakhosi may be involved in the affairs within the municipality, the general feeling from the respondents is that their involvement is insufficient at present.

5.2.3.3. Engaging of the local constituencies

The respondents were asked to indicate how local constituencies are engaged for the purpose of discussing road safety issues. The respondents provided extensive responses from which the four sub-themes listed below emerged.

- Imbizo;
- Prayer day;
- Izinduna (headman); and
- Taxi-owners.

The respondents indicated that it is rare to engage communities directly from their places, instead, the Imbizo is called upon wherein the municipality gets invited since they are part of the Imbizo programmes. During the Imbizo, the municipality brings on board the projects, strategies and other things planned for the communities, though it is rare for them to discuss road safety matters during Imbizo. Apart from Imbizo programme, another respondent indicated that *“I sometimes organise programmes such as prayer day for road accidents and thus far this has been a success. This is one way I use to sensitize the community about road usage”*.

Another aspect of stakeholder engagement strategy cited by the respondents was the use of Izinduna and municipal councilors. However, the respondents expressed worrisome feelings over the working relationship between Izinduna and municipal councilors. One respondent cited that, *“at the moment they are clashing to a point that no one knows what the other is doing within the same communities. If Induna would take the initiative of promoting road safety, the councillor is likely to feel threatened that his work is being taken by another person”*. According to the respondents, they have been writing constantly to the municipality asking for the provision of a workshop to Izinduna and ward councillors so that they would understand their roles in the communities. Another respondent cited that, *“thus far, I am experiencing*

problems relating to the working relationship between Izinduna and councillors who do not want to work together for the benefit of the community”.

In addition to the said strategies for engaging the communities, the respondents also indicated that meetings with taxi industries are held from time to time. In this regard, one respondent cited *“Once in a while taxi industries hold a meeting regarding the way the community feels about the taxis and how the taxi owners can be of assistance to the community. As from 2016, we have given the taxi industry the responsibility of checking the roadworthiness of taxis before they commute the passengers”*. This would make the communities feel comfortable to use public transport because safety has been prioritised. The person, who is responsible for checking vehicles, informs the taxi owners of any identified defects from taxi and failure to resolve such an identified defect lead to a taxi being barred from commuting the passengers.

5.2.3.4. Promotion of road safety among rural communities

In this theme, the respondents were asked to state how road safety is being promoted amongst the rural areas. This theme seems to be an area that did not receive many responses from the respondents, however, from the responses the three sub-themes listed below were identified.

- Izinduna;
- Community meeting; and
- Schools.

The respondents indicated that with respect to promoting the road safety in the rural areas, the headman/Induna is the person charged with the responsibility to engage his surrounding communities in relation to road safety, especially when there is an imminent roadworks project. In this regard, the Induna alerts the community members about the project and the safety precautionary measures that are necessary to avoid accidents. The respondents further indicated that road safety is promoted by adding it as an item on the agenda during the community meetings which are held regularly in the tribal courts. After the traditional council has addressed the issue of road safety within itself, it is thereafter cascaded to the communities. One respondent indicated that *“some of the things are only addressed by the council and action is taken instantly”*.

Notably, most rural areas have learners who cross roads regularly to reach their schools and due to the latter, one respondent indicated that *“I have approached the school principals to appoint prefects which would supervise the crossing of learners on the road. My tribal*

authority also works with traffic officers and requested them to come and parade around the community for spot check”.

5.2.3.5. Creating awareness among the cattle owners

The last theme requested the respondents to indicate how road safety awareness is created for the cattle owners. The respondents provided various responses and the three sub-themes listed below emerged from the responses:

- Awareness campaigns; and
- Tribal court.

Most of the respondents feel that it is necessary to create road safety awareness, especially to cattle owners because some of them survive by their herds. Consequently, the respondents have initiated awareness campaigns for cattle owners so that they would understand how to handle cattle alongside the road. The respondents indicated that this campaign was necessitated by a number of things such “cattle gets hit by the vehicles quite often and this indicated that there was insufficient knowledge on the part of cattle owners”. Through the road safety awareness campaign, the road crossing information is shared that when one has cattle and wants to cross the road, there should be two people with the red flags, which serve as a warning to the motorists that there are cattle crossing in the interest of road safety.

The respondents also indicated that through their Imbizo or community engagement or on the day they assemble in the tribal court. People are cautioned to ensure that their cattle are safe because accidents are expected to be caused by the stray cattle. Another notable concern that was raised by the respondents, was that there are insufficient cattle camps due to the limited land for grazing, therefore cattle owners use a small space available. In the event of drought, cattle headers have to travel a long distance to find pastures for their cattle. If the cattle header gets tired, cattle become astray and eventually causes potential accidents.

One respondent indicated that *“there is no one who is paying attention to the issue of promoting road safety towards cattle owners around his area. Cattles continue to be hit by cars and no one is held responsible”*. The issue of cattle causing accidents becomes a norm to a point that cattle owners are afraid to claim their animals when it has been involved in such accidents. The respondents further annotated that *“I do see a need for more awareness to be created among*

the cattle owners in my area and since this has been a lost standing issue the tribal court has to take a resolution and act on it”.

5.3. Summary

This chapter outlines in detail the responses that were gathered from the respondents who participated in this study. The responses range from Municipality officials, Department of Transport officials and selected Amakhosi. The respondents were open and participative in releasing the information, in that their responses were not manipulated, or that they were giving an impressive picture of the situation relating to road safety. It was also apparent from this chapter, which the coordination between various stakeholders for road safety strategy is yet to be established effectively to give credence to the programme of action. While the data suggests that the municipality has developed a road safety strategy for its municipal area, it is also evident that there is no existing memorandum of understanding with other relevant stakeholders. This creates a significant gap of the operation in relation to road safety, given that more state entities have functions that cut across road safety, for example, emergencies services and police services. The most engaged government entity by the Municipality are the schools, as it is evident from the data. The relationship between the Municipality and Amakhosi does not seem to be the greatest in terms of road safety strategies since Amakhosi gave different accounts of engagement with the Municipality. The common tone from the Amakhosi is that they are told what the municipality would do for them instead of engaging with them constructively and to learn about their communities' needs. In the next and final chapter, the focus is outlined, including the findings in relation to the research objectives of the study.

CHAPTER SIX: DISCUSSION OF THE FINDINGS, RECOMMENDATIONS, AND CONCLUSION

6.1. Introduction

In this chapter, the research findings are discussed in line with the research objectives, which precipitated the rationale for this study. This discussion precedes the recommendations and the conclusion of the study.

6.2. Discussion of the findings in relation to research objectives

- (i) Research objective one: Ascertain whether uMhlathuze Municipality and the Department of Transport engage communities to be part of the road safety strategy**

Findings:

The findings indicate that both uMhlathuze Municipality and the Department of Transport have established various means from which they endeavour to engage the communities to be part of road safety strategy. According to the findings, uMhlathuze Municipality relies on Ward committee programmes, community safety forums and the Public Participation Department for ensuring that the community becomes part of the road safety strategy. Although the respondents feel that the said instruments allow the community to be part of the road safety strategy, the findings from Amakhosi indicate that the community is told about the programmes that the municipality would initiate for the respective communities, which suggests that community participation is thus passive instead of being active. Essentially, the public participation, which the municipality implements is not as envisaged by the legislative prescripts. The literature has been critical of the way in which public participation has been executed, for example, Jain (2010) points out that community members complained about the absence of public participation, especially during service delivery strikes. Furthermore, most municipalities struggle to ensure that the surrounding citizens participate in the administrative processes of the municipality (Nleya 2011). While the municipality has certain identifiable structures that could facilitate the engagement of the community in road safety strategy, there is evidence that such structures are yet to operate optimally.

In terms of the Department of Transport, the findings indicate that the department works together with the community structures, which are democratically elected to represent the communities. These structures are known as Community Road Safety Councils (CRSC) and the Rural Road Transport Forum (RRTF) and they represent similar interests yet have different objectives. These structures are in line with the assertions by the European Union (2010), which emphasised the involvement of the community in road safety management by ensuring that the information that is shared with the community is contextual. The main aim of the proposed councils was to put a shift in government practices when dealing with road safety matters within the public transport and pedestrian sectors of South African society. It was apparent from the Department of Transport strategy that road safety councils were established in most provinces during 2011 and training was provided in the same year to capacitate communities towards improving road safety (SARSS, 2011-2020). The strategy clearly used a carefully worded statement regarding the road safety councils, in that it was said "in most provinces" and this implies that not all provinces may have road safety councils in place. This indicates that the functioning of the road safety councils would have disparities since they were established equally in all nine provinces. Although the establishment of road safety councils could have its challenges, however, the initiative is a good intention of the government to work with the community on road safety management matters. Essentially, working with local communities through the community road safety councils, the government will be able to identify dangerous areas and work with local authorities to improve the infrastructure.

Discussion:

According to the findings of the study, it is clear that there are structures, which are used by both uMhlathuze Municipality and the Department of Transport to involve the community in road safety strategy. The apparent challenge, however, is the inadequacy in the manner in which community involvement has been effected. This was further supported by the way in which Amakhosi could not collaborate the responses from uMhlathuze Municipality officials and that of the Department of Transport. It seems the community does not play an active role as the government entities would envisage in road safety matters. However, this does not imply that nothing has been happening regarding the involvement of the community. The literature indicates that community involvement in government administrative processes is still a challenge for many government entities including the Municipalities. This was further echoed by researchers who studied the services delivery strikes, which have since become a common

phenomenon for communities who are dissatisfied with the municipality services. The other government entities such as the Department of Transport still grapple with the process of engaging the community to fully participate in road safety matters. Although the Department of Transport has structures that could fully support the involvement of communities in road safety strategy if its operation is meaningful, and the community is regarded as active role players in road safety management.

The effectiveness of community engagement, as well as involvement in road safety rests on the 'shoulders' of government entities. The communities are unlikely to impose themselves on the matters of road safety since the current practice has somehow ignored their participation. The Constitution places the responsibility of consultation of the community on government entities. The irony in the findings is that both the Department of Transport and uMhlathuze Municipality have the structural capacity to engage and involve communities on road safety matters, yet they are found to be struggling with this obligation. It is necessary for these institutions to understand that communities they serve are not accustomed to voluntarily participate in development matters unless they are invited by the authorities. This could also be the learning curve for both institutions since road safety matters have always been the government's sole responsibility to execute public participation.

(ii) Research objective two: Examine the approaches that uMhlathuze Municipality and the Department of Transport use to involve relevant stakeholders in developing road safety strategies

Findings:

The findings of the study indicate that uMhlathuze Municipality involves stakeholders in road safety strategy through various means namely, safety talks, awareness campaigns, IDP Facilitators, MANCO and traditional structures. The safety talks are the events that take place in schools where municipal officials would deliver the message about road safety to school learners. During such an event other stakeholders would participate to promote road safety among learners and parents alike. This initiative is aligned closely with the education pillar, which is meant to reach young and old road users. Vermaak, Groenewald, Makhado and van Niekerk (2005) support the initiatives of community road safety education programmes and argue that such programmes do make a difference in the lives of communities. Furthermore, Sicińska & Dąbrowska-Loranc, (2015) support the findings of safety talks because attitudes

towards risk awareness, personal safety, as well as the safety of other road users could eventually be changed through such engagements.

It is also apparent from the findings of the study that the implementers of the strategic plan, namely the IDP is also acknowledged by the uMhlathuze Municipality as another of its approaches to involve relevant stakeholders when developing road safety strategy. In support of stakeholder involvement in road safety, Classen *et al.*, (2011) indicate that searching stakeholders' opinions are another approach that can help expedite roadway safety strategies in South Africa. The establishment of IDP indicates that the municipality should draft the municipality plans by consulting with the community. Therefore, IDP could be used by the municipality to involve relevant stakeholders in essential services such as road safety. The main concern is the ability of the municipal officials to ensure that relevant stakeholders are made part of the road safety strategy. Mikušová (2012) supports the active involvement of the local government professionals, and further argue that such professionals are best positioned to turn national policies into local solutions. As part of the problems that were highlighted in the literature, municipalities may have human resource capacity and in such an instance, the function of stakeholder involvement will suffer. The findings also indicate that the municipality uses MANCO to reach out to other relevant stakeholders. In this regard, the MANCO uses its discretion to invite whosoever is deemed as a relevant stakeholder on pressing matters, such as road safety.

The findings further reveal that traditional structures are also an avenue that the municipality explores to involve stakeholders regarding road safety. These findings are in line with Ertuna and Kirbas (2012) who stated that it is essential for government officials to acknowledge communities operate through community leaders. Community leaders may take different forms namely traditional leaders (Amakhosi), ward councillors and religious leaders. The traditional structures that emerged as in the findings of this study refer to Amakhosi and their tribal courts, which the municipality used as an avenue to engage relevant stakeholders about road safety strategy. Amakhosi, just like MANCO, have the discretion to invite people who can be influential on matters that would develop their respective communities. The findings by Classen *et al.*, (2011), as well as Mikušová (2012), affirms the involvement of stakeholders in road safety since certain stakeholders would have better insight to the barriers and opportunities pertaining to road safety and policies. The Amakhosi also indicated their willingness to be part of road safety strategy given that road usage is the central part of many communities' livelihood

and that their role is a collaborative one in ensuring that communities are safe in their spaces of locality.

In terms of the research findings regarding the Department of Transport, it is evident that the department involves relevant stakeholders to road safety management through educational programmes, meetings and collaboration strategies. Although it was not explicit enough on the type of educational programmes that have been set up by the department, however, respondents reported that such programmes are meant to ensure stakeholders' involvement. The findings of the DFID (2003) aligns with the findings in this study, as it reported about the projects that have been piloted by CSIR and they focused on the traffic safety education. It is evident that through educational programmes, relevant stakeholders are given that the Department of Transport engaged CSIR to pilot the educational programmes. At the conclusion of the piloted projects, it was found, that alternative educational programmes could provide numerous traffic education benefits to communities amongst others entry points for discussion of traffic safety issues.

It was also evident from the findings that, the Department of Transport use meetings as a way of engaging relevant stakeholders for the purpose of strengthening the road safety strategy. The use of meetings is in line with the general principles that underpin the stakeholder involvement. As discussed in Manny (2012), meetings fall under the consultation principle, which serves the purpose of seeking consensus among different stakeholders. In the meetings held between the various structures such as municipality and various government departments, each of the institutions presents its objectives after which a memorandum of understanding is then signed. The findings further indicate that the Community Safety and Liaison MEC has given a mandate to the Department of Transport to establish a committee that comprises various stakeholders and that committee is known as the Integrated Law Enforcement Committee. This committee has reached an agreement on having a roadblock every Thursdays of the month. The meetings prove to be an avenue that creates an environment for collaboration strategies, however, there is no evidence of consistency in such collaboration strategies.

Discussion:

In terms of the approaches to involve relevant stakeholders, it is evident that the uMhlatuze Municipality and the Department of Transport have approaches, which are used to involve relevant stakeholders in road safety strategy. It is also evident that the approaches that are

adopted by the two said institutions uniquely distinct in that the municipality uses safety talks, IDP and awareness campaigns among others, meanwhile, the department focuses its attention on educational programmes as well as collaborative strategies. The identical approach between the municipality and the department is educational programmes, which are also executed uniquely. The municipality organises safety talks, which take place in schools and are meant to educate young learners, meanwhile the department organise traffic safety education for the selected communities. Vermaak *et al.*, (2005) also support the initiative of community road safety education programmes. Their argument is that such programmes do make a difference in the lives of communities.

Apart from the traffic safety education programmes, there is another formal educational programme, which is part of the school curriculum. The literature supports the integration of education into road safety matters. DFID (2003) further supports that usually, the developing countries rely more on education as a strategy for achieving road safety. Since South Africa is still regarded as a developing country, it is conceivable to expect education to remain at the center of promoting road safety on road users. McKenna (2010) supports the initiative to implement educational interventions for road safety and further cautions that such an initiative can work if its effectiveness is maintained. The essence of the implementation of educational interventions is maintaining its effectiveness in order to ensure that generations of generations benefit from the same information.

The findings in this study also show that there are collaborative engagements between government entities and this is a good sign that the integrated approach could be achieved if the mutual engagements are set towards improving road safety. However, the municipality holds the central power to create that environment which would enable the collaborative engagements of different stakeholders. The results show that more collaborative strategies take place under the auspices of the Department of Transport, as opposed to the auspices of the municipality. Both the Department of Transport and uMhlathuze Municipality also have distinct responsibilities towards road network. This amplifies the need for a concrete memorandum of understanding between these institutions, which would clearly steer their engagement properly towards effective road safety. The mere fact that there are approaches for engaging stakeholders, is a foundation from which the formidable intergovernmental relationship should be built. This initiative is, after all, desired to ensure that resources between the said institutions are used optimally.

- (iii) Research objective three: Identify the channels of communication used by the uMhlathuze Municipality and the Department of Transport to deliver the road safety information to the surrounding communities**

Findings:

The findings of this study reveal that uMhlathuze Municipality relies on numerous channels namely safety committee, small business committee, media, and communication department as well as social media for conveying road safety information to the communities. It is evident that there are sufficient modes of communication that the municipality has to establish to ensure that the communities remain informed about any developments relating to road safety. The communication between the municipality and the communities, who are regarded as key stakeholders is critical. At the centre of any stakeholder engagement even for road safety is communication, Van Rooyen (2003) supports this assertion because communication provides an avenue for the stakeholders. It is even interesting that the municipality is also capitalising on the booming of social media. The social media has a potential of enabling the municipality to share critical information with the communities in real time, though such an initiative could be hampered by the technological divide.

The findings relating to the Department of Transport communication strategy reveals that there are just two channels of communication, which the department used to convey the message pertaining to road safety namely communication department and drivers' testing centres. According to the findings, the internal communication department is responsible for communicating with the communities and other relevant stakeholders. The literature indicates that the transport department relies on mass media and public communication to convey traffic safety messages (DfID, 2003). This department further chooses the mode of communication that would be ideal to convey whatever message to communities. The Department also uses driver's testing centres, where they place television monitors to provide road safety information to road users.

Discussion:

The results herein depict that both the uMhlathuze Municipality and the Department of Transport have a variety of communication channels, which they use to reach out to the communities. It is apparent that these institutions use distinct channels of communication and there was nothing between them, which suggest they have a similar channel of communication

where the information about road safety is shared. The municipality relies more on its established structures such as committees, which are used to convey certain messages about the municipality functions. The use of social media is seen as the ability by the municipality to adapt to the world of technology in order to communicate with its constituencies, as well as other relevant stakeholders. In terms of the Department of Transport, its channel for communication as indicated by the respondents are inadequate given the number of people that should receive the road safety information. For example, not all road users are drivers since some of the information is conveyed at the testing centres, any information that is about improving road safety should be shared among the general populace. In that way, more people will have access to road safety information and probably improve their behaviour towards road usage.

It is notable that simple ways of reaching out to the communities by means of communication have eluded both the uMhlathuze Municipality and Department of Transport. In this regard, there are several community radio stations which could be a viable means of communicating with the communities regarding road safety within the municipality vicinity. This is an area that should be given more attention since there can be other means of communications apart from the radio. Since the use of technology has grown excessively, most communities are likely to have smartphones which could navigate through different modes of application. The said institutions have the avenue to explore technological means to enhance the approaches of reaching the communities. UMhlathuze Municipality has already been exploring technology for reaching out to the communities, and these initiatives lay a foundation from which new approaches to communication could be placed.

(iv) Research objective four: Identify the type of community involvement strategy that uMhlathuze Municipality and the Department of Transport adopts to engage with the communities for the road safety purposes

Findings:

The findings of the study reveal that the uMhlathuze Municipality engages with the communities for road safety through ward committee programmes, community safety forums, and public participation department. Though the literature indicates that there seems to be lack of public participation, which is general among numerous municipalities, structures that support public participation are in place. The research on road safety supports the involvement

of communities in road safety programmes and emphasise that such programmes have a high propensity to prosper (Spencer and Montero, 2013). Smithson (2009) shares the same sentiment and further substantiates that involving the communities in road safety strategy could build the communities' understanding, and further stimulate their support for changes, thus contributing to its successful implementation. Sustainable Community Planning Guide (2007) affirms the involvement of the people, who are directly affected by the desired programme and further suggest that their participation should begin in the initial stages.

The findings of the study indicate that the Department of Transport uses community structures known as CRSC and RRTF for ensuring public participation in road safety. In essence, these structures represent similar interests yet operate with different objectives. The CRSC, focus on road safety issues that exist in the community and report them to the Department of Transport meanwhile the RRTF focuses on the development and rehabilitation of the roads in the community. This approach is indeed in line with the assertion by former Minister of Transport Mr. Shu Ndebele as he once said: "Road safety is not what you do to a community; it is what you do with a community" (Ndebele, 2010). This assertion implies that the Department of Transport should ensure that communities are not regarded as road users only, but as significant stakeholders in road safety since their livelihoods depend on the road usage.

The findings by Huicho *et al.*, (2012) revealed that excluding the views of the key stakeholders in road safety has negative consequences in that the interventions may not yield envisaged results. Mikušová (2012) echoes the inclusive approach and further asserts that that approach offers innovative, comprehensive and sustainable solutions to road carnage prevention. The premise in this assertion is that all stakeholders who contribute to the establishment and implementation of the road safety strategy takes ownership of the strategy and thus work towards its consistent success. The research by Mikušová (2012) solidify the role of communities in road strategy and argues that its success depends on how the community chooses to manage their transport system.

Discussion:

The result herein of this study gives an impression that both uMhlathuze Municipality and the Department of Transport have certain structures from which they engage the communities. It is evident, that between these government entities there is no collaborative work wherein both institutions converge to engage with communities about road safety. Each institution

implements its own programmes using the existing micro-structures, which according to the information provided by the research participants do not include working in a collaborative manner to minimise the redundant functioning. There is a dire need for the establishment of collaborative work between the municipality and the transport department. This collaborative work will ensure that both institutions are on par with each other's operations in relation to road safety strategy. Though both institutions operate uniquely, in that while the municipality has a range of functions the transport department has its full attention on transportation. The premise of their collaborative work is based on the notion that the municipality operates within a particular environment, and has easy access to the communities given its proximity. On the other hand, the transport department has a dire need to engage with communities to ensure that road safety in the country becomes a reality and the best way to achieve is working with communities. This would further bring along the Amakhosi into the collaborative work, as the leaders who are the 'face' and linkage of various communal communities.

The findings places the municipality at the centre, in that they could enable the Department of Transport to reach out to society at large. The nature and structure of the municipality allows it to interact with the communities, and that interaction is also prescribed by the legislation. It is for this reason, that the municipality is regarded as a critical stakeholder in the integrated approach for implementing road safety. On the other hand, the Department of Transport functioning has limited scope for community engagement for the purpose of crafting or improving road safety strategy. Although government entities may at times, scramble for recognition to the communities at the expense of taxpayers' money, at this time, it is necessary that road safety should be approached by means of stakeholder engagement. This strategy should also be approached with caution because stakeholder engagement may also be problematic since communities could display varying perceptions of road safety measures.

- (v) Research objective five: Examine the strategies that uMhlathuze Municipality and Department of Transport have implemented to encourage community participation in road safety strategies**

Findings:

The findings indicate that uMhlathuze Municipality encourages community participation in road safety by means of school patron training, driver training programmes and community-

based forums. According to the findings in this study, uMhlathuze Municipality encourages community participation through school patron training. This focus of this programme is to target learners together with the parents as well as learner's families with the aim to teach them about road safety. The strategy of targeting learners while they are still going to school seeks to ensure that road safety culture gets entrenched in their behaviour as they grow. This strategy is in line with the findings by DFID (2003) who found that developing countries regard the schooling environment as the place where it would be easy to reach children who are attending school. DFID (2003) goes further and argues that poor children and adults, who do not receive formal education, could be excluded from the programmes like scholar patrol training. If they were to be included in the programme, their understanding of the programme could differ significantly from those who are attending school.

In addition to school patron training approach, driver training programmes are used by the municipality to encourage community participation in road safety. It was evident from the findings that the municipality is working on the plan to further introduce the driver training programme at the universities and university of technology within the municipality jurisdiction. A programme of this nature could be helpful to produce responsible drivers who will contribute less in law infringement which consequently lead to accidents. Mphela (2011) insists that usually unlicensed drivers contribute largely to the road accidents, though his study was confined in Botswana, South Africa is not an exception. The road accidents reports suggest that more of the road accidents in South Africa are attributed to law infringement (SARSS, 2011-2020). The law infringement could either be licensed irresponsible driver or unlicensed one, therefore driver training programme could indeed be useful.

uMhlathuze Municipality has also initiated community forums to ensure that a wider range of communities is reached with road safety information. There is a popular community gathering known as the last dance, which takes place on the 31st December of every year, and it is organised by the municipality. In this gathering, the municipality takes the opportunity to encourage the community to be vigilant on the roads and take precautionary measures towards safety on the roads. Another prominent finding that emerged from the engagement with the respondents was that the municipality still needs more personnel to strengthen its capacity to reach even more communities. In this regard, the research participants indicated a shortage of personnel.

According to the findings, the Department of Transport works hand-in-hand with the driving schools to develop drivers' skills. Though the research participants perceive this initiative as that which could ensure community participation, however driving schools cover selected community members who have the means to obtain the license. On the other hand, research has found driver training to be necessary since inadequate driver training is among the factors that contribute to bad driving (Teyo-Kwadjo, *et al.*, 2013). Maswanganye (2017) affirms that human factor continues to be the causal factor in most road crashes during the Easter holidays in 2017.

According to the findings of the study, the transport also organises road safety projects. During these projects, the communities are invited to give their inputs which would later be used to improve service delivery. The community road safety councils are further used as an instrument to disseminate the information that was collected during the road safety project. Box (2010) affirms this initiative and further substantiates that this could enable the department to collect relevant information, which will further assist to understand the contributing factors to road accidents.

Amakhosi were also asked to give their input regarding the approaches to encourage community participation on road safety matters. The findings indicate that there are several strategies, which Amakhosi use to encourage community participation namely Imbizo, Prayer Day, Izinduna and taxi-owners. In these programmes, Amakhosi contribute to road safety by encouraging the communities to obey the rules of the road and to also practice safety on the road at all times. Although Amakhosi do not have a prescribed obligation to participate in road safety, they still find it as their responsibility to encourage the community to become responsible road users. The impact of road users can have a lasting impact on the affected families and usually, those families are the communal members of tribal authorities.

Discussion:

The results of the study show that uMhlathuze Municipality and the Department of Transport have different strategies through which communities are encouraged to participate in road safety matters. Part of the contributing factors to road accidents in South Africa has been the human factor and encouraging the communities to be part of the road safety strategy is another way that could influence behavioural change among road users. The programmes that have been initiated by the municipality are relevant and if they are implemented, as envisaged

positive results could achieve. By targeting learners and parents there is a potential of inculcating the road safety culture at an early stage on learners and further enhance road safety knowledge among parents. Box (2010) affirms the importance of road safety education and further emphasises that it plays a key role in securing safe roads. Furthermore, both the municipality and the transport department should find a way in which education can be applied better to ensure that the limited funds are spent on initiatives that have the greatest impact.

Given that the most communities reside within various tribal authorities, it was expected that tribal courts could be part of either the municipality or transport department strategies to encourage the communities' participation in road safety. The results focused instead on the structures that were created by the two government entities. After realising that road crashes are a reality that continues to affect the society, Amakhosi took it upon themselves to initiate some programmes to promote road safety as it appears in the findings. It is evident that there are strategies to encourage communities to participate in road safety, which has been initiated by different stakeholders. However, there is a lack of cooperation among these stakeholders.

The lack of cooperation among different stakeholders has the potential of weakening the established initiatives in various ways. First, the municipality is the custodian of the bylaws that operate within the municipality and should have strategies to encourage community participation in road safety strategy to involve other stakeholders such as the Department of Transport and Amakhosi. There is a likelihood it would gain the necessary momentum. Secondly, the Department of Transport has a sole responsibility in ensuring road safety nationally and its strategies to encourage community participation in road safety has a likelihood of being more effective if it considers involving other relevant stakeholders such as the municipality and Amakhosi. Finally, while Amakhosi may not necessarily have any obligation towards road safety, they too can work with the transport department together with the municipality and other relevant stakeholders as they organise the programmes said earlier.

6.3. Recommendations

The following are the recommendations of this study based on the findings:

- The common finding in the study was that there is no evidence of strong ties between uMhlathuze Municipality and the Department of Transport in relation to road safety strategy, and this weakens the attempts to involve the communities in the processes. It

is, therefore, recommended, that there should be a memorandum of understanding between the municipality and the transport department. In that memorandum of understanding, the terms of reference should be drawn up clearly to provide a directive to the operational staff members in order to avoid unnecessary competition.

- It was also clear, that while uMhlathuze Municipality and the Department of Transport has structures to involve communities in road safety strategy, however, Amakhosi gave a contrasting account of things, which indicates that the functioning of the community engagement structures has been insufficient. It is, therefore, recommended, that both uMhlathuze Municipality and the Department of Transport should involve Amakhosi as relevant stakeholders on road safety matters. Most importantly, Amakhosi should be involved to give an account of their communal areas in terms of road usage patterns.
- The results also pointed out that the communities are perceived differently by uMhlathuze Municipality and the Department of Transport. To the municipality communities are regarded as active participants in terms of road safety matters meanwhile they are regarded as informants by the transport department. Regarding the communities as informants are insufficient to achieve sustainable road safety strategy as the communities should become active participants who should internalise road safety and thus implement it on daily basis. Literature also indicates that if communities are part of their own development processes, they are likely to take ownership. Rogers *et al.*, (2008) affirm that if communities are given a meaningful role in decision-making, they are likely to develop a psychological sense of ownership. It is thus recommended, that uMhlathuze Municipality should provide the assistance to the Department of Transport relating to community engagement and community participation processes. This assistance should take a form of training workshops wherein the municipality would impart knowledge to the community participation. This recommendation emanates from the rationale that the municipality has an established structure which is constitutionally mandated to facilitate community participation processes.
- It was evident from the findings that uMhlathuze Municipality has a manpower deficit, which is a direct consequence of its inability to reach a wider range of communities when promoting road safety information. In this regard, it is recommended that the municipality should consider establishing a road safety volunteering programme. This programme would allow the municipality to make use of the unemployed youth and empower them with community engagement skills.

- In terms of conveying road safety information, it was apparent from the findings that neither the municipality nor the transport department makes use of local communication radio stations as an instrument for disseminating road safety information. Though they have systems in place to disseminate information, however enlarging the network is essential. Thus, it is recommended, that other forms of communication should be considered for disseminating road safety information such as local radio stations. The Department of Transport is yet to harness the latest social network for information dissemination, and adopting technology in their strategies for disseminating road safety information will be beneficial to the department and to the community at large.

6.4. Conclusion

This study advocates for the inclusion of the communities in the development of road safety strategy, which is the responsibility of the municipality working together with other relevant stakeholders. The study uses the stakeholder theoretical framework to explain and justify the relationship that should exist among various stakeholders for the purposes of achieving road safety. The findings of the study indicate that there are various ways in which both uMhlathuze Municipality and the Department of Transport could engage communities about road safety, although it is not sufficient. Whilst these institutions indicated that they are engaging the communities about road safety matters, such findings could not be confidently corroborated by the Amakhosi. The nature of stakeholder engagement according to the Amakhosi, is such that, on behalf of the communities, they play a passive voice even if such participation relates to road safety. Thus it can be assumed, then, that community engagement strategies by both uMhlathuze Municipality and the Department of Transport are not effective to yield the desired results. In this case, more communities are likely to remain excluded from the mainstream information relating to road safety. This would further give an indication that communities do not have a role in road safety. In this way, excluded communities from the mainstream information remain disempowered, and might not in any way participate meaningfully on decisions relating to road safety.

The literature of the study highlights the strength of stakeholders' approach to community involvement for road safety, though it is not simple to manage stakeholders due to differences. However, the principles that underpin the stakeholder involvement provide the guideline on various processes that should be adhered to promote an effective stakeholder relationship. The constraining factors that affect the functioning of municipalities in South Africa are also

outlined, the personnel capacity for ensuring community engagement seems to be an issue that is affecting uMhlathuze Municipality, as well. The literature continued and discussed the road safety issues in South Africa, and it was outlined, that the country is among the leading countries with road traffic accidents and KwaZulu-Natal among the leading provinces in South Africa. This makes the South African roads to be dangerous and the impact of road accidents does not only affect the country's economy, but it imposes a socioeconomic impact on families who lose providers. The literature on road safety argues that road safety can no longer be the responsibility of the government, as other stakeholders are required hence the advocacy for community involvement.

The sources for road accidents are contextual and thus require a strategic collaboration from different sectors within the community to form a working relationship. In this regard, the municipality and the transport department should work with the Amakhosi and other stakeholders to form a road safety strategy. Consequently, the communities would own a road safety strategy that is developed through a stakeholder involvement and thus changes their attitude when using the road. Another central part of that road safety strategy should be cattle owners who need to understand the negative impact of stray animals especially cattle in road accidents. If the working relationship or collaborative engagement is not established, it would take some time for critical information regarding the safety of stray animals to reach the cattle owners. Whereas if the stakeholder approach is supported and collaborative structures established, there could be an association that is responsible for creating awareness on preventing stray animals. This association could keep a database for all cattle owners within the municipal area, and it is hoped that cattle owners would appreciate the initiative and take responsibility for their animals. If the municipality and the transport department could work together, involving other stakeholders would not be a problem. The time for a glass ceiling between the municipality and the relevant government departments functioning, especially on cross functions such as road safety, has to be eliminated.

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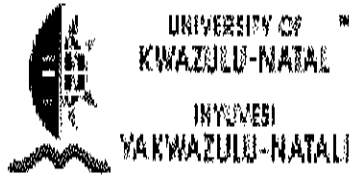
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ANNEXURE A:

ETHICAL CLEARANCE



15 October 2018

Mrs Edith Nompumele Molei 202523383
School of Management, IT and Governance
Westville Campus

Dear Mrs Molei

Protocol Reference Number: HSS/2014/0386W
New Project Title: Assessing of Community Involvement in Strengthening Road Safety Strategies within eThekweni Municipality

Approval notification – Amendment Application

This letter serves to notify you that your application for an amendment dated 15 October 2018 has now been granted full Approval as follows:

- Change in Title

Any alterations to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, location of the Study must be reviewed and approved through an amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number. PLEASE NOTE: Research data should be securely stored in the study file/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 5 years from the date of issue. Thereafter Revalidation must be applied for on an annual basis.

Best wishes for the successful completion of your research protocol

Yours faithfully

Dr Shamila Naidoo (Deputy Chair)
Humanities & Social Sciences Research Ethics Committee
(pm)

cc Supervisor: Dr M Subbar
cc Academic Leave Research: Professor Isabel Mouton
cc School Administrator: Ms Angela Frazier

Humanities & Social Sciences Research Ethics Committee

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ANNEXURE B:

GATEKEEPERS LETTER OF uMHLATHUZE MUNICIPALITY



www.uMhlathuze.gov.za

Your ref:
Contact: V Singh

Our file ref: 1166720
In response to DMS No:
Date: 28 October 2016

ATTENTION: Mrs EN Moloi (Student number: 202523261)

Dear Madam

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

Your e-mail dated 27 September 2016 that was sent to the Municipality requesting permission from Council to conduct your research has reference.

You are hereby granted permission to conduct your research within the City of uMhlathuze. In order to ensure that your study can also be used to improve the City of uMhlathuze overall, you may be requested to do a presentation for Council's Management Team on your findings upon conclusion of your research.

If you require any further information, please contact Mr Z Poswa (035 907 5265).

I wish you all of the best with your research and await a bound copy of your dissertation upon completion of your studies.

Yours faithfully

MS SS MASONDO
DEPUTY MUNICIPAL MANAGER: CORPORATE SERVICES
DMS 1166720



ALL CORRESPONDENCE MUST BE ADDRESSED TO THE MUNICIPAL MANAGER

ANNEXURE C:

INFORMED CONSENT OF uMHLATHUZE MUNICIPALITY

**UNIVERSITY OF KWAZULU-NATAL
SCHOOL OF MANAGEMENT, INFORMATION TECHNOLOGY, AND GOVERNANCE**

Dear Respondent,

**Masters in Public Administration Research Project
Researcher: Mrs. E.N.Moloi (08245495327)
Supervisor: Dr. M. Subban (031-260 7763
Research Office: Mrs. Mariette Snyman (031 260 8350)
Protocol Reference Number: HSS / 2054 /016 M**

I, Edith Nompumelelo Moloi am a Masters student, at the School of Management, Information Technology, and Governance, of the University of KwaZulu Natal. You are invited to participate in a research project entitled Assessing of community involvement in strengthening road safety strategies within uMhlathuze Municipality. The aim of this study is to assess community involvement in road safety management strategies within uMhlathuze Municipality.

Through your participation as officials of uMhlathuze Municipality, I hope to understand how the Municipality engages communities to be part of the road safety management strategy. The results of the survey are intended to contribute towards having the community that participates fully in the development of road safety management strategy within uMhlathuze Municipality.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this survey. Confidentiality and anonymity of records identifying you as a participant will be maintained by the University of KwaZulu-Natal.

If you have any questions or concerns about completing the interview or about participating in this study, you may contact me or my supervisor at the numbers listed above.

This interview should take about 20-25minutes to complete.

Sincerely

Investigator's signature _____ Date _____

CONSENT

I..... (full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participate in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire.

I hereby consent / do not consent to have this interview recorded.

SIGNATURE OF PARTICIPANT

DATE

.....

ANNEXURE D:

INTERVIEW SCHEDULE OF uMHLATHUZE MUNICIPALITY

INTERVIEW SCHEDULE

**INTERVIEW QUESTIONS FOR uMhlathuze MUNICIPALITY
OFFICIALS:**

1. How does uMhlathuze Municipality develop road safety strategies?

2. What community engagement strategies do uMhlathuze Municipalities use to involve communities to participate in road safety?

3. How does uMhlathuze Municipality involve the stakeholders?

4. How does uMhlathuze Municipality communicate road safety issues of the communities?

5. What does uMhlathuze Municipality perceive as the role of community members in the development of road safety strategy?

6. How does uMhlathuze Municipality encourage the communities to participate in the road safety matters?

Thank you for your Participation

ANNEXURE E:

GATEKEEPERS LETTER OF DEPARTMENT OF TRANSPORT



transport

Department:
Transport
Province of KwaZulu-Natal

Street Address: 13 Bronze Street
Empangeni, 3880
Postal Address: Private Bag X20007,
Empangeni, 3880
Tel: (27)(035) 7878389
Fax: (27)(035) 7871449
Email: nompumelelo.moloi@kzntransport.gov.za

TRANSPORT INFRASTRUCTURE AND REGIONAL
SERVICES: EMPANGENI REGION

DATE: 5 JULY 2016

SUBMISSION

MR B.S.GUMBI
HOD

REQUEST FOR PERMISSION TO CONDUCT RESEARCH STUDY WITHIN THE DEPARTMENT

PURPOSE

The purpose of the memorandum is to request approval to conduct the research study within the Department of Transport for the current academic year.

BACKGROUND

I am registered with the University of Kwa-Zulu Natal for a Masters degree in Public Administration. My study is entitled; Assessing of community involvement in strengthening road safety strategies within uMhlathuze Municipality. The project is to be conducted under the supervision of Dr M Subban currently employed in the University within the faculty of School of Management, IT, and Governance. She can be freely contacted through the Office Administrator.

MOTIVATION

The research objectives of the study amongst others seeks to ascertain whether uMhlathuze Municipality and the Department of Transport engage communities to be part of the road safety management strategy.

The study therefore requires a search of information from the two Institutions mentioned above through conducting interviews.


I herein request for the permission granted to allow interviews be undertaken with Road Traffic Management Staff employed in Empangeni Road Traffic Inspectorate. The staff will be assured of voluntary and independence on the study.

4. RECOMMENDATION

It is therefore recommended that approval be granted to allow the research interview to be conducted within the institution with personnel stated above.

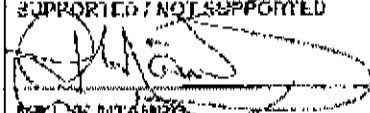
Submitted for your approval and consideration


E.M. MOLEOI
Deputy Director - Road Safety


SUPPORTED / NOT SUPPORTED

MR M. Z. ZULU REGIONAL COMMANDER RTI EMPAANGENI REGION DATE: 26/07/2016

COMMENT:

As per your instruction Road Safety is hereby approved.

SUPPORTED / NOT SUPPORTED

MR L. M. MKHOMO CHIEF DIRECTOR : EMPAANGENI REGION DATE: 31/7/2016

COMMENT:

SUPPORTED / NOT SUPPORTED

MR V. CHETTY DIRECTOR : RTI DATE: 11.8.16.

COMMENT:

REQUEST FOR THE PERMISSION TO CONDUCT STUDY RESEARCH WITHIN THE DEPARTMENT

SUPPLEMENTARY REPORT

[Signature]

MR F. BITHOLE
DEPUTY DIRECTOR GENERAL
TRANSPORTATION SERVICES

DATE: 10/08/2016

COMMENTS: _____

Approved/Not Approved

[Signature]

MR B. S. JUMBI
HOD: DEPARTMENT OF TRANSPORT

DATE: 11/08/2016

COMMENTS: _____

REQUEST FOR THE PERMISSION TO CONDUCT STUDY RESEARCH WITHIN THE DEPARTMENT

ANNEXURE F:

INFORMED CONSENT OF DEPARTMENT OF TRANSPORT

**UNIVERSITY OF KWAZULU-NATAL
SCHOOL OF MANAGEMENT, INFORMATION TECHNOLOGY, AND GOVERNANCE**

Dear Respondent,

**Masters in Public Administration Research Project
Researcher: Mrs. E.N.Moloi (08245495327)
Supervisor: Dr. M. Subban (031-260 7763
Research Office: Mrs. Mariette Snyman (031 260 8350)
Protocol Reference: IISS / 2054/ 016 M**

I, Edith Nompumelelo Moloi am a Masters student, at the School of Management, Information Technology, and Governance, of the University of KwaZulu Natal. You are invited to participate in a research project entitled Assessing of community involvement in strengthening road safety strategies within uMhlathuze Municipality. The aim of this study is to assess community involvement in road safety management strategies within uMhlathuze Municipality.

Through your participation as officials of the Department of Transport, I hope to understand how uMhlathuze Municipality and the Department engage communities to be part of the road safety management strategy. The results of the survey are intended to contribute towards having the community that participates fully in the development of road safety management strategy within uMhlathuze Municipality.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this survey. Confidentiality and anonymity of records identifying you as a participant will be maintained by the University of KwaZulu-Natal.

If you have any questions or concerns about completing the interview or about participating in this study, you may contact me or my supervisor at the numbers listed above.

This interview should take about 20-25minutes to complete.

Sincerely

Investigator's signature _____ Date _____

CONSENT

I..... (full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participate in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire.

I hereby consent / do not consent to have this interview recorded.

SIGNATURE OF PARTICIPANT

DATE

.....

ANNEXURE G:

INTERVIEW SCHEDULE OF DEPARTMENT OF TRANSPORT

INTERVIEW SCHEDULE

**A. INTERVIEW QUESTIONS FOR THE DEPARTMENT OF
TRANSPORT OFFICIALS:**

1. How does the Department of Transport develop road safety strategies?

2. What does community engagement strategies the Department of Transport uses to involve communities to participate in road safety?

3. How does the Department of Transport involve the stakeholders?

4. How does the Department of Transport communicate the road safety issues of the community?

5. What does the Department of Transport perceive the role of community members in the development of road safety strategy?

6. How does the Department of Transport encourage the communities to participate in the road safety matters?

Thank you for your participation

ANNEXURE H:
INTERVIEW SCHEDULE OF AMAKHOSI WITHIN uMHLATHUZE
MUNICIPALITY

INTERVIEW SCHEDULE

A. INTERVIEW QUESTIONS FOR THE AMAKHOSI IN
UMHLATHUZE MUNICIPALITY:

1. What is their relationship with uMhlathuze Municipality in terms of road safety issues in the area of jurisdiction?

2. What is their role in the development of road safety management strategy?

3. How do they engage their own constituencies in terms of road safety strategies?

4. How do they promote the road safety issues to their communities?

5. Given that most communities are cattle farmers, what role do they play in promoting road safety?

Thank you for your participation.

ANNEXURE J:
LANGUAGE CERTIFICATE

Language Practitioner/Specialist: Language in Education

T. Reddy

B.A. : B.F.D. (NALS); B.A. Honors. (UNISA); M.A. (Linguistics); Cert. in TESOL (Pretsburg, USA);

Fellow English Speaking Board (Int.) UK

Tel (h) : 031 564 6975

Cell : 083 704 6925

e-mail : tcreddy@gmail.com

To whom it may concern

Date : 12 July 2016

Re : Language Practitioner Report

Student : Gidish Mompotsele Moloi

Dissertation : *Assessment of Community Involvement in Strengthening Road Safety Strategy within Umhlathuze Municipality*

I have had the pleasure of reading the above dissertation submitted for the degree of *Master of Public Administration* in the School of Management, IT and Governance, College of Law and Management Studies at the University of KwaZulu-Natal and found the language usage fluent and free of any grammatical inaccuracies.

The work has been read for punctuation, fluency and congruency, and meets the language and stylistic writing at this postgraduate level.

I deem the dissertation acceptable for final admission.

Regards

T Reddy

