

**Improving service delivery through partnerships between Local Government,  
Civil Society and the Private Sector: A case study of Imizamo Yethu**

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## **DECLARATION**

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## **ABSTRACT**

Developmental local government places emphasis on the importance of partnerships between local government and various stakeholders such as community-based organisations, non-governmental organisations and private sector organisations delivering services to communities. The focus of this thesis is on a service delivery improvement plan for Imizamo Yethu in Hout Bay, Cape Town, a poor Black informal settlement alongside a well-established and affluent White suburb. There is severe lack of service delivery in that community and the study has sought to suggest a solution that would address the appalling situation in which the people of Imizamo Yethu live. It seeks to respond to the question: How can partnerships between civil society organisations, local government and the private sector improve service delivery in Imizamo Yethu? The main research objectives were to determine how local government, business and civil society organisations can deliver services; to establish whether there were any partnerships between local government, civil society and the private sector in Imizamo Yethu; to describe the activities of role players in Imizamo Yethu; to identify areas that require partnership between these role players; to generate information for future research that will enable the community of Imizamo Yethu to address their problems; and to make recommendations on how service provision could be improved by establishing partnerships between local government, civil society and the private sector.

Service provision is a complex exercise that needs different skills and strategies. Local government alone cannot win the battle of service delivery. What is needed is the collaboration of different role players using their different and unique capabilities. Partnerships between local government, civil society organisations and the private sector can be an effective alternative model of service provision. The study therefore focuses on improving partnerships between local government, civil society and business in Imizamo Yethu.

While many civil society organisations, business organisations and local government departments are involved in service delivery and development in Imizamo Yethu, these organisations operate in isolation from each other. This makes it virtually impossible for them to make a dent in service delivery challenges.

Through partnerships, local government, civil society and the private sector could work together to mitigate the situation in the particular community. Forums by means of which local government, civil society organisations and business can work together should therefore be formed. Such forums could assist in terms of devising a strategy to provide services, and disseminate information.

The study examines the level of service delivery and partnerships in Imizamo Yethu. It was found that there is both lack of service delivery and lack of partnership between the local government, which is the City of Cape Town, civil society and the private sector.

It is recommended that community service delivery be established, with dissemination of information by the City of Cape Town by means of a communication strategy aimed at informing the community about such service delivery.

## **OPSOMMING**

Ontwikkelingsgerigte plaaslike regering beklemtoon die belangrikheid van vennootskappe tussen die plaaslike owerheid en verskillende belanghebbers soos gemeenskapsgebaseerde organisasies, nie-regeringsorganisasies en organisasies in die private sektor wat dienste aan gemeenskappe lewer met die oog op ontwikkeling. Die tesis fokus op ‘n verbeterde diensleweringplan vir Imizamo Yethu te Houtbaai, Kaapstad, ’n arm, informele Swart nedersetting aangrensend aan ‘n goed gevestigde en welgestelde wit voorstad. Die gemeenskap ondervind ’n ernstige gebrek aan dienslewering en die studie het gepoog om ’n oplossing aan die hand te doen om die haglike omstandighede waarin die inwoners van Imizamo Yethu bestaan, aan te spreek. Dit het probeer om die vraag met betrekking tot hoe vennootskappe tussen organisasies van die burgerlike samelewing, die regering en die private sektor dienslewering aan Imizamo Yethu kan verbeter. Die hoof navorsingsdoelwitte was om vas te stel hoe plaaslike regering en organisasies binne die sakelewe en burgerlike samelewing dienste kan lewer; om vas te stel of daar enige vennootskappe tussen die plaaslike owerheid, die burgerlike samelewing en die private sektor in Imizamo Yethu bestaan; om die aktiwiteite van rolspelers in Imizamo Yethu te beskrywe; om areas waarbinne ’n vennootskap tussen sodanige rolspelers benodig word, te identifiseer; om inligting vir toekomstige navorsing wat die gemeenskap in Imizamo Yethu in staat sal stel om hul probleme aan te spreek, te genereer; en om voorstelle aan die hand te doen oor hoe dienslewering deur die daarstelling van vennootskappe tussen die plaaslike bestuur, die burgerlike samelewing en die private sektor verbeter kan word.

Die lewering van dienste is ‘n ingewikkelde oefening wat verskillende vaardighede en strategieë verg. Die regering is nie in staat om die stryd om dienste te lewer, op sy eie te stry nie. Wat vereis word, is samewerking van die kant van verskillende rolspelers wat hul onderskeie en unieke vermoëns inspan. Vennootskappe tussen die plaaslike owerheid, organisasies binne die burgerlike samelewing en die private sektor kan ’n effektiewe alternatiewe model vir dienslewering wees. Die studie is dus ook gerig op die verbetering van vennootskappe tussen die plaaslike owerheid, die burgerlike samelewing en die sakelewe in Imizamo Yethu.

Terwyl vele organisasies binne die burgerlike samelewing en sakelewe en plaaslike regeringsdepartemente reeds by dienslewering en ontwikkeling in Imizamo Yethu betrokke is, tree hierdie organisasies afsonderlik op. Hul geïsoleerdheid maak dit haas onmoontlik om die uitdagings verbonde aan dienslewering die hoof te bied.

Venootskap tussen die plaaslike owerheid, die burgerlike samelewing en die private sektor kan eger samewerking bewerkstellig om omstandighede binne die besondere gemeenskap te verlig. Forums waarbinne samewerking tussen die plaaslike owerheid, die burgerlike gemeenskap en die sakelewe moontlik is, behoort dus geskep te word. Sulke forums kan die ontwikkeling van 'n strategie vir dienslewering en die verspreiding van inligting aanhelp.

Die studie het die vlak van dienslewering en venootskap in Imizamo Yethu ondersoek. 'n Gebrek aan dienslewering sowel as aan venootskap tussen die plaaslike owerheid, naamlik die Stad Kaapstad, die burgerlike samelewing en die private sektor is gevind.

Die voorstel is dat die Stad Kaapstad dienslewering aan die gemeenskap instel, tesame met 'n inligtingstrategie wat daarop gemik is om die gemeenskap oor sodanige dienslewering in te lig.

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❖ I dedicate this study to my late mother, Nozinzile, who passed away on 14 May 2008.

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List of Abbreviations:

AIDS	Acquired Immune Deficiency Syndrome
ANCYL	African National Congress Youth League
BMF	Black Management Forum
CDW	Community development worker
CBD	Central Business District
CCT	City of Cape Town
CSR	Corporate Social Investment
CSI	Corporate Social Responsibility
CSO	Civil Society Organisation
CBO	Community-based organisations
DLG	Developmental local government
DPLG	Department of Provincial and Local Government
FCR	Foundation for contemporary research
HBBOF	Hout Bay Business Opportunities Forum
HIV	Human Immune Virus
IDASA	Institute for Democracy in South Africa

IDP	Integrated Development Planning
LED	Local Economic Development
MCP	Municipal-Community Partnership
MpM	Mandela Park Mosaic
NGOs	Non-governmental organisations
NMTI	Niall Mellon Township Imitative
PHP	People's Housing Project
PPP	Private-Public Partnerships
SANCO	South African National Civic Organisation
SATSA	South African Tourism Service Association
SMMEs	Small, Micro and Medium Enterprises
SOE	State-owned enterprise
WCBOF	Western Cape Business Opportunities Forum

# **CHAPTER 1: GENERAL OVERVIEW**

## **1.1 INTRODUCTION**

The provision of public services in South Africa has always been a challenge. A number of factors have contributed to this challenge. One of these is the lack of capacity within the organisations that are entrusted with the task of providing public services. Public services do not reach the people who should receive them or, if they reach them, the quality of those services is unsatisfactory.

This inability to provide the required quantity and quality of service is largely due to the general characteristics of developing countries, which also manifest in South Africa. Poor provision of public services has become a major concern in the field of development and public administration, because the poor are the ones who suffer most where services are not provided; the provision of public services mitigates the impact that poverty and unemployment have on the poor.

The White Paper on Local Government (RSA, 1998b) proposes developmental local government which is defined as local government committed to working with citizens and groups within a community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. This already is a shift from what is understood to be the traditional way of service delivery, in which local government is a sole provider of services. A space for new, innovative and creative ways of service delivery has been created. Mbeye (2005:6) highlights this view when he says that local governance does not only refer to local governments and local populations alone. It includes CBOs, local and international NGOs, central and local governments, community based organisations and agencies, publics and, private sector. If different sectors, such as civil society and private sector participate in service delivery processes, things will change for the better. Mbeye (2005: 5) confirms this when he says that civil society and private sector leadership have a role to play, given their proximity to the people at the grassroots, where also low poverty levels, growth and bad governance are in intense.

The purpose of this study is to propose a workable solution that can help solve the problem of the lack of service delivery in Imizamo Yethu, an informal settlement at Hout Bay, near Cape Town. This community illustrates the type of informal settlement that is found in Cape Town, in particular, and the Western Cape in general. The major characteristics of the community are the lack services with regard to water and sanitation, roads and housing and the absence of public amenities like libraries and playing fields for children. In addition, waste is not removed, which results in a health hazard to the residents. The community carries the brunt of not having access to services, with living conditions becoming extremely difficult.

In this chapter, the problem statement, research question, goals and methodology employed to conduct a systematic study into the improvement of public services in Imizamo Yethu are presented. Community participation and the involvement of civil society organisations and the private sector in matters of local government, which mainly concern service delivery and development, are clearly resting with the municipalities themselves. The Constitution of the Republic of South Africa is clear on the objectives of local government, which are stated as:

- (a) to provide democratic and accountable government for local communities;
- (b) to ensure provision of services to communities in a sustainable manner;
- (c) to promote social and economic development;
- (d) to promote a safe and healthy environment; and
- (e) to encourage the involvement of communities and community organisations in matters of local government (RSA, 1996).

The above highlight the importance of local economic development and integrated development planning, which municipalities need to undertake. This further permits the local government to tap from all the skills of individuals, the community, community organisations and the private sector.

These examples go on to include necessities like electricity, roads and waste removal. A common challenge that is faced when services have to be provided is that there is lack of capacity on the side of local government and its institutions. Local government has always been

viewed as the embodiment and custodian of the aspirations of the citizens, but local government alone has not made convincing progress in its attempt to fulfil and realise this responsibility.

Imizamo Yethu is severely affected by the lack of basic services such as water, electricity, housing and roads and waste that is not properly collected. In the case of this settlement, government does not seem to be winning the battle to provide quality and adequate services to the people.

The objective of the study in this regard is to give an account of how partnerships can improve service provision in Imizamo Yethu, with the main role players being the local government, the private sector and civil society.

## **1.2 RESEARCH PROBLEM AND HYPOTHESIS**

Following the guidelines by Brynard and Hanekom (1997:15-22), the following research problem and hypothesis were formulated:

### **1.2.1 Problem Statement**

The problem of service delivery in Imizamo Yethu that was summarised above, initiated the current research and led to the question: Can partnership between local government, civil society and the private sector improve service delivery in Imizamo Yethu?

Developmental local government places emphasis on partnerships between local government, civil society and the private sector. This is due to the fact that the agenda for service delivery and development is not a simple one.

This study was therefore designed to assess the role that partnerships between local government, namely the City of Cape Town, a number of community-based organisations and non-governmental organisations and the private sector can play to improve service provision in Imizamo Yethu. The study also intended to assess the level of community participation.

### **1.2.2 Research hypothesis**

The research question resulted in the hypothesis that the lack or poor service delivery in Imizamo Yethu could be improved if partnerships were formed between the City of Cape Town, civil society organisations and the private sector, especially with those operating in the particular community. The hypothesis is deductive, because it starts from the existing theoretical point of view that collaboration between government, business and civil society – including vibrant social giving and philanthropy sector involvement – is a necessity, if the past massive and complex social deficits are to be overcome (Smith, 2007:3).

Partnerships between local government, civil society and the private sector also create a space for community participation, and this can, in turn, lead to sustainable service delivery and development.

## **1.3 OBJECTIVES OF THE STUDY**

The objectives of the study were formulated as follows:

- to determine how partnerships between the local government, business and civil society organisations can generally improve local service provision;
- to describe the activities of local government, business and civil society in Imizamo Yethu;
- to establish whether there were any significant partnerships between local government, business and civil society in Imizamo Yethu;
- to identify areas requiring partnerships between the local government, the private sector and civil society;
- to propose the establishment of partnerships and engagement between the local government, the private sector, and civil society in that community, where necessary;

## **1.4 RESEARCH METHODOLOGY**

Two basic research methodologies can be distinguished, i.e. qualitative and quantitative research (Brynard & Hanekom, 1997:29). The researcher used qualitative methodology, which produces descriptive data and focuses on the real-life experiences of people. As suggested by Brynard and Hanekom (1997:30), the researcher employed a plurality of qualitative data collection techniques, which included a comparative literature survey, semi-structured interviews and participatory observation. Because the focus was on service delivery to the community, a qualitative design was chosen, using the case study method to select a community to be studied, to gain an understanding of the importance of the context and to use multiple data sources (Babbie & Mouton, 2001:279)

### **1.4.1 Comparative literature survey**

The researcher employed a comparative literature survey to obtain and study useful reference material dealing with the research topic (Brynard & Hanekom, 1997:30). As indicated (Bless & Higson-Smith, 2006:24), this technique familiarised the researcher with the latest developments in the area of research, as well as in related areas. The researcher applied the mind-mapping approach to identify critical topics and data relevant to the research (Brynard & Hanekom, 1997:50). The literature assisted the researcher to ascertain the widely accepted definitions and key concepts in the field of development planning.

### **1.4.2 Semi-structured interviews**

The specific aim of conducting interviews was to get primary qualitative data regarding the state of service provision and the means by which services are provided in Imizamo Yethu. Questions for interviews had also been developed. The researcher opted for semi-structured interviews, as they allowed the researcher to explain questions to the interviewees. Semi-structured interviews create an opportunity for the researcher to gain clarity through asking follow-up questions based on the answers received from the interviewees (Brynard & Hanekom, 1997:32). As Brynard and Hanekom (1997:23) state, using interviews as a method to collect data has given the researcher an opportunity to ask the interviewees questions directly.

### **1.4.3 Participatory observation experience**

In order to gain a proper view of the community being studied, the literature survey and the semi-structured interviews were combined with the participatory observational method. According to Welman and Kruger (2001:184), participant observation requires the researcher to take part in the daily experiences of the community involved in the process that is being studied. The researcher attended and observed various meetings in which the plight of Imizamo Yethu was debated by various sections of the City of Cape Town government. Theron and Wetmore (2005:160) explain that participatory observation uses variations of conversation and observation. According to Theron and Wetmore (2005:160), participatory observation signifies that the researcher becomes resident in a community for a period of many months and observes the normal daily lives of its members, and conducts informal interviews and focus groups. Welman and Kruger (2001:184) argue that the participant observer should assume the roles of the community under study in order to view the situation from their perspective and to understand the meaning that the community attaches to its life-world.

The researcher was associated with the City of Cape as an intern; during this period he was working in the project monitoring unit of the city. He attended a number of meetings in which the situation of Imizamo Yethu with regard to service delivery was debated. These meetings were attended by senior and middle managers and councillors.

It must be stated, though, that the researcher could not be in Imizamo Yethu every day; he was able to interact with the community members, with the people who came to visit the area, and from time to time had informal discussions about the situation of Imizamo Yethu.

### **1.4.4 Case study**

The purpose of case study research is to establish how improvement can be made in service delivery through using partnerships between local government, business and civil society organisations. The researcher identified the community of Imizamo Yethu in Hout Bay as a specific case with particular elements and characteristics. According to Welman, Kruger and Mitchell (2006:193), we are directed towards an understanding of the uniqueness and idiosyncrasy of a particular case in all its complexity when case studies are used.

The case study, which was central to the research and which was a source of primary data, assisted the researcher to achieve the following:

- Identification of the role players in Imizamo Yethu and understanding of how they work
- Understanding of the community profile
- Identification of other possible role players who could be drawn in to assist in Imizamo Yethu
- Establishing whether there were any existing partnerships
- Getting to understand the state of service delivery in Imizamo Yethu
- Understanding of how services are provided.

## **1.5 OUTLINE OF CHAPTERS**

This study comprises six chapters. Chapter 1 is an introductory chapter. A brief background to the study, the research problem, the hypothesis informing the research, research objectives, design and methodology are presented in this chapter.

In Chapter 2, a review of literature on service delivery is provided and a definition of service delivery, challenges in service delivery and the service delivery alternatives are presented, while challenges encountered in service delivery and the alternatives are discussed.

In Chapter 3, a literature review focusing on partnerships between local government, civil society and private-public partnerships is presented. A definition of partnerships is given, and relationships and dynamics in partnerships, as well as the roles that are expected to be played by partners in service delivery partnerships are explained. Community participation is also discussed, together with monitoring and evaluation during the work of partnerships.

A description of Imizamo Yethu is given in Chapter 4. There is a short history of Imizamo Yethu and the population and the nature of the situation as far as service provision is concerned,

are described. A description of some active stakeholders in Imizamo Yethu, like the civil society organisations and the local government, is included and a brief explanation of the role players such as non-governmental organisations, community-based organisations, local government, philanthropic contributions and the private sector is provided.

Chapter 5 contains an analysis of the data obtained from interviews in terms of service delivery levels and partnerships.

The conclusion to the study is found in Chapter 6, in which specific recommendations and conclusions are also presented.

## **1.6 CONCLUSION**

The research problem and hypothesis of the study have been highlighted in this chapter. A description of the research methodology is offered, as well as a discussion with the aim of clarifying the points of departure of the study.

Chapter 1 therefore gives an indication of how the research work was expected to flow from the background as presented; the rationale for the study; the research problem; research design; and methodology. The chapter has also presented a brief summary of the contents of all chapters in the study. Chapter 2 provides an overview of the literature on service delivery. It focuses on service delivery in general, and at local government level specifically. Relevant policies and legislation; different approaches, challenges that impact on service provision as experienced by local government and alternative approaches to service delivery are also discussed.

## **CHAPTER 2: SERVICE DELIVERY IN LOCAL GOVERNMENT**

### **2.1 INTRODUCTION**

Poor or complete lack of service remains a serious challenge in South Africa. The violent service delivery protests that have been witnessed in many municipal areas, including the City of Cape Town, are a cause for concern. Such protests may result from both the lack of service or from the poor quality of services that are provided. The past few years have seen a steady rise in community-level protests against municipalities that are perceived as not delivering essential services and opportunities, or as corrupt and acting against the spirit of the constitution by victimising those too poor to pay for municipal services (Pieterse & Van Donk, 2008:51-52). Protests are an indication that service delivery has not reached the level it should reach.

Another issue that is clear is that, besides the failure of the municipalities to provide services, communities have not been kept adequately informed. They seem to have their own interpretation of what is happening on the ground. This could be due to a lack of information, which comes as result of the lack of community participation in the socio-economic activities of a particular area. Community participation is becoming a very important element of service delivery. If the members of a community are not involved in community plans, they are likely to form their own interpretation of what is happening.

In addition to poor participation by community members in the provision of services, there is also a lack of participation by other stakeholders, like the private sector, community-based organisations (CBOs) and Non-governmental organisations (NGOs), in the service delivery processes. The involvement of these stakeholders is known as partnerships.

The environment in which the strategies and tactics of service delivery can be achieved has to be facilitated by local government.

## **2.2 DEFINING SERVICE DELIVERY**

According to Nealer (2007:148), service delivery means the provision of public activities, benefits or satisfaction. Fox and Meyer (1995:118) in Nealer (2007:148) argue that services relate to the provision of both tangible goods and intangible services. According to Cloete (2000:9-11), service delivery is conceptualised as the implementation of specific types of policy objectives in the public sector with various degrees of success. Public service, in addition, is associated with government and it is assumed that government should be the provider of the public services.

According to Nealer (2007:156), many of the larger municipalities have worked hard at creating democratic and accountable government over the past five years. These municipalities have tried to provide services like water, sanitation, roads and infrastructure.

Nealer (2007:156), further states that larger municipalities have also improved on their delivery of basic public services such as the provision of potable running water, reliable electricity, user-friendly roads and effective waste collection services to former township areas, and have upgraded infrastructure in the neighbourhoods of the respective communities under their jurisdiction.

Protesting communities nevertheless are complaining about public services like the provision of water and sanitation, housing, electricity, education, health and roads. These services determine the quality of the lives of the people and Nealer (2007:157) agrees that many challenges still confront South African municipalities.

What service delivery is must be differentiated from what it is not, and should be characterised by the quality of services that the people receive and the time they wait for these services. The people must therefore be central in terms of the decision on how the services are provided.

According to Cloete (2000:9-10), service delivery has the following four distinct conceptual elements:

- The services, which are the outputs or end products of government policies on the one hand (i.e. the achievement of policy objectives: houses, roads, water, electricity, the state of health or education, etc.);
- The resources or inputs needed for this purpose, (money, people, time, knowledge, experience, provisions, etc.);
- The processes through which those resources are transformed into products, (strategic and operational management decisions and actions in the design and implementation of policies), and;
- The results or outcomes/impacts of those products.

## **2.3 POLICY AND LEGISLATIVE FRAMEWORK FOR SERVICE DELIVERY**

Various pieces of legislation and policy to address service delivery challenges like shortage of housing, lack of access to clean water and sanitation, roads and infrastructure have been developed in South Africa and some are still being considered. The relevant policies and legislation include the Reconstruction and Development Programme (RDP) of African National Congress (ANC, 1994); the White Paper on Local Government (RSA 1998b) and the Constitution (Republic of South Africa, 1996); the Local Government: Municipal Systems Act 2000 and the White Paper on Housing (Republic of South Africa, 1994). Together, these policy documents comprise a general approach to service delivery in various sectors, for example water or housing. They also contain strategies that could be employed in order to improve service provision.

The White Paper on Local Government (Republic of South Africa, 1998b) is clear on the issue of partnerships between government, the private sector and the communities as prerequisite for sustainable delivery of housing.

The Local Government: Municipal Systems Act (Republic of South Africa, 2000) provides for the participation of communities in their own development.

## **2.4 PROVISION OF PUBLIC SERVICES IN THE CONTEXT OF LOCAL GOVERNMENT AND INTEGRATED DEVELOPMENT PLANNING**

Municipalities remain the primary authorities responsible for the many basic services around water, waste management, electricity reticulation, sanitation, roads, storm water drainage, land use planning and control, and transport planning (Pieterse, Parnell, Swilling & Van Donk, 2008:3), and are increasingly given more responsibilities by higher spheres of government.

The White Paper on Local Government states that the provision of basic household infrastructure is the central contribution made by local government to social and economic development (RSA, 1998b). There should be certain benchmarks against which to test service delivery, which will make it easier to determine when the delivery is not up to standard.

Optimal service delivery means that the correct services are provided to the right people at the right time and at the right cost. The issue here is that services that are provided should be in line with needs in a specific situation. According to Netswera (2005:36), local governments should provide sufficient and indispensable municipal infrastructure, services and amenities of optimum quality. These new ways of service delivery require that the customers be the determinants of what is provided and of the quantity and quality thereof. Service delivery should therefore be customer-friendly. Gyford (1991:106) in Minnie (2000:7) argues that, in addition to delivering the right service, and delivering this service in an efficient way, improving access to service and to the information held by government could also be seen as improving service delivery. Information is thus characterised as a service on its own. People need access to the information that the government holds. That will help them to take decisions and to know what to expect from government.

The Municipal Structures Act (Act No. 117) of 1998 gives councillors the role of:

- identifying and prioritising the needs of communities living within a specific municipal area;
- developing strategies and programmes to address these communities' needs, taking into account the financial account and economic implications of the proposed service;

- determining the methods/mechanisms for delivering services; and developing criteria for evaluating performance in service delivery (Venter, 2007:88).

The work of service provision requires that public officials should behave in a certain way. Obviously service delivery entails more than simply providing water and lights. Authorities like municipalities have been made responsible for the provision of services in this ideal manner.

Service provision must aim at providing satisfaction as an objective. People must be satisfied with the services they receive. Satisfaction can be ensured by getting the people to participate in the processes that lead to service provision. Fox and Meyer (1996) in Minnie (2000:89), argue that service quality, service satisfaction and service value can be seen as indicators of levels of service delivery. Service provision has many indicators when it comes to the issues of satisfaction, value and quality. This is in line with the dominant view that people must be treated with respect as clients. Service delivery means that service must be provided to the people as an implementation of the policy position that the government has taken. This, however, must not be done haphazardly. There must be acceptable levels and standards of service delivery.

The White Paper on Transforming Public Service Delivery (Republic of South Africa, 1997), which is popularly known as Batho Pele, a Sotho word meaning ‘people first’, is founded on eight principles formulated as objectives:

- To consult regularly with the customers. Citizens should be consulted about the level and quality of public services they receive and whenever possible be given a choice about the services that are offered
- To set service standards. Citizens should be told what level and quality of services they will receive so that they are aware what to expect.
- To increase access to services. All citizens should have equal access to the services to which they are entitled.
- To ensure high levels of courtesy. Citizens should be treated with courtesy and consideration.

- To increase openness and transparency about services. Citizens should be told how national and provincial departments are run, how much they cost and who is in charge.
- To remedy failures and mistakes. If the promised standard of services is not delivered, citizens should be offered an apology, full explanation and a speedy and effective remedy; and when complaints are made, citizens should be provided a sympathetic, positive response.
- To give best possible value for money. Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

The Batho Pele principles provide a guideline as to how the services should be provided, in terms of time and the way in which the people must be treated.

In support of the Batho Pele principles that have been drawn up by the Department of Public Services and Administration, the following table summarises criteria for effective and efficient public service delivery.

<b>Table 2.1: Normative criteria for effective and efficient public service delivery</b>		
Values	Attitudes	Aptitudes
<ul style="list-style-type: none"> <li>▪ Integrity</li> <li>▪ Transparency</li> <li>▪ Publicity</li> <li>▪ Accountability</li> <li>▪ Equity</li> </ul>	<ul style="list-style-type: none"> <li>▪ Transparency</li> <li>▪ Responsibility</li> <li>▪ Quality awareness</li> <li>▪ Legibility</li> <li>▪ Clarity</li> </ul>	<ul style="list-style-type: none"> <li>▪ Knowledge</li> <li>▪ Acceptance and comprehension of goals and functioning of administrative institutions</li> </ul>

<ul style="list-style-type: none"> <li>▪ Non-discrimination</li> <li>▪ Quality</li> <li>▪ Professionalism</li> <li>▪ Reliability</li> <li>▪ General interest</li> </ul>	<ul style="list-style-type: none"> <li>▪ Simplicity</li> <li>▪ Inquisitiveness</li> <li>▪ Adaptability</li> <li>▪ Listening ability</li> <li>▪ Involvement</li> <li>▪ Speed</li> <li>▪ Effectiveness</li> <li>▪ Efficiency</li> </ul>	<ul style="list-style-type: none"> <li>▪ Leadership qualities</li> <li>▪ Communication skills</li> <li>▪ Social skills</li> <li>▪ Independence</li> <li>▪ Ability to further education and training</li> <li>▪ Analytical capability</li> <li>▪ Sense of renewal</li> </ul>
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**Source:** Raga and Taylor (2005:25)

The people must be made aware of the services that they can expect to receive. Khosa (2000:174) argues that service delivery cannot happen automatically. The propelling force behind it is people. The people's interests should be in the centre of the plan for service provision.

Cloete (2000:9-10) argues that, if the traditional public agency concerned cannot provide the services at the required level, that is quality, quantity and cost-effectiveness, and in the required way, that is with the participation of the people, then the private sector and / or voluntary agencies must take over. This challenge does not seem insurmountable if the approaches and / or options are followed properly.

In agreement with this view, Work (1999:17) offers some kind of strategy for service delivery in terms of structural levels and institutions as follows:

- delivery and institutional structures
- decentralisation contributes to service delivery improvement and impact.

- centralised bureaucratic procedures are unlikely to succeed in the delivery of local services at the neighbourhood and settlement levels.
- local is more effective /efficient than central bureaucracy.
- quality and quantity depend on interaction between stakeholders, especially local government and civil society.
- holistic people-centred approaches lead to greater effectiveness.
- the private sector generally has a positive role but must be integrated in a prudent manner.
- system-wide synergy contributes to exceptional performance and achievement of results.

This strategy responds to issues of quality and quantity. These are particularly important for they address the question of how the services should be delivered. Synergy further provides a solution to problems of bureaucracy which lead to a situation where people wait for too long to get services, because of supply-chain management procedures.

## **2.5 LOCAL ECONOMIC DEVELOPMENT AND INTEGRATED DEVELOPMENT PLANNING**

Local economic development plays a significant role also in service delivery and development as the responsibilities of local government. Local government can play an important role in promoting job creation and boosting the local economy. Investing in the basics – by providing good quality, cost-effective services and by making the local area a pleasant place to live and work in is the key starting point (RSA, 1998b). The essence of local economic development is that it gives local authorities new responsibility and scope for local development planning, which often involves partnerships with the private sector, community organisations, unions or NGOs (Rogerson, 1993:32 in Lemon, 2002:27).

The Constitution states that the local government is responsible for promoting the social and economic development of communities. This provides municipalities with a mandate to provide special economic services, or to assist other agencies with the provision of such services, where appropriate (RSA, 1998b).

Integrated development plans are the documents through which municipalities must work out strategies to address the issues that relate to service delivery and development. The White Paper on Local Government states that integrated development planning is a process through which a municipality can establish a development plan for the short, medium and long term (RSA, 1998b).

The White Paper further states that the main steps in producing an integrated development plan are:

- An assessment of current social, economic and environmental reality in the municipal area – the current reality
- A determination of community needs through close consultation
- Developing a vision for development in the area
- An audit of available resources, skills and capacities
- A prioritisation of these needs in order of urgency and long-term importance
- The development of integrated frameworks and goals to meet these needs
- The formulation of strategies to achieve the goals within specific time frames
- The implementation of projects and programmes to achieve key goals
- The use of monitoring tools to measure impact and performance (RSA, 1998b).

The service delivery strategy should start with the community participating in development issues that are meant for them. IDP processes need to put the community's members at the centre of these processes.

## **2.6 CHALLENGES FACED BY LOCAL GOVERNMENT IN SERVICE DELIVERY**

Local government is faced with quite a number of challenges. The White Paper on Local Government states that the amalgamation of previously divided jurisdiction has increased the population which municipalities must serve, without a corresponding increase in the tax base (RSA, 1998b). The challenge of resources like financial and human resources is particularly serious for these resources play a critical role in service provision. On the issue of a shortage of financial resources, the White Paper on Local Government states that, combined with service backlogs, collapsed or deteriorating infrastructure, and deteriorating creditworthiness and borrowing capacity, municipalities are also experiencing financial stress and, in some instances, crisis. Municipalities are also experiencing upward pressure on salaries and loss of experienced personnel (RSA, 1998b). Non-compliance by the recipients of local government in terms of payment is another contributing factor. The White Paper on Local Government states that, although payment for services is improving, problems associated with non-payment for services remain. Extending effective property taxation to former township areas has proved to be difficult. Local government tends to lose simply because legislated tactics like public participation are simply not followed up. The White Paper on Local Government states that some municipalities have inadequate financial management capacity and as result budgeting, accounting, credit control and financial reporting systems are weak. The budget processes often are not properly linked to municipal planning, and are not always open to public participation (RSA, 1998b).

Additional challenges faced by South African municipalities are listed in the White Paper on Local Government as:

- **Skewed settlement patterns**, which are functionally inefficient and costly
- **Extreme concentrations of taxable economic resources** in formerly white areas demanding redistribution between and within local areas

- **Huge backlogs in service infrastructure** in historically underdeveloped areas, requiring municipal expenditure far in excess of the revenue currently available within local government systems
- **[Creation of] viable municipal institutions for dense rural settlements** close to the borders of former homeland areas, which have large populations with minimal access to services, and little or no economic base
- **Great spatial separation and disparities between towns and townships and urban sprawl**, which increase service provision and transport costs enormously. Most urban areas are racially fragmented, with *discontinuous land use* and settlement patterns. Municipalities in urban areas will need to develop strategies for *spatial integration*, while managing the continuous sequences of urbanisation and service backlogs.
- **[Creation of] municipal institutions which recognise linkages between urban and rural settlements.** There is a wide variety of urban settlements, ranging from those which play the roles of local and regional centres (supplying services to rural areas and other towns), to functionally specialised towns (such as mining towns) and administrative centres (common in former homeland areas). Importantly, almost all towns are functionally linked to rural areas, relying on their *hinterlands* for productive economic activity and providing critical centres for the delivery of social services.
- **Entrenched modes of decision making, administration and delivery** inherited from municipalities geared for implementation of urban and rural apartheid
- **Inability to leverage private sector for development** due to a breakdown in the relationship between capital markets and municipalities, the lack of municipal bond market and the poor creditworthiness of many municipalities
- **Substantial variations in capacity**, which some municipalities having little or no pre-existing institutional foundations to build on

- **The need to build relations between municipalities and communities they serve.**

Cloete (2002:287), states that some of the most significant challenges faced by local government in general in South Africa include:

- inexperienced and/or uncommitted officials and political representatives;
- vested interests and an organisation[al] culture not conducive to the new realities;
- municipal structures, processes and technologies that are not aligned with the new paradigm;
- a lack of funding and resources from local revenue, and from other governmental levels; and
- a lack of ability to adjust to new policy imperatives.

According to Van der Waldt (2007:16), revenue sources in black townships are limited, given the poverty there and the culture of ‘non-payment’.

## **2.7 SERVICE DELIVERY ALTERNATIVES**

The White Paper on Local Government states that many different agencies contribute to development within any local area. These include national and provincial departments, parastatals, trade unions, community groups and private sector institutions (RSA, 1998b). This White Paper further states that it becomes the role of municipality to develop a mechanism to rally and make effective use of the relevant stakeholders that are there. Developmental local government must provide a vision and leadership for all those who have a role to play in achieving local prosperity. Poor coordination between service providers could severely undermine the development effort (RSA, 1998b).

Nealer (2007:159) argues that effective and efficient local governance is more than the governance of the local municipality. It consists of a complex set of relationships among all three spheres of government, business and the community. This complex system of service delivery

calls for new and innovative ways of service delivery. According to Good and Carin (2003:4), alternative service delivery entails the pursuit of new and appropriate organisational forms and arrangements, including partnerships with other levels of government and non-governmental sectors, in order to improve delivery of programmes and services. Good and Carin (2003:4-5) further suggest that innovative organisational arrangement for delivering government programmes and services can result in:

- More cost-effective, responsive delivery to citizens
- Changes in organisational culture and management practices so that the organisation performs more effectively; and
- The granting of greater authority to public sector managers to move closer to the point of delivery, to communities served and to citizens.

Good and Carin (2003:4-5) argue that alternative service delivery has two parts:

- Establishing the appropriate organisational forms within government departments, outside traditional departmental structures or outside the public sector, to improve organisational performance; and
- Bringing together organisations from across government, between levels of government, or across sectors, through partnerships (for example, [in so-called] “single windows”, co-locations, or clustering of services to citizens) to provide seamless and citizen-centred services.

According to Good and Carin (2003:4-5) the 1990s witnessed the emergence of a bewildering array of new types of service delivery mechanisms, some of which straddle the public and private sectors. There is virtually no limit to the ingenuity of governments to invent new structural arrangements.

Good and Carin (2003:4-5) mention four clusters:

1. mainstream government (ministries, departments)

2. agencies (statutory, non-statutory);
3. partnerships (with other governments, contracts); and
4. private entities (not-for-profit, for profit).

Goss (2001:1) states that the change from traditional local governance to a more complex network of agencies involved in local governance is no longer theory; it has become a practice. The partnerships between local government and other social role players have long been declared a viable option.

A number of options could be employed to provide public services. This suggests a move away from traditional ways of service delivery, where local government was seen as the only force responsible for service provision.

The White Paper on Local Government states that delivery mechanisms which municipalities can consider include the following options:

- Building on existing capacity
- Corporatisation
- Public-private partnerships
- Partnerships with community-based organisations and non-governmental organisations
- Contracting out
- Leases and concessions (public-private partnerships)
- Transfers of ownership (privatisation) (RSA, 1998b; Cloete, 2000).

In addition to discussion on alternative service delivery, Good and Carin (2003:5) point to the example of the province of Ontario in Canada that has a systematic approach to alternative service delivery and has established the following continuum of service delivery options:

- *Direct Delivery*: Government delivers the services through its ministries, through business planning, focusing on results, cost recovery, getting the best value for the tax dollar, and customer service.
- *Agencies*: Government delegates service delivery to a scheduled agency operating at arm's length from the ongoing operations of government, but maintains control over the agency.
- *Devolution*: Government transfers the responsibility for delivering service to:
  - a) other levels of government, b) profit or non-profit organisations that receive transfer payments to deliver the service.
- *Purchase of Service*: Government purchases the services under contract from a private firm, but retains accountability for the service. This includes contracting and outsourcing of services.
- *Partnerships*: Government enters into formal agreements to provide services in partnership with other parties where each contributes resources and shares risks and rewards.
- *Franchising/Licensing*: Franchising entails that the government confers, to a private firm, the right or privilege to sell a product or service in accordance with prescribed terms and conditions. Licensing entails that the government grants a license to a private firm to sell a product or service that unlicensed firms are not allowed to sell.
- *Privatisation*: Government sells its assets or its controlling interest in a service to a private sector company, but protects public interest through legislation and regulation (Good & Carin, 2003:7).

Local government must shoulder the responsibility for service delivery, community development and local economic development. Both the Constitution (Act 108 of 1996) and the Municipal Systems Act (Act 32 of 2000) state this clearly.

Municipalities should be particularly sensitive to the needs of groups within the community who tend to be marginalised, and responsive and accessible to people with a disability (RSA, 1998b).

Local government and provincial affairs departments pronounce loudly on the significance of partnership between municipalities, the private sector and civil society (RSA, 1998b). The issues of cooperation at local level are also legislative issues.

Section 19(2) of the Municipal Structures Act, 1998 (Republic of South Africa, 1998a) stipulates that Municipal Councils must annually review:

- The needs of the community
- Its priorities to meet those needs
- Its processes for involving the community

According to Meyer and Theron (2002:33), Chapter 3 of the Municipal Systems Act, 2000 determines that a council must develop a culture of participatory governance, and must for this purpose encourage, and create conditions for residents, communities and other stakeholders in the municipality to participate in local affairs.

## 2.8 CONCLUSION

This chapter has given a brief definition and overview of general service delivery issues. Service delivery has been highlighted in terms of what it is and what it should be and gaps in service delivery have been identified. Lack of or insufficient capacity is seen as a major challenge in relation to service delivery.

This leads to the realisation that the work of providing services to the people is not simple, but something that should be planned. The planning of service provision is necessary to avoid issues around a delay in services reaching recipients. In addition to the issue of delay, quality is also important, as service quality indicates whether services are satisfactory or not. This brings us

back to the view that the service provision process should be customer-focused. This means that the people who are recipients of the services must be treated as clients in a business sense.

The next chapter focuses on partnerships: how the three-level partnership with regard to local government, private sector and civil society works; how they are formed; the nature of the relationship; and the type of dynamics at play. Some of the issues that will be discussed include the roles of social partners in partnerships at the level of local government; the functioning of partnerships; and how partnerships are operationalised in programmes or projects. It explains the level of community participation, i.e. the level of influence the community has on projects. The chapter also looks at the importance of monitoring and evaluation during the work of partnerships between local government, civil society and the private sector.

## **CHAPTER 3: SERVICE DELIVERY VIA PARTNERSHIPS AT LOCAL GOVERNMENT LEVEL**

### **3.1 INTRODUCTION**

This chapter provides a brief explanation of three-level partnerships between government, civil society and the private sector; the nature of relationships; and the dynamics that are involved in partnerships, together with the role of the community in the programmes and projects that are implemented. These partnerships are necessary as they make it easier and quicker to provide services. The White Paper on Local Government states that building local democracy is a central concern of local government, and municipalities should develop strategies and mechanisms (including, but not limited to, participative planning) to continuously engage with citizens, business and community groups (RSA, 1998b). Issues like operationalisation of partnerships; the dynamics of partnerships; how the partnerships are formed; and the monitoring and evaluation of partnerships are also covered in this chapter. The chapter also examines the specific roles that partners are expected to play in partnerships.

There is growing acknowledgement that no single sector, or set of role players, can take exclusive responsibility for meeting the challenges of entrenched poverty and social exclusion (Smith, 2007:3). The provision of public services involving water and sanitation, health care, education facilities, roads, waste removal, housing and electricity need the technical know-how of the private sector and civil society. It is in this spirit that the collaboration of government and the private sector has dominated not only the policy implementation literature, but also the practical reality of service delivery.

Partnerships have become a prominent feature of public service provision. According to Sullivan and Skelcher (2002:81), the distinctive feature of recent government-business relationships is the increasing complexity of collaborative arrangements and the involvement of the private sector in the direct delivery of public services; the private sector has assumed many local government tasks as direct services provider through what has come to be known as partnerships between government and the private sector.

### **3.2 DEFINING PARTNERSHIPS IN THE CONTEXT OF LOCAL GOVERNMENT**

Partnerships are strategic plans formulated by two or more role players to deal with a particular challenge. Poole (1995:2) in Hamdi and Majale (2004), defines partnerships as associations between two or more persons, groups, or organisations who join together to achieve a common goal that neither one can accomplish on its own. In the strategic plan of these role players, there should be a common objective. It is important to note that partnerships have distinct characteristics and they should not be confused with something that they are not. Craythorne (2003:175) states that there are two basic classes of partnerships, viz.: public-private partnerships between organs of the state and the community-based organisations or non-governmental organisations; and public-private partnerships, between organs of the state (such as a municipality) and a company in the private sector. This is in line with issue of development and service delivery. Smith (2007:4) argues that partnerships are not a substitute for political, leadership and citizen action. New possibilities for social justice will continue to emerge from popular mobilisation, socio-economic upheavals and the everyday struggles of politics, ideas and the economy.

According to Hamdi and Majale (2004:27) the following four key elements distinguish and define partnerships:

- Common objectives and goals among partners (objectives may be the impetus of partnerships, or they may evolve over time);
- Shared risk and mutual benefits (risks and benefits may be different for each partner and may accrue with different time frames);
- Contributions from all partners (both monetary and non-monetary);
- Shared authority, responsibility and accountability. In addition to the common objective which should be a baseline for partnerships, there is a need for all the parties that have been identified in partnerships to be involved.
- The parties must be uniquely equipped to forge partnerships, because of the nature of the contributions they are going to make in addressing a particular challenge. This means that there should be a common goal as a condition to form a partnership.

The other point that stands out is the issue of transparency. It is important that there is a degree of transparency among the partners. This is because suspicions often arise when parties assemble in partnerships. Where there is no transparency, tensions tend to arise, because parties do not know each other's agendas.

All the role players that decide to join together in forming a partnership have to deal with the issues of trust, responsibility, respect, risk, honesty and dedication to the cause for which they form partnerships. These issues prepare the minds of the role players as they enter into partnerships. Issues of planning, calculation of costs and checking legalities should be considered before entering into partnerships, if the partnerships are structured.

In all forms or classes of partnerships, whether they are between local government and the private sector or non-governmental organisations, issues like respect and mutual trust will always be relevant. There should be no partner that seeks to impose its agenda on other partners. There are fundamental differences between sharing versus personalising control and benefits; between listening versus imposing relationships; and between creating a shared vision versus winning and losing in a 'business relationship' (Hemmati, 2002:55). What should not arise in the partnership is a situation where partners have different interpretations of what ought to be done. Differing interpretations of issues may lead to a situation where role players treat each other with no respect. The partners that decide to get into partnership need to be governed by the will to learn from each other.

### **3.3 FORMATION AND PURPOSE OF PARTNERSHIPS**

Partnerships can be formed between local government and other social sectors like Non-Governmental Organisations (NGOs) and the private sector. The foundation of a partnership is the basis on which the partnership is established.

The purpose of a partnership is often intervention, which means it is meant to deal with a crisis. Craythorne (2003:175) states that partnerships provide a means whereby a municipality may achieve a service goal by taking on board a partner who or which can provide the capital,

expertise and technology which the municipality does not itself possess and cannot attain. According to Hamdi and Majale (2004:29) partnerships offer various advantages to stakeholders (as well as risks). These risks and advantages provide a first basis for deciding the appropriateness and subsequently the form of partnership might take. Where the local government lacks capacity for service delivery because they do not have access to current technologies that are needed, or they do not have enough human and financial resources and access to a particular community, partnerships should be considered to make it possible to find a solution. Civil society has access to the community, the private sector has skills that the local government does not have and community members know their problems. These are advantages of partnerships for different stakeholders provide different skills to address a specific challenge.

A specific and clear example of partnerships is explained through what has become known as a Municipal Service Partnership (MSP). A MSP is created when a municipality enters into a partnership with a person, organisation or institution to provide services (FCR, 2004:6). MSP can be found at the local government level when different stakeholders act together in the development of a service delivery agenda. There are three types of MSP:

- Public-Private Partnerships (PPP), which take the form of a contract between a municipality and an individual, company, trust or enterprise
- Public-Public Partnerships (PuP), which take the form of a contract between a municipality and, for example, another municipality. In other words, it is a partnership in which both members of the partnership are public sector entities.
- Public-NGO Community Partnerships, which involve a contract between a municipality and civil society organisations, such as community-based organisations (CBOs) and, sometimes, non-governmental organisations (NGOs) (FCR, 2004:6).

FCR (2004:6-7) states that municipal-community partnerships are arrangements between municipalities and communities, either to provide municipal services or to meet the basic needs of poor communities.

O'Donovan (2000:5) mentions the following specific important points with regard to partnerships:

- This approach to managing our affairs has enabled us to build a common understanding of the problem. There is a genuine sense of this even if we do not always find agreement on the solutions.
- It widens and deepens the consensus within the society and enables a much more cohesive response to the challenges.
- The capacity is enhanced. This process enables new ideas to emerge. One of the real contributions from civil society organizations is their practical and creative experience which contributes to finding new solutions to old problems.
- This greater sharing of experience and best practice has produced a new model of action which is significant in the context of bringing economic and social objectives together.

While there are real issues around the whole question of participative democracy and how it sits alongside representative democracy in our society, the broadening of the partnership process to include the civil society organisations has contributed enormously to creating an environment of wider and deeper participation, particularly community participation.

For partnerships to flourish there should be guiding principles. Like any platform where critical issues are engaged, partnerships should be founded on specific principles. These principles must help facilitate the handling of the issues and the realisation of goals. Partnerships need to be based on trust, equality, reciprocity, mutual accountability and mutual benefit (Hemmati, 2002:55). These are issues that affect service delivery at local government level. Issues like transparency, mutual accountability and equality are key to service delivery and development. It is well known how lack of transparency has led to corruption and how corruption has led to lack of service delivery and development.

Ahmed and Ali (2006:782) argue that, under a Public Participation Partnership (PPP) arrangement, both public and private sector agencies share responsibility for providing services. Hemmati (2002:55) explains how the guidelines should be viewed in the establishment of partnerships:

- Trust: Role players involved in partnerships must have trust in each other.
- Learning: Role players involved must be willing and able to learn from one another.
- Transparency: A high degree of transparency is very important, because if collaboration is to be achieved, there should be no secret agendas.

Also community participation is sought after if there is interest to learn. Learning is particularly important. Participants from different backgrounds need to study each other, get to know each other and accept each other in order to be able to move forward. This, without doubt, is a challenge on its own. All parties face the challenge of learning to understand the needs and concerns of the others and of cultural and behavioural change that is required in order to create successful partnerships (Hemmati, 2002:55).

Partners in partnerships do not need to lose their identities. Role players will participate better in partnerships where they keep their own identities and do not fuse into a single group. All stakeholders that are involved in a partnership must participate in all processes, so that they can own all the processes. According to Hemmati (2002:55-56) there is a high likelihood that participants will meet again in a similar setting. Interaction takes place face-to-face in regular meetings over a reasonable time and people have a chance to get to know each other. The advantages of working in partnerships are listed as:

- Participants are able to secure independent expert advice;
- Participants are free to question the sincerity of the involved parties;
- Stakeholders are involved early on in the decision-making processes;
- All available information is made freely accessible to all involved;
- The process of selecting options based on preference is logical and transparent;
- The decision-making body seriously considers or endorses the outcome of the participation process; and
- Stakeholders are given some control of the format of the discourse (agenda, rules, moderation, and decision-making procedure).

What becomes evident is that there should be no junior and senior partners in partnerships. All those that are involved in partnerships must be respected for the skills and capacities they

contribute. Most importantly the beneficiaries of the programme are kept informed all the time if the information is circulated in time.

### **3.4 THE NATURE OF RELATIONSHIPS AND DYNAMICS OF PARTNERSHIPS**

Partnerships at local government level usually are made up of two to three partners. It may involve local government and civil society organisations; government and private sector organisations; or local government, civil society and the private sector. In any combination, each partner makes will make specific contributions. These contributions define the nature of relationships and dynamics that are found in partnerships. It is of particular importance to understand and appreciate the strengths and weaknesses of the partners in order to know the nature of relationships and dynamics.

#### **3.4.1 Local government in partnerships**

Local government as a role player plays a strategic role; this involves policy work and formulation of legislation. While Government makes laws and by-laws through municipal councils, provincial legislatures and the national parliament, local government holds a key to the success of the private sector and civil society organisations through the laws they may pass from time to time.

The administration of laws and the implementation of policies may lead to the participation or the lack of participation of other sectors in service delivery. In developing countries like South Africa, local government is the main provider of services. According to Cloete (2000:6) the public sector is seen as a policy decision-making domain created by governments to exercise certain functions or provide certain services in the public interest.

What is interesting, however, is the fact that the other role of local government is to create an environment in which other sectors can participate. The South African Constitution makes local government responsible for the social and economic development of communities, and the

Government has subsequently emphasised the need to nurture a new culture of developmental local government (RSA, 1998b, in Lemon, 2002:28). The White Paper on Local Government states that municipalities should actively develop ways to leverage resources and involvement from both public and private sectors to meet developmental targets (RSA, 1998b). Against this background, the local government serves as a centre where all other role players meet. Unlike other role players that are relevant in partnerships because of their skills, capacities and resources, the local government can play the role of a facilitator or coordinator. Because of the traditional view that it is the custodian of the people, local government invites other role players to come and form partnerships so as to address that which has been understood as being the government's responsibility. The local government therefore facilitates the community in achieving its objectives.

The partnerships should draw on the experience of the municipality in service delivery, technical expertise, management, environmental management, its infrastructure, its human resources and its financial resources (FCR, 2004:9). It is important to note that local government has been providing services to the communities for a long time now. The issue is that certain gaps have become evident. These gaps need to be closed.

Local government, however, will tend to have a kind of upper hand in relation to other role players in the partnership; it sets policies by itself. This may make government want to impose itself on other role players – government represents a significant concentration of power which, in partnership, is often perceived to be threatening (Hamdi & Majale, 2004:35). A 'bully boy' attitude of local government may not be acceptable to other role players. The idea of forging equality may also be put in jeopardy by government's term of office limit, which is five years in South Africa. Government may also want to use the advantages offered by partnerships to advance its political programmes.

### **3.4.2 Civil society in partnerships**

The White Paper on Local Government suggests that partnerships with community-based organisations and non-governmental organisations can create effective ways of gaining access to external expertise and experience. Community-based organisations and non-governmental

organisations of civil society often have particular skills relating to facilitating development (RSA, 1998b).

With civil society in this research study being understood to refer to community-based organisations (CBOs), faith organisations and non-governmental organisations (NGOs), it should be stated that civil society is not necessarily a non-governmental organisation, but non-governmental organisations are part of civil society. Distinction can be made between two forms of CSOs, namely community-based organisations (CBOs) and non-governmental organisations (NGOs). Community-based organisations form part of civil society, but they have distinct features. CBOs are formalised representative structures that champion the interests of their members. Their roles are defined in relation to a specific geographic area within which they reside (Pieterse, 2000:20-21, in Venter, 2007:90). In terms of this broad description, stokvel associations, cultural associations, sports organisation and religious structures are all examples of CBOs (Pieterse, 2000: 20-21, in Venter, 2007:90).

Non-governmental organisations (NGOs) also have their own character distinctive from community-based organisations (CBOs). According to Development Update (2001a: 63), NGOs are non-profit, non-membership intermediary organisations that are independent of the state and undertake a range of activities to further development objectives. NGOs are private, self-governing, non-profit organisations promoting people-centred development. Their activities include:

- public policy research;
- policy dialogue support and facilitation;
- rights-based and interest group advocacy;
- capacity building in the form of information dissemination;
- training and support; and
- facilitation of social service delivery and direct delivery.

According to Cloete and Mokgoro (1995:48), NGOs have already established themselves in Southern Africa as alternative organisations in the development process, in addition to the role played by government agencies and the private sector.

CBOs and NGOs play significant roles in community development; they are close to the people.

According to Venter (2007:89), the major motivation for municipalities to enter into partnerships with CSOs (civil society organisations) is based on the latter's ability to meet the following objectives:

- Achieving cost-effective service delivery;
- Deepening democracy; and
- Supplementing capacity or extending service delivery.

CSOs enter into partnerships with local government for a host of reasons. Some CSOs work with existing municipal structures, procedures and protocols, while others strive to effect change in municipal rules and values (Khan & Cranko 2002:268). Khan and Cranko further state that CSO perspectives of partnerships with local government are usually aimed at innovation, sustainable service delivery to improve access to services, community empowerment, monitoring and advocacy.

Smith & Morris (2008:439-440) argue that without some form of engagement with civil society regarding how service delivery is being experienced, it is very difficult for a municipal regulator to assess the quality of service delivery that is being extended by a municipal entity, and, thus, to give effect to the imagination of developmental local government.

According to Van der Waldt (2007:36), over and above the role played by NGOs, CBOs, organisations such as civic and taxpayers' associations, play a key role in democratising municipal decisions, and contributing to community development by empowering community members through teaching them new skills.

The Institute for Democracy in South Africa (2001:4) states that civil society is the sphere of organisations and/or associations of organisations located between the family, the state, the government of the day, and the prevailing economic system, in which people with common interests associate voluntarily. These organisations can have common, competing, or conflicting

values and interests. According to Cloete (2000:5), the voluntary sector is also sometimes described as civil society.

Davids (2005a:69), state that the most common characteristics of development-oriented NGOs can be summarised as follows:

- NGOs are institutionally independent of government. They are privately set up (as opposed to being set up by the state) and are normally under control of a board of directors or trustees.
- NGOs do not have a profit motive. Any surplus generated during the course of their activities is ploughed back into the organisation.
- NGOs are characterized by their voluntary association. This means that those supporting NGO development objectives should have the opportunity to join in its activities as partners in the development.
- NGO activities are financed mainly through grants from the donors (domestic and international) based on their fundraising activities, with only limited government funding.

According to Cloete and Mokgoro (1995:47), NGOs are fulfilling an increasingly important development role in Southern Africa. Factors which favour the development role of the NGOs include the following:

- The human orientation of NGOs, which makes them particularly sensitive to the needs of communities and enhances their ability to mobilise people.
- The promotion of local participation, enthusiasm and democratic local decision making at community level
- Greater legitimacy than government agencies.
- Identification with the needs of the poor and underprivileged, which also places the NGOs in a favourable position to carry out educational tasks.
- The narrower scope of their activities and their focus on community, allow them to be more flexible and adaptable to changing community needs.

- The greater legitimacy of the NGOs facilitates an ability to mobilise and strengthen local institutions, thereby promoting the cooperation of the people in the communities with existing local institutions.
- A particular advantage of NGOs is mobilising funds for development from local and international sources.
- The peculiarly characteristic commitment of NGOs to their mission of carrying out the task of development, and their focus on human matters, make for a dynamic approach to development.

According to Hamdi and Majale (2004:33), NGOs bring grass roots knowledge and are flexible because of their independence from political or agency ties. Hamdi and Majale (2004:33) further state that the NGOs can be relatively mobile given their horizontal and cellular structure. They bring knowledge and skills to which others may not have easy access (risk mitigation, technology, management experience). As partners they are often able to scale up work (connecting local organisations to each other) and can command more trust than other partners. Their strong social bias enables them to focus on the poor and vulnerable, advocating their cause and place in governance (Hamdi & Majale, 2004:33). Their pro-poor stance is a particular feature of NGOs. According to Hamdi and Majale (2004:32), NGOs distinguish themselves in various ways. For example, in their core ideology (their strong social bias or doctrine); their area of interest and work (environmental advocacy, children, disaster mitigation, relief); their function (project based, network based); their field of operation (local, regional, global), which, in turn, will define their core activities (community development, advocacy, project management, information dissemination, networking). This role is played by these formations because they are strategically positioned closer to the people.

According to Smith (2007:4), citizens' organisations, including community based- organisations, NGOs and social movements play a vital role in giving voice to the poor, mobilising resources, and collective action, and taking forward agendas for pro-poor change. Smith (2007:4) further suggests that civil society "strengthening" is not by itself a sufficient strategy for poverty reduction, but it is a necessary strategy for the achievement of more effective and inclusive collaboration to shift the systems that entrench poverty.

Fowler (1991:56), Cernea (1988:17-18) and Brown and Korten (1989:16) in De Beer and Swanepoel (1998:39), summarise the role of civil society organisations as follows:

- They are more cost-effective in their work among the poor. That means that they spend less money on administration and more on actual help.
- For this and other reasons they are able to operate on fairly low costs.
- They tend to focus on and to reach the poorer and needier. They are therefore less prone to elitism.
- They have capacity to innovate and adapt.
- They help increase diversity of opportunity in society.
- They broaden channels through which resources and benefits can reach groups which would otherwise be bypassed.

Civil society makes it possible to link the programme and the community members and in that way community participation is enhanced. According to Davids (2005:67a), NGOs are responsible to their donors and to the communities they work for. Their primary objectives are to render assistance to individuals or to develop communities in order to facilitate sustainable development at grassroots. Davids (2005:67a) further state that NGOs are committed to the idea of community capacity building through (popular) participation and social learning. According to Development Update (2001: 80), conventional assertions about the efficiency and effectiveness of NGOs as key role players in development include that the sector:

- Operates from a values base
- Reaches the poor and marginalised
- Has ability to identify clients' needs; and
- Has greater flexibility in implementing programmes.

These issues are all important because local government may not know all that is happening at the community level. The strategic location of NGOs makes them a relevant force in

partnerships; they are organisations that reside where people live. The language of the people on the ground is understood much better by the NGOs.

What needs to be clear, though, is that when services have been delivered, there is still much work to be done. This work ranges from the management to the sustainability of the services that are rendered or delivered. In Imizamo Yethu, NGOs care for the victims of fire and flood and for the terminally ill. They are the first to respond to local challenges, while municipalities would be tied up in procurement and supply-chain processes.

If facilities like water pipes or a community hall have been given to a particular community, there is a need to make sure that those facilities are protected against acts of vandalism such as have been witnessed over many areas. The communities and NGOs have an understanding in terms of communication channels. It is in this way that the NGOs can help in making the language of service delivery simpler. They moreover guide and advise communities about the service that the local government renders. They act as conduit between the people and local government.

They are good at communicating with and mobilising the poor and .they employ participatory, bottom-up approaches in project planning, implementation, monitoring and evaluation. They are effective in assisting the poor to participate in matters affecting them and thus to gain more control over the quality of their lives. This ability of NGOs to promote public participation is due to their partnership relations with the communities they serve.

According to Cernea (1988:17-19) in Davids (2005:70a), non-governmental organisations:

- work well with, and strengthen ineffective local institutions;
- are innovative, flexible and experimental – this means that they can transfer technologies developed elsewhere and adapt them to local conditions, as well as formulate innovative responses to local needs, i.e. they are able to adopt a social learning process approach;
- undertake projects at no or nominal cost to government and at lower costs than comparative public sector projects because of their commitment to using low-cost technologies.

What is also appreciated is the fact that NGOs are not just spectators or armchair bodies but they voluntarily and robustly participate in the service delivery programmes. They make substantial contributions in terms of many things from financial to human resources. NGOs facilitate training and education around issues of health like HIV and Aids and skills that help people survive.

As in other situations, there could be risks associated with the operation of NGOs in Imizamo Yethu. The risks involve issues like cost-effectiveness and accountability. Brinkerhoff (2002:49) in Hamdi and Majale (2004), states that recently questions of legitimacy, accountability and cost-effectiveness have been raised in relation to the roles and responsibilities of NGOs. What is important is to acknowledge that these NGOs more often become problematic when they operate on their own.

Cloete and Mokgoro (1995:48) give the following examples of factors which do not favour the development role of the NGOs:

- Sustaining longer term development projects and continuity with larger projects is a problem for some NGOs;
- NGOs do not normally have the knowledge or the resources to take on larger physical projects or projects which have a bearing on the economic infrastructure.

According to Cloete and Mokgoro (1995:48) the danger exists that the activities of NGOs may be interrupted or terminated due to lack of finances and/or staff, with understandably detrimental consequences for the development.

### **3.4.3 The private sector in partnerships**

According to Hamdi and Majale (2004:37), the private sector brings substantial technical, organisational and entrepreneurial skills to partnerships (marketing, forecasting and research). They offer employment to local markets, investment opportunities to national enterprises, and innovations in technology and management, and open doors to a wide network of enterprises, especially the national and multinationals. The private sector organisations are well equipped

with skills and resources. A private sector organisation that has been involved in engineering services will play a significant role in the construction of roads and provision of water and sanitation.

Hamdi and Majale (2004:37) also state that the private sector is pragmatic and performance-related:

- Private sector partnerships with government authorities will often be overregulated, inhibiting flexibility and entrepreneurship.
- They will often face hostility from civil society groups because of their track record regarding employment and wages for local women, children and others, and regarding environmentally irresponsible practices.
- The private sector, whilst accustomed to long-term planning, will often seek short-term results that may not suit the long-term development goals of development agencies or government.

There are different opinions, however, regarding what PPPs have done in different areas. There is also some resistance towards PPPs. The main argument that is advanced by those who are opposed to partnerships is that a partnership involves privatisation of public services. Bond (2000), in Burger (2005:8), argues that efforts to partner with private providers have been met with fierce opposition, particularly in water services, where opponents of public-private partnerships, for instance, have attempted to blame both water cut-offs and the recent KwaZulu-Natal cholera outbreak on increased emphasis on cost recovery and privatisation. According to CASE and FAFO (1999), in Burger (2005:8), it is argued that the public versus private service provider debate is frequently associated with the equality-freedom opposition, with public providers stereotypically seen as providing access for all, but suffering under a heavy burden of inefficiency; private providers, in contrast, are stereotypically linked to efficiency, but also exploitation of the poor.

Public-private partnerships have been dominating the debate about collaboration in services provision. This kind of partnership has been seen to make some breakthroughs in many service

delivery programmes. Ham and Koppenjam (2001:598) in Elgar (2005:270) see public-private partnerships as cooperation of some sort of durability between public and private sectors in which they jointly develop products and services and share risks, costs, and resources which are connected with these products.

A Public-Private Partnership is defined as a “contractual arrangement between a public sector and a private sector entity whereby the private sector performs a departmental function in accordance with an output-based specification for a specified, significant period of time in return for a benefit, normally in the form of financial remuneration. It involves a substantial transfer of all forms of project life cycle risk to the private sector. The public sector retains a significant role in the partnership project either as the main purchaser of the services provided or as the enabler of the project” (National Treasury, 2001).

Elgar (2005:270) points out specific characteristics of a public-private partnership. First, formal autonomous role players, each with his, her or its own objectives and resources decide whether they wish to provide certain services in exchange with other role players.

Second, interactions between the participants are framed by specific forms of organisations – whether contractual or informal – and are coupled by virtue of the resources. Complementary resources are combined to serve a jointly defined function.

Third, what sets inter-sectoral cooperation apart is that the participating role players are tied by institutional arrangements roughly referred to by the generic terms ‘governments’, ‘markets’ and ‘society’.

It is important that the role that public-private partnerships have played be acknowledged by citing some areas where the PPPs have made a considerable impact in terms of service delivery. Government has faced capacity challenge in terms of service delivery, and public-private partnerships have specifically addressed some of these challenges. Stacey (1997) in Burger (2005:8), holds the view that, through public-private partnerships, the private providers can supplement public sector capacity by offering the financial resources and management and technical skills that councils often lack. At the level of the municipality, the public-private partnerships have not only assisted to provide services, but have also injected finance.

Concerning partnerships with the private sector, Smith (2007:3) argues that, with its pivotal resources of finance, technical capacity, management expertise and innovation, business has a major role to play in effective partnerships. Smith (2007:3) further states that emerging business imperatives around “corporate citizenship”, “transformation” and “broad-based economic empowerment” offer a bridgehead for transforming conventional notions of “public-private partnership”. Struwing (1994:4) in Davids (2005b:77b), states that the voluntary behaviour of organisations in the private sector directly benefits the wider society. Such behaviour should be undertaken as voluntary obligation which extends at least partially beyond the legal boundaries laid down by wider society and which does not necessarily have direct economic (or other) benefit to the organisations.

### **3.4 THREE-WAY PUBLIC-PRIVATE-CIVIL SOCIETY PARTNERSHIPS**

The three-way public-private-civil society partnership indicates a partnership of three partners, namely local government, the private sector and civil society. The White Paper on Local Government states that partnerships of three-way-public-private-community-based organisations prove to be very effective with respect to maintenance projects such as sewer rodding (RSA, 1998b). This is a practical example whereby local government, the private sector and civil society organisation partnerships can be tested. Maintenance projects also are common almost in every municipality. In such partnerships, the municipality provides funding and projects management capacity; the private sector contractor provides access to equipment and training; and the community-based organisation provides functions such as recruitment and management of local labour and community liaison (RSA, 1998b).

The White Paper on Local Government concludes that this approach enables the transfer of skills, creates employment and provides an effective service without drawing on municipal capacity (RSA, 1998b).

#### **3.4.1 Community participation**

Participatory development is designed to move stakeholders away from being passive recipients to becoming active participants in all parts of the process: articulating needs, identifying

obstacles, developing plans and, when possible, aiding in implementation (Davids, 2005c: 12). Davids (2005c: 12) further states that such participation increases the likelihood of stakeholder empowerment and ownership, and concurrently improves sustainability. Community participation must result in the members of the community looking at themselves after the completion of the programme or project. The community should be made to own their development. They should be centrally involved in the activities that are taking place in their community. Local government is called upon to appreciate the engagement with the community. Khan and Cranko (2002:267) state that a common theme that underlies both perspectives is the need to promote new forms of engagement between the state, civil society, markets, and the household. These are normally understood to be partnerships.

Municipal-community partnerships represent a type of partnership that assumes different forms and entails different levels of complexity depending on resource endowments, institutional capabilities and development priorities (Khan & Cranko, 2002:267).

According to Khan and Cranko (2002:267), partnerships between government and civil society organisations:

- deepen and sustain participatory approaches to service delivery and infrastructure provision;
- facilitate large-scale government programmes, which may include programme conceptualisation, implementation, service delivery and monitoring;
- contribute to policy formulation and socially responsive development interventions through structured and unstructured interactions;
- institutionalise alternative delivery systems where considerable coverage has been achieved through such systems. Implementation and management usually involve a new organisation positioned outside typical government structures;
- and Government contributes by assisting in resource mobilisation and facilitating policies through participation on governing boards;

- improve access for the poor to goods and services and effect both incremental change in municipal policies and procedures and substantive change in rules, norms and values so that there is a fundamental change in favour of the poor.

Davids (2005c:12) state that participation in localised development decision making may result in better outcomes that address real needs, namely effective service provision and socio-economic development.

Development forums and municipal wards are the arenas within which development planning is to take place, and the result is to be integrated development planning, a living document that evolves annually to incorporate social learning, emerging priorities, and new resource opportunities (Davids 2005c:11). The community members, through their participation in programmes and projects, can direct and influence the direction of development to their own advantage and benefits.

### **3.4.3 Operationalisation of three-level partnerships**

The White Paper on Local Government demonstrates how partnerships between local government, civil society and private sector work. Partnerships with community-based organisations and non-governmental organisations can provide effective ways of gaining access to external expertise and experience (RSA, 1998b). CBOs and NGOs have wonderful connections with international organisations that give them critical resources like money and skills. They become relevant in partnerships with municipalities. In the specific case mentioned above, of a partnership involving three partners, the White Paper on Local Government gives an example of maintenance projects in which the municipality provides funding and project management capacity; the private sector contractor provides access to equipment and training and the community-based organisations provide functions such as the recruitment and management of local labour and community liaison (RSA, 1998b). In this way the community is directly involved. They get services delivered, they get training and the whole project is communicated to the beneficiaries. The White Paper on Local Government concludes that this

approach enables the transfer of skills, creates employment and provides an effective service without draining municipal capacity (RSA, 1998b).

#### **3.4.4 Monitoring and evaluation**

The community is better placed to monitor and evaluate the progress of partnerships. Partnerships monitor progress in meeting basic service needs and ensure that policy is implemented and transparency promoted (Khan & Cranko 2002:269). Participation of local government as represented by its officials, CBOs and NGOs, the private sector and the beneficiaries of the programme make it much easier to achieve effective monitoring and evaluation. According to Burkey (1993:128) and Theron (2008:71), monitoring, in contrast to evaluation, denotes activities such as maintaining continual feedback from programme participants and this entails carrying out surveying during the course of a programme. It should be accepted that the participants include the local government, CBOs, NGOs, the private sector and the beneficiaries. Burkey (1993:128) concludes by saying that the key to effective monitoring is participation.

### **3.5 CONCLUSION**

Background information concerning partnerships has been presented in this chapter. There are at least three social partners that can form partnerships. Whether there are more or fewer will depend on the situation. Partnerships include civil society organisations, business organisations and local government. The information provided has covered the role of social partners in a three-level partnership. The partnerships have been discussed with regard to their role in improving service provision, the operationalisation of partnerships, the role of the community and the influence they have on community projects.

In focusing on the social society partners, both weaknesses and strengths as revealed in connection with almost all the partners have been discussed. These aspects make it necessary

that they work together in partnerships if they are to make any meaningful contribution towards improvement in service delivery.

The discussion in the next chapter focuses on the case study. Background information about Imizamo Yethu is provided; a community profile, the state of service delivery, and key stakeholders active in Imizamo Yethu are presented. The chapter also looks at whether the stakeholders found in Imizamo Yethu are in any way collaborating in development initiatives or service provision.

## **CHAPTER 4: CASE STUDY: SERVICE DELIVERY IN THE IMIZAMO YETHU COMMUNITY IN HOUT BAY**

### **4.1 BACKGROUND INFORMATION**

This chapter gives background information on the Imizamo Yethu informal settlement where the researcher conducted his research. The name ‘Imizamo Yethu’ means ‘our efforts’. The chapter includes a brief history of the area and surrounding communities, as well as a description of the state of services. It also includes a description of stakeholders and their activities in the area and the organisations in that area.

In 1991, the Government (at the time of the Apartheid government) relocated large numbers of people from small informal settlements in and around the area of Hout Bay. There had been five different settlements. These small settlements were small fishing villages and villages near the white suburban areas and the waterfront (shops, restaurants etc.). They were relocated to an area at the edge of one of the mountains flanking the Hout Bay valley, about 10 km from the shore. Approximately 455 plots were allocated to the people, which means that approximately 3 000 people were moved. Building materials such as wood, etc, were supplied to them. This meant that they could build shacks with wood and other raw materials such as plastic sheets, etc, but not with bricks and cement. The government only built toilets which were communal and a few scattered water outlets. The township was called “township toilet” at that time.

The people sustained themselves by finding work at the harbour, in the fishing industry, in restaurants and as domestic workers. This was made possible by the fact that Hout Bay has always been a predominantly white suburban town with luxury housing and holiday homes, while the harbour has always been more of an entertainment venue for the affluent residents.

In 1993, some roads were built and electricity was installed, which to this day comprises the very basic infrastructure in the township. Time passed and very little maintenance was done to the roads and sewage systems.

Resident numbers increased in the township and in the latter part of 1994 residents who were given title deeds to their properties at the time of relocation were afforded the opportunity to build houses out of bricks and cement. This was possible only if they could afford to pay for building materials out of their own savings.

In 1995 funds were raised by churches and the surrounding communities. The funds raised were used to build the present community centre. Shipping containers were sponsored by Safmarine to create added “rooms” around the building for various needs such as a kitchen, office, and a bedroom for an elderly gentleman who was in a wheelchair. Four other rooms were utilised as an entrepreneur’s sewing business, a computer classroom, a craft room, and toilet facilities and for the Mandela Park Mosaics project.

The situation in Imizamo Yethu has been made worse by the fires and floods that occur regularly in different seasons of the year. People are displaced from one place to another. The displaced people mostly are taken care of by the community-based organisations and non-governmental organisations that are operating in the area. These CBOs and NGOs also struggle as they need assistance from the municipality. The kind of assistance that they need includes funding and land to build structures that they could use to assist the victims of either fires, the most severe of which occurred on 8 February 2004, or floods, but there is a serious shortage of land in Imizamo Yethu. This makes the living conditions unbearable as Imizamo Yethu, mainly being a shack community, suffers floods and fires more severely due to the quality of the houses (City of Cape Town, 2004).

## **4.2 IMIZAMO YETHU COMMUNITY PROFILE**

Hout Bay is a small bay with a medium length beach of pristine coastline, which is nestled in a valley flanked by two mountain ranges. The residential area is a seaside resort/town in the greater Cape Town area. The Imizamo Yethu community comprises about sixteen thousand residents of which the majority are young people.

There are some activities in Imizamo Yethu that are either economic or social in nature. On the economic front, people have come to the township for a better life. Many residents are from other provinces, mainly the Eastern Cape. It is accepted that the Eastern Cape is a rural province with limited economic opportunities and health and educational facilities. The rural areas also do not offer employment opportunities or recreational facilities. In addition to the people who come from within South Africa, there are also those who come from the neighbouring countries and from the rest of the continent. These foreigners leave their countries due to a number of reasons, the most common of which relate to political instability and economic challenges. These problems force them to flee their countries. All these people tend to find big cities like Cape Town better places to reside. Imizamo Yethu is one of the safer townships in Cape Town. It therefore has a distinct character.

Imizamo Yethu is strategically located in Hout Bay, a town which offers many opportunities, in that there is a growing tourism trade, a fishing industry, the water front with its growing number of restaurants, shops and the ever-increasing development occurring in the area. The building industry therefore provides employment, as does the harbour with its fishing boats and tourist boats.

A lot of men move from the rural areas in search of employment opportunities. Then the families follow and more and more people seek employment. Most of these, in fact 70 per cent, are unskilled and not sufficiently educated, so that unemployment is rising in the township. About 50 per cent of the population are unemployed, 40 per cent are employed and 10 per cent are involved in their own small businesses. The main business activities that the residents of Imizamo Yethu engage in are ‘Spaza’ shops, hair salons, and ‘shebeens’. This is a direct response to the high level of unemployment.

Imizamo Yethu belongs to Ward 74, which includes Imizamo Yethu, part of Clifton and Camp's Bay. The municipal ward falls under the Democratic Alliance councillor, Maga Heywood. Only two out of ten stakeholder organisations participate in the ward forum. The remaining eight organisations allege that the two organisations do not represent the interest of the community of Imizamo Yethu.

#### **4.3 STATE OF SERVICE DELIVERY AND PARTNERSHIPS IN IMIZAMO YETHU**

Service delivery in Imizamo Yethu is in a miserable state. As Imizamo Yethu is a shack community, a huge number of the residents living in shacks have inadequate housing. In addition to the lack of housing, water and sanitation, roads and infrastructure, the problem of solid waste removal compounds a situation characterised by the lack of or absence of services.

##### **4.3.1 Water, sanitation and fuel**

There is inadequate provision of water and sanitation. The bucket toilets and communal water taps are shared between 3 300 households. Access to water and sanitation therefore is a major challenge, with 400 families sharing ablution facilities and toilets and very few water taps to provide safe water to the people. In addition to there being too few toilet facilities to service the entire community, the public toilets are locked and often blocked up, so people use the forest as toilet and this is a health hazard; grey water running from the mountain side poses a huge health risk.

Some shacks have electricity and some have not. Those that have no electricity often tap electricity illegally and these connections put the lives of the very same residents at risk. For cooking, 800 households use paraffin stoves and 3 000 use electricity. Paraffin is bought from local shops and electricity is too expensive for people who work as domestic workers. Paraffin users often fall victim to fires (City of Cape Town, 2006a).

### **4.3.2 Transport, roads, storm water and infrastructure**

There is insufficient public lighting to provide a safe environment for the residents. As open drains on the roads are a common feature of Imizamo Yethu, it is difficult to walk and drive in and around Imizamo Yethu. Public transport is difficult to access because of the mountainous nature of Imizamo Yethu (City of Cape Town, 2006b) and the poor infrastructure makes it virtually impossible. People from the upper area of Imizamo Yethu therefore have to walk a considerable distance to catch public transport.

### **4.3.3 Housing**

There are 3 937 households in Imizamo Yethu. However, there are only 700 decent houses. Some of these houses have been built without title deeds. Some of the 700 houses were built by an Irish philanthropist who organised Irish volunteers to build five hundred houses. These are houses built with bricks and cement and range in size between two bedrooms and three bedrooms. The Masakhane Bantu People Housing Project (PHP), an initiative of the government and the residents, has built another 137 houses and 63 houses have been built by the people themselves. Three thousand one hundred households therefore are in shacks. Shack houses are built with old corrugated iron, timber and sheets of plastic. These shacks are very cold in winter and leak when it rains. In summer they are very hot. Some of the shacks have been built on landfills and are exposed to radiation (City of Cape Town, 2004).

### **4.3.4 Solid waste**

Waste management is in a state of crisis; heaps of waste was found dumped on the road. The 700 formal houses have wheeled bins, and the waste from these houses is collected once a week. The shack community is issued with green containers and two black plastic bags per house per week. A high volume of solid waste lies on the roads. This poses a serious danger to the health of the people. Dead trees also are not chopped down and pose a further serious danger to the residents (City of Cape Town, 2005).

#### **4.3.5 Health, education and recreational facilities**

The available educational facilities are insufficient. There is one senior secondary school meant to cater for two hundred and fifty learners, but it has more than six hundred learners. There are two primary schools. The overcrowding in these schools force children to go to schools that are far from their homes. The cost of transport becomes unmanageable for parents who are unemployed or working under conditions where they do not earn enough to pay for transport (City of Cape Town, 2004).

The health services that are provided are also insufficient. There is only one clinic and it is always overcrowded, therefore people are often turned away. Only three illnesses are attended to here, namely tuberculosis, human immune virus (HIV) infection and acquired immune deficiency syndrome (AIDS), in addition to child immunisation. As the majority of residents are unemployed and therefore do not have money for transport, people who need medical attention have to walk about ten kilometres to a nearby clinic in Hamburg, a Coloured community. Diseases pose a serious threat to the life of this community and HIV/AIDS is a problem in the township (City of Cape Town, 2004).

#### **4.4 KEY STAKEHOLDERS IN IMIZAMO YETHU**

In Imizamo Yethu, there are many role players who work hard to turn the situation around. They include the community organisations (churches, clubs and cooperatives) and political organisations. What is important about these formations is that they all want to bring about change in Imizamo Yethu. The active community-based organisations in Imizamo Yethu are discussed below. Their constitutions, visions, and agendas make it clear that these stakeholders mean to make sound contributions in Imizamo Yethu. They are involved in health-related matters like caring for HIV/AIDS victims and disaster victims – mainly those affected by fires and floods. They also help with related challenges like land claims processes. Another role which is particularly important in service delivery and development is the creation of job opportunities.

#### **4.4.1 Sinethemba Civic Association, Imizamo Yethu**

This civic association broke away from the South African National Civic Organisation (SANCO) when some SANCO members decided to form their own association because they felt that SANCO was accommodating everybody who arrived and settled in Imizamo Yethu.

What they stand for can be seen from the objectives of the association as taken from the SANCO constitution:

- To promote the interests and land claims of the original beneficiaries of Imizamo Yethu, who came from the squatter camps of Hout Bay during the Apartheid years
- To include in our struggle, the domestic workers of the time, those who lived in the SA Sea Products Compound, and those lodgers who have been with us for many years whom we regard as part of our group and our adult children
- To improve the living conditions of our community
- To build houses for our community
- To ensure that the promises of community facilities for sport, education and commerce made to our community and enshrined in government proclamation are honoured
- To take all necessary steps to carry out the wishes of our community
- To serve as a forum through which the members and local, provincial or national government authorities can communicate (Constitution SANCO).

#### **4.4.2 Iziko Lobomi Hout Bay Christian Community Association**

The Iziko Lobomi Hout Bay Christian Community Association is a non-governmental organisation that is doing amazing work in Imizamo Yethu. It was established in 1996 as a church-cum-Adult Skills Training Centre. The main foci are skills training, family crisis intervention, aids counselling and spiritual guidance. Up to eight infirm or terminally ill cases are accommodated at the centre and a daily soup kitchen feeds the elderly, disabled and homeless (Constitution: Iziko Lobomi Hout Bay Christian Community Association, 1996).

#### **4.4.3 Monwabisi Community Christian Women's Organization**

Monwabisi Community Christian Women's Organization is a non-governmental organisation which is based in Imizamo Yethu. It is an organisation run by women whose major aim is to provide care to the sick and the old. The profile of this organisation can be explained according to its primary and secondary objectives namely:

- To build a better and safer place for the old and sick people
- To teach the youth to take care of old people inside and outside their homes
- To provide old and sick with a better life and health services
- To upgrade the living standards of the old and sick
- To let old people feel happy, loved and cared for
- To build unity and bring back humanity amongst the community
- To create a good relationship between youth and parents (Constitution: Monwabisi Community Christian Organisation, 2004).

#### **4.4.4 Mandela Park Mosaics (MpM)**

Mandela Park Mosaics is community development project that teaches previously disadvantaged women the art of mosaic. MpM is a registered non-profit, community-based company. Mandela Park Mosaics is in the process of forming a trust. The business was originally formed in 1999 by Vanessa Ratcliffe and Mandy Fisher and was first established as an informal decorating service for friends and family. A few people, mostly women from Imizamo Yethu, are currently employed. They have been trained in ancient art of mosaic. Currently, the workers make use of a combination of traditional and modern Xhosa and contemporary Western design. These women are highly skilled mosaics artists. They are also trained in finance management, marketing and in other business management aspects like sales and product distribution. (Mandela Park Mosaics, 2000).

#### **4.4.5 Imizamo Yethu-Hout Bay Development Forum**

This organisation is made up of different groups that are interested in the development of Imizamo Yethu, and include political, cultural, civic, women's, youth, religious, professional, business, sport and disabled formations. While this organisation was launched and initiated in Imizamo Yethu due to the critical and immediate need for interventions to relieve the pressure for housing, the organisation has grown to the point that its members are vocal in all issues that are related to service delivery in Imizamo Yethu (Imizamo Yethu-Hout Bay Development Forum, 2008).

All of the organisations that form the Imizamo Yethu-Hout Bay Development Forum are based in and around Hout Bay. The founding organisations included SANCO, the Mandela Park Economic Forum, the Youth Development Forum, Residents of the Council Camp, the Masakhane PHP, the Makukhanye PHP, the Imizamo Yethu Church Forum, the Ministers Fraternal, the Sinethemba Civic Association, the Imizamo Yethu Fisherman's Association, the Imizamo Yethu Taxi Association, the Wynberg Taxi Association, Monwabisi Home-based Care, Nomalanga, the Imizamo Yethu Women's League, the ANC Youth League, Imizamo Yethu Youth, the Hout Bay Football Association, the Good Hope Football Association (Imizamo Yethu-Hout Bay Development Forum, 2008). The Imizamo Yethu-Hout Bay Development Forum has guiding principles which also explain the agenda and the intentions of this organisation as follows:

- Governance: The Forum shall at all times be governed by the principles of democracy, inclusively, transparency and accountability and shall promote integrated and sustainable development, gender equality, non racialism and pan Africanism.
- Democratic participation: There shall at all times be community participation through all organisations within the community which subscribe to the principles and objectives of the forum.
- Access to information: The community through their representatives shall at all times have access to information pertaining to the business and programmes of the Forum through the structures of the Forum.

In addition to the preamble and guiding principles, the Imizamo Yethu-Hout Bay Development Forum has spelt out its aims and objectives as follows:

- To identify, advocate and address the reconstruction and development needs in general of the Imizamo Yethu and broader Hout Bay community and to cooperate with other communities in pursuit of their development objectives in so far as they do not conflict with those of this Forum.
- To ensure effective community participation in the formulation of reconstruction and development programmes and to ensure that all parties participate in the process through the structures of the Forum.
- To lobby, advocate, co-operate, affiliate/associate with other organizations including Civic, Women, Labour, Business, Youth, Religious, Disabled, Local Government and other spheres of Government, and any other bodies pursuing similar aims and objectives as the Forum.
- To ensure the mobilisation of Financial, Human and other material and non material resources for the reconstruction and development programmes and activities for the well-being of the community.
- To intervene in the critical lack of housing and accommodation in the community, and to strive to secure redress to the shortage of suitable land and space to cater for the needs in all respects of the community for the purpose of religious, cultural, sport, recreation and all that is considered to be necessary for the well-being of a vibrant, secure and healthy community.
- To seek redress for the pain and suffering inflicted on the previously oppressed communities through disposessions and forced removals during the apartheid era by means of the land Restitution and Land Reform Programs (Imizamo Yethu-Hout Bay Development Forum, 2008).

#### **4.4.6 Hout Bay Palliative Care Mission**

The Hout Bay Palliative Mission is one of many organisations that have come to exist as an attempt to address challenges related to socio-economic issues. The specific issues that the mission aims to deal with are presented in the following:

- To provide care and assistance to all and any impoverished member of the communities in the jurisdiction of ward 74 (Hout Bay, Camps Bay and Llandudno) who are unable to help themselves and do not receive assistance similar to what is offered by the Care.
- To bring comfort to those who find themselves marginalized, social[ly] excluded and or without support or social care.
- To generate broader public goodwill, material needs and resources in order to ensure that the project is sustainable in its efforts to provide direct care services to those in need who meet the criteria to warrant such services.
- To collaborate with the state and other institutions and bodies that seek to alleviate suffering and also those that strive to eliminate the causes that give rise to extreme poverty, disease, helplessness, ignorance and want.

The Hout Bay Palliative Care Mission has the following as aims and objectives:

- To provide quality, prompt, effective and compassionate responses to people in need of care and assistance within the scope of our service.
- To ensure that no person/s requiring the services of the Care Mission is prejudiced or discriminated against for reasons of religious, political, social or any other form of social affiliation and in practice to be fully in compliance with the provisions of the constitution and laws of the Republic of South Africa.
- To mobilise as many volunteers and associates within our designated area in order to extend our services as widely as possible to accommodate and reach out to as many people in need as defined within the scope of our offerings.
- To initiate projects and activities such as soup kitchens, social care networks and mutual support, self help, education and training, beneficial cooperative activities, nutrition, etc. and any other that enhance the work and functions of the Care Mission to the benefit of those who require its services.
- To canvass material support and raise funds through donations, activities and any other legal means in order to sustain the organization and for the benefit of the targeted beneficiaries.
- To establish a network of supportive individuals, organizations, businesses, charities and other benefactors in order to provide regular and sustained material and other forms of inputs in the line of bringing relief and hope to those who are in need.
- To cooperate with state, private sector, not for profit organizations and any other institutions that have an interest in poverty alleviation, social upliftment and the eradication of suffering in impoverished communities in our designated areas and anywhere else in SA (Constitution Hout Bay Palliative Care Mission, 2004).

#### **4.4.7 Hout Bay Business Opportunities Forum (HBBOF)**

The Hout Bay Business Opportunities Forum (HBBOF) was established in 2004 at the initiative of local business leaders and members of the business community in Hout Bay and the Western Cape. The formation of HBBOF is dedicated to identifying, creating and encouraging business opportunities in the area. It was the culmination of months of discussion on how previously disadvantaged small and medium entrepreneurs could be assisted to operate sustainable business enterprises.

HBBOF represents the interests of the black (African, Coloured and Indian) business community of Hout Bay which specialises in fishing, tourism, transport, property, construction, hospitality and other related professional services.

The mission statement of HBBOF makes it clear that they are committed, among other things, to contribute effectively to the economic and social development of Hout Bay in its area of interest by:

- Co-ordinating business relationships among its members
- Identifying business opportunities
- Facilitating the development of local capital
- Promoting the development of technology and transfer of skills in the region.
- Striving to effect changes beneficial to the black business people and for the development of the previously disadvantaged communities in Hout Bay
- Assisting disadvantaged entrepreneurs with professional skills necessary to establish their own business through training programs
- Seeking business contacts and investment opportunities from business and establishing working relationships with prospective business associates

- [Establishing] an efficient infrastructure that can serve the membership daily; bargain on behalf of its members; source opportunities for its members; gain access to information beneficial to members and create opportunities for joint ventures
- [Establishing] a new business culture; developing firm business networks;
- [Supporting] members and transferring skills
- [Acquiring] and utilizing ... international business contacts; and creating jobs and wealth by assisting members

Network partners of HBBOF are the City of Cape Town, the Western Cape Provincial Government and National Government, CHAMSA-Western Cape, the Western Cape Business Opportunities Forum (WECBOF), Hout Bay Tourism, the South African Tourism Service Association (SATSA) and the Black Management Forum (BMF) (Constitution: HBBOP, 2004).

#### **4.4.8 Imizamo Yethu-Hout Bay Civic Association**

The Imizamo Yethu Hout Bay Civic Association is an association that represents the residents of Imizamo Yethu-Hout Bay as represented through organisations that include (not exclusively) political, cultural, civic, women's, youth, religious, professional, business, sport and disabled formations.

This organisation was launched and initiated in Imizamo Yethu due to the critical and immediate need for interventions to relieve the pressure for housing, but “there has been a commitment demonstrated to unite ward 74 and to enjoy fraternal relations with all other organs of civil society” (Imizamo Yethu-Hout Bay Civic Association, 2005).

The founding principles of the Imizamo Yethu-Hout Bay Civic Association are also in line with issues of development and service delivery. The civic association constitution states that the principles that will govern the operation, activities and behaviour of the Hout Bay Civic Association at all times will be those of:

- Absolute transparency at all times
- Absolute integrity at all times
- A non-partisan approach to all interest groups within the community, ensuring that the interests of the Hout Bay community, as a whole, are protected at all times
- A commitment to delivery through perseverance that will ensure continuous benefit, upliftment and improvement to the lives of the members
- A commitment to consultation and flow of information to our constituency at all times
- Ensuring that we create leaders and leadership within all levels of our community
- A commitment to non-sectarianism and non-racial affiliation
- A commitment to community accountability at all times (Imizamo Yethu-Hout Bay Civic Association 2005).

In addition to the founding principles, the civic association states its aims and objectives to be the following:

- To uphold the Constitution of South Africa at all times
- To promote and safeguard the interests of the residents of Hout Bay, in a true spirit
- To preserve the environment, the beauty and the character of Hout Bay
- To co-operate with and serve as a means of communication to all levels of government
- To give effect to these objectives in implementing the wishes of its members
- The Association is strictly non-political and its elected or co-opted management and/or officers are pledged to adhere strictly to this credo at all times (Constitution: Imizamo Yethu-Hout Bay Civic Association, 2005).

#### **4.4.9 The Niall J. Mellon Imizamo Yethu Township Initiative**

The Niall Mellon Imizamo Yethu Township Initiative is an initiative instituted by the Irish businessman Niall Mellon. He launched The Niall Mellon Township Initiative in 2003 and looked for 150 volunteer builders to make the 12,000-mile round trip to Cape Town and build 25 brick houses for 25 families they did not know. The South African Volunteer Building Programme is an initiative that builds houses for those who do not have houses. The payment for these houses is so little that the poor people of Imizamo Yethu are able to get houses under this initiative. Those who are unemployed are advised to come and work in the project, whereby they will not have to pay (City of Cape Town, 2006b).

#### **4.4.10 City of Cape Town**

The City of Cape Town is under the political control of the Democratic Alliance Party. The City is a large urban area with a high population density, intense movement of people, goods and services, extensive development and multiple business districts and industrial areas. It represents centres of economic activity with complex and diverse economies, a single area for which integrated development planning and strong interdependent social and economic linkages between its constituent units is desirable. The City of Cape Town includes the Cape Metropolitan Council, Blaauwberg, the Cape Town CBD, Helderberg, Oostenberg, South Peninsula and Tygerberg (Provincial Government Western Cape, 2007).

### **4.5 PARTNERSHIPS IN IMIZAMO YETHU**

During the period in which the members of the council and officials met to find solutions to the challenges facing Imizamo Yethu, there was no mention of the collaboration between the City of Cape Town, the community, the private sector and civil society as a strategy to address to challenges of Imizamo Yethu. While the community-based organisations and non-governmental organisations that have been established in Imizamo Yethu are all responding to the lack of service provision in Imizamo Yethu, there is no bi-lateral engagement between the City of Cape

Town and these organisations that offers hope to lead to service delivery. What the researcher has found is tension among the very same community-based organisations.

The South African National Civic Organisation does not enjoy the support of all the members. They allege that the current leadership's time has expired and a congress needs to be called so that new leaders can be elected. Sinethemba Civic Organisation as a break-away group from SANCO does not engage with SANCO. There are accusations that one group is aligned to another political party, whether the African National Congress or the Democratic Alliance.

The Hout Bay Business Opportunities Forum, which should be working very closely with the City of Cape Town local economic development officials, is following its own programmes. The allegations levelled against the City of Cape Town include that the HBBOF does not get any support from the CCT.

As for the Mandela Park Mosaics (MpM) initiative, while few community members have been employed by MpM, the City of Cape Town's Local economic development (LED) plan is not in partnership with MpM. This puts the MpM initiative at risk of not being sustainable.

The City of Cape has to be blamed for not rallying in support of these organisations. They show some ability to grow and make a contribution in the development of Imizamo Yethu. That can only become possible if there would be partnerships by which the City of Cape Town would provide resources like funding and space to operate.

#### **4.6 CONCLUSION**

This chapter has given background information about Imizamo Yethu. The discussion has focused on the history of service delivery in Hout Bay and in Imizamo Yethu, where service provision has been very poor and where conditions have been aggravated by the unfortunate occurrence of fires and the lack of basic and natural resources in the form of land.

The existing organisations in the community are described and their objectives given, often by quoting from their constitutions. The chapter has also presented a profile of the residents and a description of their main problems. Community participation is virtually non-existent – the

people have no part in decision making. What is happening in Imizamo Yethu cannot be explained by the people. Lack of collaboration between the City of Cape Town, the private sector and civil society organisations has contributed to the poor state of services in Imizamo Yethu. It can be said, though, that collaboration between the three social role players could produce better results in terms of service delivery and the quality thereof.

The next chapter analyses the data that were collected to determine the nature of partnerships and community participation in Imizamo Yethu and research findings are presented.

# **CHAPTER 5: DATA ANALYSIS OF THE LEVELS OF SERVICE DELIVERY, WILLINGNESS TO FORM PARTNERSHIPS AND THE ROLES OF ROLE PLAYERS AND COMMUNITY PARTICIPATION**

## **5.1 INTRODUCTION**

This chapter presents an analysis of the data gathered by the researcher to ascertain the nature and the level of service delivery and partnerships between the City of Cape Town, community-based organisations, non-governmental organisations and the private sector, and the level of community participation in Imizamo Yethu. A description of the method used to select respondents is given. This is followed by the analysis of the data and the presentation of research findings, and a brief summary of this chapter.

## **5.2 SAMPLING**

The research used a thematic approach to analyse the three sets of interviews, by identifying the majority of answers to each question to derive recurring dominant themes (Babbie & Mouton, 2001:450). Based on the research design, which comprised a case study, provision was made for an extensive literature review and a series of interviews with local government officials at the levels of senior and middle management in selected directorates and departments of the City of Cape Town; the representatives of civil society organisations that are operating in Imizamo Yethu; business representatives; and members of the community. The themes that emerged are the following: service delivery levels, meaning the quality of the services; the stakeholders in Imizamo Yethu and the partnerships between local government, civil society and the private sector; and community participation.

The purpose of the interviews was to supplement the literature review and establish an alignment between the interviews and the literature reviewed. This was done to make the research more reliable and authentic. The interviews were conducted in order to acquire the necessary qualitative data, which focused on service delivery, models of service delivery, particularly in

partnerships, and also the stakeholders found in Imizamo Yethu and outside Imizamo Yethu. The reason for conducting interviews was also to find out whether there were any partnerships and community participation in service delivery strategy in Imizamo Yethu.

The interviews were conducted on a one-on-one basis. Interviewees were selected in terms of the positions that they hold in local government, civil society organisations and business organisations. Local government officials who were interviewed came from different departments and directorates, in terms of local government, and interviewees were selected as follows:

- Directorate: Solid waste management – represented by one manager
- Directorate Housing: informal settlement, existing settlements, new settlements, housing land and forward planning – represented by three managers
- Directorate Transport and roads and storm water – represented by senior manager
- Directorate Utility Services, Department of water and sanitation and Department of electricity services – represented by two senior managers

In terms of civil society organisations, the non-governmental organisations and community-based organisations, interviewees were selected from the organisations operating in Imizamo Yethu. They included two chairpersons, two vice-chairpersons and four secretaries of eight organisations of that are found in Imizamo Yethu. These are members of the executive committees of these organisations. They were selected in agreement with the executive committees. Their selection was made after the researcher requested to interview them. They were selected because they were considered to have knowledge of their respective organisations and the community of Imizamo Yethu.

In terms of business establishments, six managers and six representatives of the main business associations in that region were interviewed. They were selected on the basis of the knowledge they posses about the community and the knowledge of their respective organisations. These organisations include the Hout Bay Business Opportunities Forum (HBBOF) which was established in 2004 as the initiative of local business leaders and members of the business

community in Hout Bay and the Western Cape. The formation gained from the HBBOF is discussed in chapter 4. It assisted the researcher to identify the business individuals.

In addition to the interviews that were conducted with individuals from local government, business and civil society organisations, the researcher deemed it necessary to have informal discussions with members of the community. The researcher was introduced to the community development worker (CDW) who told him about the days, times and places where the community members assemble. It was discovered that every Mondays the community members hold their meetings in a hall called Iziko Lobomi Community Hall from 10am to 1 pm. These meetings are known as Monday Club meetings. They are in a form of a church service. This initiative was started by women from different backgrounds as prayer sessions. The sessions are attended well by a diverse group of people throughout the community. Some attend with the hope of getting food. Izoko Lobomi has a soup kitchen which helps community members. These sessions have turned out to be information sharing opportunities where people of Imizamo Yethu meet and talk about issues that affect their lives, including the lack of service delivery, available projects, and job opportunities. On 10 November 2008 the researcher attended a Monday Club meeting. He requested to have interviews with community members. After their normal programme, 20 community members stayed behind in the hall for different reasons. The researcher used that opportunity to interview them about issues of service delivery and partnerships when services are provided. The community members raised their concerns around the issues of service delivery, in general and housing in particular.

The researcher also interviewed those residents who do not have homes since the 2004 fires, that destroyed 500 shacks were destroyed. On 4 November another collective interview with 20 residents of Imizamo Yethu who are home-based care workers was held. They meet every day at Green Hall in Imizamo Yethu.

In total the researcher conducted interviews with 48 community members. These interviews were conducted collectively in focus groups. This was separate from the informal discussions that the researcher had with individual community members. Questions to them concerned the

composition of the community, stakeholders and their roles, service delivery levels, partnerships, alternative models of service delivery and community participation.

The literature study and case study were useful in terms of the formulation of the questions. After reading the literature, the researcher was able to frame questions that assisted in terms of obtaining the data that was needed.

The researcher then used the data that were collected from the case study and evaluated it in line with the data that had been drawn from the literature review to arrive at the conclusion of the study and make recommendations which need to be considered in order to improve service delivery in Imizamo Yethu.

### **5.3 ANALYSIS OF INFORMATION GENERATED FROM INTERVIEWS WITH SELECTED LOCAL GOVERNMENT OFFICIALS, LEADERS OF CIVIL SOCIETY, THE PRIVATE SECTOR AND MEMBERS OF THE COMMUNITY**

The aim of the analysis was to determine emerging patterns or trends on the basis of interviewees' responses to a series of questions centred on key issues, namely service provision, partnerships and the role of the role players in partnerships. The key issue in the interviews was to establish whether the partnerships between the local government, civil society and the private sector could improve service delivery in Imizamo Yethu.

In this chapter, empirical findings will be dealt with to be integrated with the literature study and the researcher's observations as covered in Chapters 2, 3 and 4, where the focus has been on the three main role players in the formation of partnerships, namely local government, the private sector, and civil society as they are found in Imizamo Yethu. These three role players are present in Imizamo Yethu, as explained in Chapter 4.

In this chapter, the role player, the character of the role player and the responsibilities of each role player will be discussed. The advantages and disadvantages of all role players are also looked into and, finally, the risks that some role players experience as individual role players as

they exist in Imizamo Yethu and elsewhere are presented.

Interviews were held with different people in the City of Cape Town, the local government, business formations and the residents of the community of Imizamo Yethu. The information that was gleaned is presented below, with elaboration from information obtained from secondary material. The views on service delivery as expressed by the residents; views of representatives of community-based organisations and non-governmental organisations; local government officials' views of the state of Imizamo Yethu in so far as service delivery was concerned; views on issues that delayed service delivery; and the methods or models that they thought could assist to improve service delivery in Imizamo Yethu are presented.

### **5.3.1 Service delivery**

#### *Responses from local government officials*

Service delivery and the improvement thereof is a complex issue. Local government officials and the residents who are supposed to be recipients of services have different experiences. Local government officials were asked about the challenges that face local government that make it difficult for them to provide services in Imizamo Yethu. They were asked the following questions: What are the other models? Do you think they can improve service provision? The government officials admitted that government alone could not provide services in Imizamo Yethu in accordance with required and acceptable quality standards. They themselves agreed that partnering with other organisations and business was the way to go.

One of the questions put to the local government officials was: What are the levels of service delivery in Imizamo Yethu? They all admitted that Imizamo Yethu provided a huge challenge in so far as service provision was concerned. The local government officials, who were senior managers and middle managers, accepted the challenge of space in Imizamo Yethu and the challenge that services, particularly roads, infrastructure, water and sanitation, should be delivered. They accepted that even where services were provided, they were not provided at the required pace, largely due to a lack of resources, like budget and human resources. A point that was also made by the local government officials was that it is not only local government, according to them, that should provide services. The developmental local government approach,

which emphasises the contribution of various stakeholders to development and service delivery, becomes critically important in Imizamo Yethu. The pace of service delivery could be increased if other stakeholders could be involved.

It was necessary, too, that the community be asked similar questions. The intention was to avoid making the assumption that the community members see issues in the same way as the local government officials or civil society leaders do. Community members have first-hand experience of service challenges. They were able to relate directly to this particular issue. They gave the researcher examples on which the researcher went to check up. These included solid waste lying in the road, uncollected, grey water and unsafe electrical connections. There were also potholes in the road. Community members had ideas on how the problems of waste could be solved, for example. They had the idea of forming a small company which would undertake the cleaning of streets. This is an example of input that the community members make when they participate in the development and service delivery agendas.

#### ***Responses to service delivery questions from private organisations***

The housing shortage is a serious problem in Imizamo Yethu for a number of reasons that include the fact that land first has to be available for houses to be built. However, the initiative by Niall Mellon was welcome and a partnership could be seen to start to emerge between the local government and private organisations or individuals. A number of houses have been built in Imizamo Yethu by the organisation called Niall Mellon Township Initiative. The people were participating in this initiative; they saw themselves participating in their own development. They saw themselves building their own houses. It is this kind of municipal-community partnership example that must be encouraged.

#### ***Responses to service delivery questions from civil society organisations***

Civil society organisations were asked the same questions as the local government officials. They sang the same tune as community members. This was an indication that they lived with the community members and that they knew what was happening in Imizamo Yethu. All the representatives wanted to take the researcher around Imizamo Yethu to experience the situation at first hand. Community-based and non-governmental organisations that have been established

in Imizamo Yethu at different times have been established as a direct response to service delivery challenges, poverty and unemployment. What stood out clearly in the interviews with the leaders of these formations is that services were almost in a state of non-existence, an assertion that was not accepted by local government officials. The civil society responded with authority, because they lived the community and they knew what was happening in the community. This is what the local government should begin to appreciate about community organisations.

### ***Responses to service delivery questions from members of the community***

During the informal discussions with the community, the people who visit and those who stay in Imizamo Yethu, the researcher found out that people were not happy at all with the state of service delivery. All of them were asked the question: How do you rate the standard of service delivery in Imizamo Yethu? The question was informed by information that the researcher had gleaned from newspapers, reports and statements by both political leaders and local government officials involved in Imizamo Yethu. The residents of Imizamo Yethu were of the view that the services were not rendered properly. They complained about the time they have spent on the waiting list for services like housing. One resident felt that they had been forgotten by the powers that be. They also complained that people who had just come from nowhere received plots and houses. According to them, there is an element of corruption. There seemed to be no clear voice from the local government in terms of what was supposed to happen with regard to services. The residents believed that they should be consulted or even participate in the development of their own area. The second question was about their ability to buy and maintain services if they could be delivered: Will you be able to pay for services if the local government could make them available? The residents knew that electricity is sold and that rates must be paid, and they were ready for such engagement. The fact that some of them were not working and some of them were working for little money did not affect the fact that they would have to pay. The third question was: Do you know who represents you as a community on local government? They seemed unsure about the issue of representation; they mentioned the names of community leaders who were neither in parliament nor on the municipal council. The issue of partnerships seemed to make sense as it was discussed in the focused groups. The residents

trusted non-governmental organisations and those that identified with them. The community members would want to believe that if they were involved in the planning of whatever initiative was taken by the City of Cape, the local government to which they belong, they would be able make a significant contribution.

### **5.3.2 Role of role players in Imizamo Yethu**

#### ***Responses of local government officials on the roles of role players in Imizamo Yethu***

Local government officials did not indicate a high opinion of partnerships with civil society. They seemed to be more aware of and to have more experience of public-private partnerships. They did not seem to appreciate the fact that non-governmental organisations could play a crucial role in service delivery. The idea that municipal-community partnerships were of some importance of was not very popular in Imizamo Yethu. This would make it difficult even for the municipality to tap from the knowledge that the community has. The community-based and non-governmental organisations of Imizamo Yethu are peopled by members of the Imizamo Yethu community.

#### ***Business persons on the role of role players in Imizamo Yethu***

The business people who were interviewed did accept that there were other role players, like local government and civil society organisations. A specific question was asked, namely: What are other bodies or formations that are operating in Imizamo Yethu who are also interested in service provision? They mentioned the government at the national level, provincial level and the municipality.

#### ***Responses from civil society organisations to questions on the role of role players in Imizamo Yethu***

The questions that were put to the civil society organisations were based on the activities of all the role players in Imizamo Yethu. The researcher wanted to establish whether there was any congruency and alignment in terms of the activities of role players and asked: Are there any other social partners who work with you in Imizamo Yethu? The response to this question was that they did meet and discuss issues informally, but there were no working relations. They knew

that local government is responsible for the provision of services.

***Responses from members of the community to questions on the roles of role players in Imizamo Yethu***

Three role players have been found to be active and involved within the community in Imizamo Yethu. These were Non-Governmental Organisations, local government and business. All three role players have played a large role in service provision. The challenge was that there was no proper collaboration in terms of the programmes that they advanced. One role player played its part without engaging others. This made it difficult for the three of them to make a strong impact on the challenges of poor service delivery.

In addition to the identification of the three role players, all the role players have been identified in terms of their capabilities, risks and advantages. It is clear that each of these role players has particular strengths and weaknesses. These strengths and weaknesses are very important for they show at what point partnerships should start. It is also obvious that none of them can work alone, specifically with regard to service delivery. This finding then has led to the suggestion of establishing partnerships in Imizamo Yethu. There are examples of civil society involvement in service delivery in Imizamo Yethu. The local government has recently shown interest in what the communities were doing. This, however, was not enough; a leader of one NGO argued that the government did not come as a partner. She alleged that the government officials imposed issues on them. According to Fowler (2000) in Development Update (2001a/b:79), the nature of the relationship between the state and the NGOs will influence the manner in which support is provided.

Non-governmental and community-based organisations of Imizamo Yethu are there for specific reasons. The first question that was asked to all of these organisations was the following: What are you doing here in Imizamo Yethu regarding public services? The organisations explained their programmes in terms of the services that they render to the community or in terms of their objectives and goals.

### **5.3.3 Willingness to form partnerships**

#### ***Responses of local government officials on partnerships in Imizamo Yethu***

The different local government officials who were interviewed did not understand the issue of partnerships in a similar way. Some said that partnerships are there already, citing that the fact that there were organisations that were doing some work already as an indication of partnerships. They, however, accepted that the local government could not provide services alone. The challenge was that they referred to outsourcing and privatisation as partnerships. An official from the electricity coordination directorate in the City of Cape Town explained: “We are working in partnerships with the private sector. Electrification is done mainly by private companies who won tenders for two years from the City of Cape Town”. He then said that it is because they admit that they do not have capacity, hence the job is done by private companies.

#### ***Business persons on partnerships in Imizamo Yethu***

Business organisations were willing to partner with the local government and civil society. The private sector responded to the specific questions that were asked. What must be stated clearly is that small business has already taken a stand in Imizamo Yethu in terms of solving the problems. The Hout Bay-Imizamo Yethu Business Opportunities Forum is an example of a response to the need of the people of Imizamo Yethu to come together and fight the underdevelopment that is characterised by the unemployment rate, poverty and lack of services. They are willing to participate in partnerships. They denied that there were partnerships in Imizamo Yethu and they felt that the situation of Imizamo Yethu called for the collaboration of different role players who have different technical skills.

#### ***Responses of civil society organisations on partnerships in Imizamo Yethu***

All the civil society organisations were interested in partnerships and they gave clear examples of how the partnerships should be organised and what difference they thought partnerships would make. “We need to be involved in policy making programmes of government” said the representative of one of non-governmental organisations. A representative of one organisation spelt out they were building houses for the poor people who did not have houses. The second organisation was employing a substantial number of residents from Imizamo Yethu and gave

them training in life skills so that the residents could go out and look for jobs. The third organisation gave objectives and goals in terms of the direction they wanted to follow. They assisted patients who had been discharged from hospital and other ill people. They provided them with food and medication. The fourth organisation assisted by housing the victims of fire and floods. That Imizamo Yethu is susceptible to fire and floods is due to the nature of the material their houses have been built with, which is plastic and paper. When a fire breaks out, many people are left homeless. This is organisation that housed such victims.

The second question that was asked was: What is the relationship of the organisation with local government and/or business?

#### ***Responses of members of the community on partnerships in Imizamo Yethu***

Different role players who have different skills need to merge their skills and produce a formidable solution to deal with particular service delivery challenges. The community members in Imizamo Yethu were asked: If local government, business and the civil society organisations could work together, do you think the pace and quality at which you receive services will improve? The community members were of the view that, because they worked for the business and because the civil society organisations were already rendering services which otherwise were supposed to be rendered by local government, a combination of efforts would benefit them. The challenges in Imizamo Yethu could be tackled easily if the City of Cape Town community-based organisations, non-governmental organisations and business could draw up a plan that allowed the participation of the community. Such a plan needs to be informed by what these three role players had on their different agendas. This would not necessarily be a new development. Much was already happening on the ground. What needed to happen was the integration of efforts. A specific question was posed to the community members, namely: Why do think that partnerships will be the solution in Imizamo Yethu in terms of service provision? The response given was practical, namely that collaboration between local government and civil society would make it easier for both establishments. In Imizamo Yethu, community-based organisations like the Christian Organization and Monwabisi were already doing work that was expected to be done by local government. They catered for fire victims in their centres and they fed victims of floods.

Local government officials believed that effective use of partnerships between business, big and

small, local government and non-governmental organisations needed to be considered if sustainable service provision and development were to become a reality.

#### **5.4 KEY RESEARCH FINDINGS AND DISCUSSION**

Both the literature summarised in this report and the interviews conducted for various stakeholders have shown that the three social role players that were identified in this research study needed to work together in order to improve services delivery in Imizamo Yethu. The roles that they play in service delivery are enormous. The researcher found that there is no coordination in terms of the resources that are there to effect service delivery in Imizamo Yethu. Different formations like business organisations, local government structures, and civil society organisations were operating, but they did not talk to each other in terms of collaboration. One role player played its part without engaging others. Smith (2007:2) argues that some leaders in local government, business and civil society still lack a basic understanding of the role or potential of other sectors. This makes it difficult for the three role players in Imizamo Yethu to make a strong impact on the challenges of poor service delivery. The first issue to address is that the possibility of collaboration has not been received very well in Imizamo Yethu, if such a possibility has come to their notice in the first place. It is difficult to comprehend why it has not received attention while there are strong and visible NGOs, and local government officials working there. Statements have been issued by the City of Cape Town about the quagmire of Imizamo Yethu and private sector organisations have also shown interest in so far as the challenges are concerned. Three themes have emerged during this research journey and the following specific findings have also been made.

Firstly, service provision in Imizamo Yethu is in an appalling state. Efforts that have been made towards solving the problem do not seem to have been received very well by the residents. There seems to be no knowledge in terms of local government plans. The problem that is likely to occur in such a situation is that, even if the services were to be provided by the local government or any organisation or agency, private or public, the services would not be sustainable. The absence of the views of the community members in the planning of service delivery is a worse omission. When services are provided, it will not mark the end of the game. What will also need

to happen is the maintenance of facilities, like toilets and recreational facilities.

In the case of Imizamo Yethu, there are places for terminally ill persons who need to be looked after by trained personnel. It is important to note that this needs a degree of training. The people who look after sick people and the people who must maintain facilities all need some degree of training. The sustainable manner by which the services can be provided must involve civil society organisations that are close to the beneficiaries that are targeted. The heart of the issue is public participation. Development and service provisions need the direct involvement of the residents who are going to be users of the services that are offered. The sustainability of development and the provision of services need recipients to be part of planning, implementation and even monitoring and evaluation.

Secondly, there is the question of role players. Three role players have been found to be active and involved within the community in Imizamo Yethu. These are non-governmental organisations, local government and business. All three role players are playing important roles in service provision. The issue of concern that has been established is that even the non-governmental organisations that aim to mitigate stresses caused by lack of services, do not engage each other. Imizamo Yethu has to accept that all these formations that are ready to contribute towards the development of the community and service delivery have already been established. Transparency, accountability and communication are very important issues in the service delivery plan; the challenges of service delivery include the fact that communities are not involved in planning undertaken by the local government. A plan that has been discussed jointly by all stakeholders goes a long way towards addressing issues of ownership. The residents will only own and be proud of the services if they are involved in all the processes aimed at bringing the services to them. The community-based organisations and non-governmental organisations are much closer to the people than any of the other sectors such as local government and business. Advocacy work and making announcements about the projects that the local government is about to launch in the community can with ease be done by this sector.

Thirdly, the issue of partnerships clearly represents a missed opportunity. According to Smith (2007:2), in a climate of fragmentation, many anti-poverty interventions fail to bring about change. This unfortunate issue has successfully frustrated the efforts of service provision in

Imizamo Yethu. All the civil society organisations have shown interest in establishing partnerships with local government and private sectors. The local government, too, has indicated interest in establishing partnerships. The organisation that seems to be starting serious engagement in Imizamo Yethu is the Imizamo Yethu Economic Forum. It can be a starting point towards the formation of partnerships in Imizamo Yethu.

## 5.5 CONCLUSIONS

In this chapter, the focus has been on confirmation of the serious lack of service delivery in the Imizamo Yethu community by the interviewees. Access to water and sanitation, roads, education facilities and health care facilities plays a vital role in reaching developmental goals. These services are either unavailable or inadequate in Imizamo Yethu. Without these services, Imizamo Yethu witnesses a serious lack of infrastructure, absence of toilets, and little running water and sanitation.

However, while the situation seems bleak, there are many unconnected efforts by individual groups that aim to address these challenges. There are many groupings which have unique resources that, if mobilised, could possibly achieve a solution.

The three identified role players, namely local government, the private sector and civil society are important in this. It has become clear that genuine partnerships can be established if issues of respect, trust and mutual satisfaction are given enough attention. Diverse skills, knowledge and information are needed in establishing partnerships; unique knowledge or expertise should not make one partner undermine others, however.

Specific challenges of Imizamo Yethu in so far as service provision is concerned include that the government should address the question of land, the scarcity of which makes it difficult for development and service provision to take place. It then behoves local government to institute policy and some legal propositions that would enable the people of Imizamo Yethu to see themselves as having land. Business organisations or individuals who own land can also be approached. This can be the beginning of discussions around partnership.

In addition to the identification of the three role players, there has been a discussion of their strengths and weaknesses. These strengths and weaknesses are very important for they show at what point partnerships should start. It is also obvious that none of the role players can make it alone, specifically with regard to service delivery. This finding then leads to the suggestion of establishing partnerships in Imizamo Yethu.

## **CHAPTER 6: CONCLUSION AND RECOMMENDATIONS**

### **6.1 INTRODUCTION**

Partnerships as one of the models of service provision have gained trust in many quarters and partnership is now considered to be a viable solution to a number of challenges that confront government.

Partnerships between local government, civil society and the private sector are crucial if the lack of service delivery and development is to be addressed. The members of a community furthermore need to be at the centre of development planning and service provision strategies. The engagement among stakeholders is also critical, for that promotes social learning.

Smith (2007:4) is of the view that if we can engage a representative cross-section of the role players that experience and affect a social problem, we will begin to perceive the problem anew through each other's eyes and forge both trust and common purpose despite our many points of divergence. When this happens, the complex world of poverty and injustice might be shifted enough to produce some miracles in the lives of poor and marginalised South Africans.

During the study it was discovered that there have been changes in terms of service provision. The fact is that many models of service provision have been identified. It is clear that the local government has done quite a bit in terms of service delivery in Imizamo Yethu and elsewhere. What has also become clear, though, is that this service delivery is not to the satisfaction of all and many reasons for this have come to light. Furthermore, issues of capacity, in terms of financial, technological and human resources are beginning to take centre stage in the service delivery debate.

Different models of service delivery have been mentioned in this study. Such models include privatisation, outsourcing, and partnerships. These are all relevant, depending on the set-up of a particular community. The researcher believes that these models can also be combined into two or more new models when providing services.

## **6.2 RECOMMENDATIONS**

The key issue in this particular study was the improvement of service delivery through partnerships between local government, civil society and the local government. What has been identified from the case study and the interviews include the fact that there so are many role players in Imizamo Yethu. They all work to improve service delivery. During the study it was further discovered that the local government is doing its share in terms of service delivery. One of the main challenges that face Imizamo Yethu is that there is no collaboration of efforts. This was not only true in terms of the local government, civil society and the business, but also of the organisations in Imizamo Yethu, until very recently when two forums were established. In those forums, a few community-based organisations have again been left out. There are specific issues that need to be dealt with before partnerships can become a reality. They are listed as recommendations.

### Unity of the community

The organisations that do work in Imizamo Yethu need, in addition to other potential strategies to improve services delivery in the community, to begin to talk to each other. At the very least, these organisations, while they do not need to sacrifice their identities should begin to mobilise and consolidate to become a force in civil society. Their expertise is relevant and crucial, but they must act as one united force.

There are more than ten organisations that are operative in Imizamo Yethu; they need to organise themselves into a united front if they are to be taken seriously by other role players. The uniting factor for now is readily available. The community lacks quality and adequate services. The local government is doing everything its power to assist the community, but it is difficult for the local government to engage the community in terms of the challenges that face it. The unity of the community will create a platform for the community to engage the challenges that this community faces. The following could be achieved if the civil society organisations can begin to talk to each other.

- Knowledge will be gained of what each organisation has in terms of skills.
- The strengths and weakness of all organisations will be diagnosed and community identity will be created.
- The community will clearly know what needs to be done by whom and then each organisation will be able to tell what their role will be.
- All assistance offered to the community of Imizamo Yethu will be for the benefit of all.
- Civil society will have to be recognised as a force to be reckoned with when service delivery plans are made.

This need not affect the individual identities of the organisations, as it is understood that organisations do not want to lose their identities. NGOs in Imizamo Yethu are also giving training to people so that people can be self-reliant. According to Cloete and Mokgoro (1995:48), the NGOs are fulfilling an important function and reorienting the attitude of dependency and expectation of local government aid in underdeveloped communities. Training helps people towards greater self-sufficiency, emphasising self-help and self-esteem in human development programmes.

#### Establishment of a community service delivery forum

Unity as envisaged above can lead to the establishment of a forum consisting of local government, business and civil society to facilitate development. The local government plan to build houses in Imizamo Yethu will work well if some kind of collaboration could be achieved between the local government and the people. The Niall Mellon Township Trust (NMTT) has built a good number of houses in Imizamo Yethu, which is what the local government also plans to do. The different role players should establish forums for meeting to discuss the issues that pertain to the work to be done in providing services. The designation of duties and tasks must be established and these have to be assigned to different role players. This means that decisions have to be taken about what is to be done by who and when. This will avoid the duplication that occurs when different role players work on the same issues without talking to each other. At

present, human, natural and financial resources are used by different role players in attempts to solve the same problems.

#### Dissemination of information by the local government

Lack of information regarding what the local government is planning to do is also a serious problem in service delivery. The issue concerns how local government can take the people into its confidence. Residents need to know what is planned.

#### Developing a strategy for working together

The role players in Imizamo Yethu, the local government and business organisations, including the international donors and philanthropists, need to work together. It causes unnecessary duplication when different role players work on the same agenda but do not engage each other. Goals must be set up first and then the strategies by which the goals will be achieved should be planned. What has come to the fore clearly in this study project is that civil society and the private sector should be partners of the local government.

Another programme that Imizamo Yethu organisations are engaged in is the transfer of skills. This is a very important element of development and service delivery. According to Cloete and Mokgoro (1995:48), NGOs help fill a large vacuum in the development process by concentrating on human development and on people in a social context. This addresses many elements of service provision. Investing in human development is of paramount importance for the skills that people have help to sustain any service delivery initiative.

The local government has to understand this particular reality. This means that local government needs to play a facilitating role in the formulation of the strategy.

#### Community communication strategy

The local government needs to lead the process of establishing effective communication. . A community liaison committee in Imizamo Yethu in which all role players will be represented should be set up. Political constituency offices are not necessarily active, because the information that they hold goes to their members only. The communication strategy must involve everybody who is likely to play a role in terms of particular service delivery initiatives. Once a

commitment has been made by all role players around service delivery, strategies can easily be sorted out.

### Formation of partnerships

Partnerships cannot be seen as a panacea to all the service delivery challenges of Imizamo Yethu. The main recommendation is the formation of partnerships as a mechanism to start to improve service provision in this community. Special consideration has to be given to what the community of Imizamo Yethu has in terms of role players, when these partnerships are formed. The next step should be the integration of what has been discovered to be available in Imizamo Yethu. The integration of efforts by different role players from Imizamo Yethu will lead to the formation of partnerships.

## **6.3 CONCLUSION**

This study has led to the conclusion that partnerships should be looked at seriously as a major starting point for improved service delivery in Imizamo Yethu. This chapter, in concluding the study, focuses on recommendations that can be followed in order to address the challenges of service provision. A relationship and collaboration between local government, the private sector and civil society have been around for some time now. This may have been in the form of bilateral deals between local government and business, for example, or between local government and non-governmental organisations, while the third role player was excluded, but they have been there. Local government works with the private sector in Public-Private Partnerships. NGOs and local government also work together without declaring their collaboration to be a partnership. What has occurred is that there has not been much collaboration of all three together in a plan to address the challenges of service delivery in areas where all these role players exist actively, as in Imizamo Yethu.

Public-private partnerships have done a good job towards service delivery; however, serious gaps need to be dealt with as a matter of urgency. These are gaps that can be closed through the inclusion of NGOs, in particular, and civil society in general. NGOs are active in Imizamo Yethu and are taking care of responsibilities that are traditionally accepted as those of the local

government. They, however, encounter problems that can easily be solved in partnership with the other role players.

The issue is putting these forms of collaboration together in a structured manner with a clear agenda and a vision devised to address specific challenges. If this could happen in Imizamo Yethu, it would give direction in addressing similar challenges elsewhere.

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\* To protect the identity of interviewees, pseudonyms have been used.

## **ANNEXURE 1:**

### **Interview questions:**

1. What is the state of service delivery?
2. What are the other models, do you think they can improve service provision?
3. What are the levels of service delivery in Imizamo Yethu?
4. How you rate the standard of service delivery in Imizamo Yethu?
5. Do you know who represents you as a community to government?
6. Will you be able to pay for services if the local government could make them available?
7. What are other bodies or formations that are operating in Imizamo Yethu who are interested in service provision?
8. How best would you like to receive services?
9. How many residents are there in this community?
10. Would you like to move somewhere else?
11. Do you think that local government is doing enough to provide services?
12. Are you represented in local government forums like the council?
13. Do you think that government should remain the sole service provider?
14. What model of services delivery does your local government use? Why?
15. Do you know that there are stakeholders that can assist in service delivery?
16. Do you as local government accept that you have capacity challenges? What plans or strategies do you have in place to close this gap?
18. How can partnerships between local government, civil society and the private sector improve service provision, in Imizamo Yethu?

19. Are there any other social partners who work with you in Imizamo Yethu?
20. What do you see as your role in partnerships?
21. If local government, business and civil society organisations could work together, do you think the pace and quality at which you receive services will improve?
22. Why do you think that partnerships will be the solution in Imizamo Yethu in terms of service provision?
23. Who must start the process of engagement between business, local governments and civil society?
24. What are doing here in Imizamo Yethu regarding public services?
25. How ready are you to assist in service provision?
26. Are you prepared to assist government deliver on the service delivery targets?

**ANNEXTURE: 2**

# *Imizamo Yethu Map*

