

DURBAN UNIVERSITY OF TECHNOLOGY



**AN EVALUATION OF COMMUNITY PARTICIPATION IN THE INTEGRATED
DEVELOPMENT PLANNING (IDP) PROCESS: A CASE STUDY OF UMZUMBE
MUNICIPALITY IN THE PROVINCE OF KWAZULU-NATAL IN SOUTH AFRICA**

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**A dissertation submitted in fulfilment of the requirements for the Master's Degree in Public
Management**

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DECLARATION

I.....hereby declare that this dissertation is my own work and has not been previously submitted for any degree or evaluation at any other University. This dissertation is being submitted in fulfilment of the requirements for the Master's Degree in Public Management in the Faculty of Management Sciences. I further declare that:

(i) The work reported in this dissertation, except where otherwise indicated; is my original work.

(ii) This dissertation does not contain someone else's data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons.

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ABSTRACT

In order to eradicate the legacy of the apartheid past, the South African democratic government adopted a development approach to local government. This necessitated a commitment on the part of local government, through the Integrated Development Plan (IDP), to facilitating community participation by finding ways to meet economic, social and material needs, as well as improving quality of life. The IDP can only be well received and implemented if there is an effective public participation process to ensure that the needs and aspirations of the people are met.

This research focused primarily on evaluating community participation in the IDP process through the use of the case study of Umzumbe Municipality in the KwaZulu-Natal province. Furthermore, the research answers the following questions: to what extent do communities participate in the IDP process?; what were the challenges facing communities with regard to participation in the IDP process?; and what was the role of ward councillors and ward committees in promoting community participation in the IDP process? In order to answer these questions, an empirical study was conducted using quantitative research methodology. The case study approach was used in this study in order to obtain detailed views of respondents and issues relating to the objectives of the study.

Using the quantitative research methodology, the study employed a questionnaire to collect information linked to community participation. Three hundred and ninety respondents from ten wards in the local municipality were randomly sampled. In addition, ten ward councillors were requested to participate in the study in order to explore the factors influencing community participation in the study area. The questionnaires were developed and approved by the Durban University of Technology's ethics committee before the commencement of the study. Data was then collected. The results of the study, conclusions and recommendations are provided in a way that will enable the reader to draw his or her own conclusions on the value of this study.

The study was worth undertaking since the challenges of community participation for local economic development and the IDP enhance service delivery. The results of the study should

expand the knowledge base of rural community participation in the IDP process in Umzumbe Municipality. The findings of this study should benefit the municipality by highlighting the challenges of community involvement in the IDP process. The envisaged outcome of this study is the development of a theoretical framework for rural community participation in the IDP process in local government.

Findings from the study point to the profusion of poor or non-participation of the community in the IDP process. The study shows sour relationship between ward councillors, ward committee members and community members. Based on the findings of the study, the following recommendations have been made: upgrade levels of education/capacity development for ward councillors, ward committee members and community members; poverty alleviation and economic development to create employment; encourage youth and adults to engage in public forums; encourage the involvement of all stakeholders in the identification of development initiatives; co-ordination and information sharing sessions; and systems of monitoring and evaluation should be put in place to monitor community participation in the IDP process, with guidelines for the implementation of community participation initiatives.

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ACRONYMS

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CBO	-	Community Based Organisation
CFO	-	Chief Financial Officer
COGTA	-	Department of Cooperative Government and Traditional Affairs
DBSA	-	The Development Bank of South Africa
DEAT	-	Department of Environmental Affairs and Tourism
DPLG	-	Department of Provincial and Local Government
DMF	-	Disaster Management Forum
DWAF	-	Department of Water Affairs and Forestry
GNU	-	Government of National Unity
GGLN	-	Good Governance Learning Network
IDP	-	Integrated Development Plan
IDPRF	-	Integrated Development Planning Representative Forum
IAPP	-	International Association for Public Participation
IDPSC	-	Integrated Development Planning Steering Committee

ILO	-	International Labour Organisation
LED	-	Local Economic Development
MEC	-	Member of Executive Council
MMF	-	Municipal Managers Forum
MFMA	-	Municipal Finance Management Act No 54 of 2003
MPAC	-	Municipal Public Account Committee
MPM	-	Municipal Performance Management
MSA	-	Municipal Systems Act No 32 of 2000
MSTA	-	Municipal Structures Act No 117 of 1998
NGO	-	Non-Governmental Organisation
NPFPP	-	National Policy Framework on Public Participation
PORPP	-	Participatory Organisations of Rural Poor Programme
PPP	-	Private Public Partnership
RDP	-	Reconstruction and Development Programme
SALGA	-	South African Local Government Association
WBP	-	Ward Based Planning

WCS	-	Ward Committee System
WPLG	-	White Paper on Local Government
WPTPS	-	White Paper on the Transformation of the Public Service of 1997

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CHAPTER ONE: INTRODUCTION AND OVERVIEW OF THE STUDY

1.0 INTRODUCTION

In most democratic countries of the world, the problem of involving ordinary citizens in public decision taxes the minds of policy makers, planners and academic writers. South Africa is no exception in this regard. This study focuses on the evaluation of community participation in the Integrated Development Planning (IDP) process, with specific reference to the Umzumbe Local Municipality in the province of KwaZulu-Natal in South Africa.

This chapter includes the background to community participation and the significance of the study. It also highlights the research aims, objectives, research questions, research problem and literature survey. The significance of the study, methodology, scope and limitation are discussed. The structure of the dissertation is also provided.

1.1 BACKGROUND TO COMMUNITY PARTICIPATION

South Africa is a multi-party, representative democracy, under a constitution which is sovereign and which entrenches human rights. In addition, state power is mostly centralised in the national sphere, with only limited power devolved to provinces and local municipalities. Despite being a representative democratic system, the South African constitution and some legislation complements the power of elected politicians with forms of community participation.

In the national and provincial spheres, this participation takes the form of public consultation by legislatures. In the municipal sphere, there are even more requirements for community participation. Furthermore, the public service has committed itself to being more responsive, accountable and transparent in implementing government policy. While all this may seem reason for optimism about the seriousness with which the South African state regards community participation, there are two reasons for caution. Firstly, a close reading of law and policy reflects that community participation is limited to forms of consultation rather than formal empowerment of citizens in political decision making or implementation. Secondly, there is a significant delay between the promulgation of legislation and the development, never mind implementation, of community participation policy.

The 1994 democratic elections in South Africa led to a new form of governance that emphasised public participation in all spheres of government. Smith (2008:17) argues that, as of 1994, there has been a widely observed commitment to participatory governance in South Africa, within both government and civil society, supported by the Constitution of the Republic of South Africa Act (No. 108 of 1996) and other legislation. According to Nyalunga (2006:45), participatory democracy entails a high level of public participation in the political process through a wide variety of institutional channels. The Constitution therefore promotes participatory governance amongst the three spheres of government; namely local, provincial and national spheres of government.

Section 152 of the Constitution mandates local government to provide a democratic and accountable local government and encourage the involvement of communities and community organisations in the matters of local government. Measures were introduced to entrench community participation and transform local government developmental functions. Thus, developmental local government is defined as “local government committed to working with citizen and groups within the community to find sustainable ways to meet social, economic, and material needs and improve the quality of their lives” (RSA 1998:77). Despite municipalities developing the Integrated Development Plan (IDP) through the process that will involve their communities aiming at improving their quality of life, service delivery has not yet reached the desired level.

The Municipal Systems Act (No. 32 of 2000) stipulates that ward committees have to be established to ensure and facilitate community participation in the IDP process. Representative local government is complemented by the right of communities to participate in decisions that affect development in their areas, and a corresponding duty on municipalities to encourage community participation in matters of local governance through ward committees. Ward committees were initiated in municipalities as community structures responsible to communicate the desires, wishes, needs and problems of the communities to the municipalities. However, service delivery protests are regularly reported throughout the country.

Following from the above, this study aims to evaluate community participation in the IDP process. The Umzumbe Local Municipality will be used as a case study to explore how effectively rural communities are able to participate in the IDP and the role and challenges

faced by ward committees in ensuring that local communities are actively involved in IDP process.

1.2 AIM OF THE RESEARCH

The study aims to evaluate community participation in the IDP process in the Umzumbe Local Municipality in KwaZulu-Natal.

1.3 RESEARCH OBJECTIVES

This study is based on the following objectives:

- Investigate the extent of community participation in the IDP process;
- Investigate the challenges facing communities with regard to participating in the IDP process;
- Examine the role of ward councillors and ward committees in promoting community participation in the IDP process; and
- Make recommendations to improve community participation in the IDP process.

1.4 RESEARCH QUESTIONS

The following research questions are answered in the study:

- To what extent do communities participate in the IDP process?
- What were the challenges facing communities with regard to participation in the IDP process?
- What was the role of ward councillors and ward committees in promoting community participation in the IDP process?

1.5 RESEARCH PROBLEM

Community participation in local government is observed as an essential democratic right of the people in South Africa. Participation has been planned for at each sphere of government and it is certainly integrated into policy-making and implementation. National legislation

provides the mechanisms for public participation, which include ward committees and a variety of other measures designed to foster open, transparent and consultative municipal government.

According to Putu (2006:15), since 2001, ward committees have emerged as an important mechanism which brings about people-centered development, participatory and democratic local governance. The justifications behind the establishment of ward committees are to supplement the functions and duties of elected councillors by creating a connection between communities and political representatives. These committees have been set up in the vast majority of the wards in municipalities across the country (Putu 2006:15).

Hicks (2006:2) adds that ward committees were introduced in municipalities as community structures in order to play a critical role in linking and informing the municipalities about the needs, aspirations, potentials and problems of the communities. They were established to form the bridge between local municipalities and communities by facilitating proper communication. Ward committees have an important role to play in actively taking part and determining core municipal business such as the IDP process, budgeting and the municipal performance management (MPM) process.

Ward committees are an advanced, progressive model of community participation. However, it is not working well. Amongst the reasons are the following: most municipalities meet their obligations on community participation only nominally; there are not enough funds and other resources; Ward Committees have become sites of unnecessary and divisive political contestation instead of representing a range of civil society interests; there is no explicit legal obligation for a council to seriously consider proposals from Ward Committees; and sections of many communities have lost confidence in municipalities as is attested to by the spate of service delivery protests targeting local government.

It has been difficult for many municipalities to establish and have in place working ward committees. Hicks (2006:2) adds that presently it is also not clear to what level ward committees indeed bring community responses and suggestions to bear on local government decision-making. Some are blamed of working as additions to local municipal councils, rather than as independent community structures, by focusing on the municipal council's politics

instead of focusing on their key roles and responsibilities of reporting the needs of the communities they represent (Hicks 2006:2 and Everatt and Gwagwa 2005:105).

According to Putu (2005:35), ward councillors as chairpersons of the ward sometimes prefer to focus on their political mandates, which are not always in line with the interests and demands emanating from their committees. On the other hand, there is a strong belief that ward committees are sometimes "captured" and work towards advancing the material and or political ambitions of specific individuals or interest groups resulting in service delivery being adversely affected (Putu 2005:36).

Municipal councils dominated by only one political party at times constitute and define the operation of committees in ways which silence potential opposition (Hemson 1997:45). Some committees appear to be formed by followers of the councillors' interest group in the ward (Hemson 2007:45). This is resulting in community service delivery once again being compromised because committee members tend to focus on the agenda of their affiliated political parties rather than the broad interests of the community.

According to Smith (2008:16), there are a number of challenges affecting community participation in local governance, especially in ward committees. These challenges are expanded as follows:

Politician affiliation: There is always this conflict in community that the elected officials especially the ward representatives that if someone does not belong to the political part that is in the area there will be no service delivery for them. If one is to be considered he/she must be a card carrying member of a certain party. This act is limiting or is barring the participation of certain people within the community and it becomes selected participation. There are people who are deprived their rights.

Failure to convene monthly ward committee meetings: This is another delay for the delivery of the services. Communities will not know about the services that the government delivers to the people unless there, are informed. If there is conflict between communities that emanates from representatives belonging to other political parties may fail initiatives because of being blocked or sabotaged by the other group.

The determination of ward committees: The issue in determining members of ward committees evoked mixed feelings and suspicions are rife that ward councillors are a mere extension of the ruling party programmes. This is caused by the fact that ward councillors belonging to other political parties that are not allowed to partake even by the community in those wards.

Access to information: The functioning of ward committees is beset by the lack of access to information as a result of poor communication strategies. Ward committees are expected to play an active role in the core municipal processes. However, without proper understanding of the targets and indicators for development as set out in the IDP, as well as the ability to disaggregate these to their own ward areas, ward committees cannot be expected to provide any empirical or qualitative feedback on municipal delivery strategies and performance. The same constraint applies to the ward committee's role in relation to communicating municipal budget information, which is usually available in a highly technical and inaccessible format, and is rarely packaged in such a way as to provide useful information on budget allocation at ward level.

These problems need to be addressed by informing communities that this initiative of ward committees is the vehicle for inclusive participation in local governance. In the absence of effective public participation, poor governance and service delivery would not be aligned to the people's needs. This could lead to greater service delivery protests.

In most municipalities, the contents of the IDP document is only known by the municipality staff members who have to implement the IDP document. The community that is or could be affected by such implementation is excluded. The current situation in Umzumbe Municipality is that only the employees who are involved in the processes of development know about the IDP document. This raises questions as to whose interest is the IDP serving and who owns it? This results in slow rates of service delivery and service delivery protests.

1.6 LITERATURE SURVEY

Both primary and secondary sources of information were used in the study. Primary data were collected through the use of questionnaires in order to obtain more information to answer the

research questions. The secondary data was obtained from books, journals, the internet, legislation and government reports, which constituted the literature survey.

1.7 SIGNIFICANCE OF THE STUDY

The study is worth undertaking since the challenges of community participation for local economic development and the IDP enhance service delivery. The results of the study should expand the knowledge base of rural community participation in the IDP process in Umzumbe Municipality. The findings of this study should benefit the municipality by highlighting the challenges of community involvement in the IDP process. The envisaged outcome of this study is the development of a theoretical framework for rural community participation in the IDP process in local government.

1.8 RESEARCH METHODOLOGY

This section gives a brief review of the research methodology utilised for the study.

1.8.1 Research design

Mouton and Babbie (2009:74) define research design as a blueprint of how researchers intend to conduct the study. According to Yang (2007:76), the intention of research design is defined as the structure of the analysis into a research problem that would produce a valid and useful argument for the researcher's audience, within the material and intellectual resources and time available.

According to Leedy and Ormord (2010:107), a quantitative study is an objective reality that can be measured. This study is placed within the positivist paradigm and the quantitative approach was used. A questionnaire was prepared and sent out to respondents to answer the questions in an unbiased manner. The primary data was collected from ward councillors, members of the ward committees and general members of the community.

1.8.2 The study sample

Sampling refers not only to people, but also to events and situations (Sarantakos 2005:118). The reasons for sampling are to select a set of units that are representative of a population so

that the results can be generalised to the population (Gelo, Brakeman and Benita 2008:274). To ensure representation of the sample, probabilistic and purposive sampling may be undertaken. In probabilistic sampling, each unit of the population has the same probability of being included in the sample, while in purposive sampling the units are selected on the basis of chosen criteria applicable to the population (Gelo et al 2008:274). For the purpose of this study, random probability sampling was used where every member of the community had an equal chance to be included in the sample.

The sample for this study is made up of 10 ward councillors, 100 ward committee members and 390 general members of the community.

1.8.3 Delimitations of the study

- This study was limited to Umzumbe Municipality within the Ugu District Municipality in the province of KwaZulu Natal and excluded the five local municipalities in the district municipality.
- This study only considers 10 wards of Umzumbe Municipality (See Table 4.2) and excluded 9 wards.
- Only Umzumbe Municipality residents who are over eighteen years of age were included as respondents.

1.8.4 Limitations of the study

Limited time and costs have reduced the scope of the research in a sense that the researcher had to travel regularly to meet respondents and issue them questionnaires to complete.

1.8.5 Reliability and Validity

According to Welman (2005:30), reliability is the consistency of measurement or the degree to which an instrument measures the same way each time it is used under the same conditions with the same subjects. According to Crewell (2003:47), reliability is the repeatability of measurement. There are two ways that reliability is estimated and they are the test and internal consistency (Crewell 2003:48).

According to Robson (2002:65), validity is the strength of our conclusions, inferences or propositions. It is the best available approximation to the truth or falsity of a given inference,

proposition or conclusion. There are four types of validity commonly examined in social research. These are conclusion validity; internal validity; external validity and construct validity. In this study, validity has been achieved through conclusion validity.

1.9 LOCATION OF THE STUDY

1.9.1 KwaZulu-Natal Province

The KwaZulu-Natal province of South Africa is divided into the eThekweni Metropolitan Municipality (Category A) and ten district municipalities which are Category C. The district municipalities are in turn divided into fifty local municipalities which are Category B municipalities. A category B municipality is a type of municipality that serves as the third sphere of local government. Each district municipality comprises a number of local municipalities and responsibility for municipal affairs should be shared between the district and local municipalities. A local municipality may include rural areas, as well as one or more towns or small cities. In larger urban areas, there are no districts or local municipalities and a metropolitan municipality is responsible for all municipal affairs.

According to the Department of Cooperative Governance and Traditional Affairs (2009:13), there are 3895 wards demarcated wall-to-wall within the six metropolitan and 231 local municipalities of South Africa. Normally in smaller municipalities, the number of wards may be as few as ten. Bigger municipalities such as Johannesburg have as many as 109 wards. The wards are regarded as a geographic area where participation of communities in the democratic local government affairs can take place via the ward councillors and ward committees. Communities depend on ward committee to ensure that the issues and desires of the communities are well represented in the municipal councils.

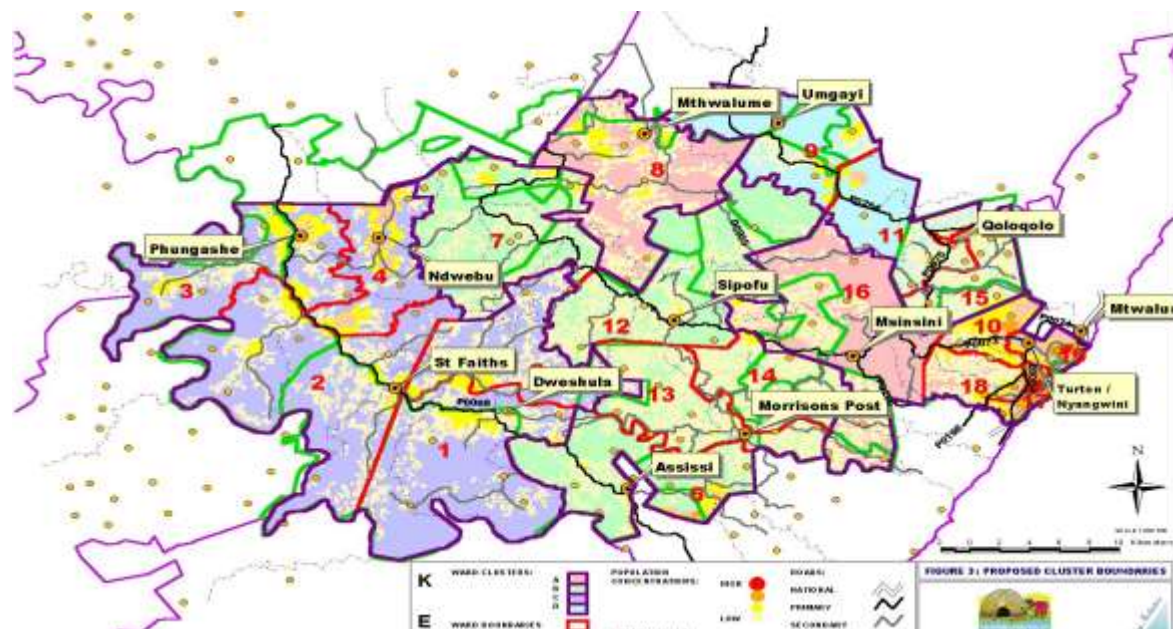
1.9.2 Umzumbe Municipality

The Umzumbe Local Municipality (Figure 1.1) is a local municipality under the Ugu District Municipality which is located in the southern region of the KwaZulu-Natal province and comprises six local municipalities. It is the largest municipality within the Ugu District in terms of the geographic area covered, with an area of 1,259km². The municipal boundary runs along the coast for a short strip between Mthwalume and Hibberdene and then balloons out into the

hinterland for approximately 60km, consisting of rural settlements together with individually-owned commercial farms. There are a total of 19 wards in the Ugu District Municipality.

In this municipality, many households and individuals, especially in the rural areas, are wholly dependent for survival on government social grants, informal trading and subsistence farming. Although Hibberdene is the main administrative node of economic significance within the municipality, it is a small town and offers few formal or informal employment opportunities. This has negative consequences for the surrounding rural areas whose inhabitants are predominantly from a low income group (Umzumbe IDP Review 2010).

Figure 1.1: Map of Umzumbe Municipality



Source: Umzumbe Local Municipality Integrated Development Plan 2012/2013-2016/2021

The Community Survey (2007:47) indicates that the total population within Umzumbe Municipality has been estimated at 176 287 persons, which covers up to 25% of the district. The average ward population is 9 155 people, with the largest ward having a population of 13 308 people and the smallest ward a population of 4 487 people. The selected areas for this study are wards 1, 3, 4, 5, 7, 8, 10, 12, 16 and 18 which were randomly selected for the purpose of the study (See Figure 1.1 and Table 1.1).

Table 1.1: Umzumbe Municipality Population per ward

	Population	Selected Wards
Ward 1	7681	
Ward 2	8818	✓
Ward 3	13 308	
Ward 4	9561	✓
Ward 5	9517	✓
Ward 6	5923	✓
Ward 7	6113	
Ward 8	8311	✓
Ward 9	6303	✓
Ward 10	11240	
Ward 11	8595	✓
Ward 12	6589	
Ward 13	6730	✓
Ward 14	7740	
Ward 15	8997	
Ward 16	9277	
Ward 17	7699	✓
Ward 18	4487	
Ward 19	9735	✓
Total Population	176287	

1.9.3 Community participation in the IDP process in Umzumbe Municipality

Umzumbe Municipality is accountable to its people for providing resources for service delivery. The budgeting process and other financial decisions must therefore be open to public scrutiny and participation. In addition, the accounting and financial reporting procedures must minimize opportunities for corruption. It is also essential that accurate financial information is produced within acceptable timeframes.

The municipality had to adopt the Constitutional mandate and the provisions of the Municipal Systems Act (No. 32 of 2000) to involve its community members in the matters of municipality. According to Umzumbe Municipality IDP (2010:58), the Intergovernmental Relations IGR Act (No. 13 of 2005) requires the establishment of a social system and mechanism aimed at ensuring a high point of comment both internally in the municipality, as well as shareholders in the IDP. In striving towards the IDP as a programme for the government sphere as a whole, there are various structures that have been established to ensure that the community participates in the IDP process.

1.9.3.1 IDP Framework

The IDP Framework Plan provides a process to be established in the municipality during the compilation of the IDP. In so doing, proper consultation, coordination and alignment of the review process of the municipality should be maintained with its communities. In 2010, the Umzumbe Municipality, as a legislative requirement, adopted its 2011/2012 IDP Review Framework Plan. This was to guide the IDP process plan of the municipality.

1.9.3.2 Community Participation Strategy

The municipality has, however, managed to establish fully functional public participation structures. As evidenced by Ms N. Mgijima (Municipal manager), the ward committees are functioning in all the wards. She further indicated that community development workers (CDWs) continue to play a very supportive role to ward committees; the IDP Representative Forum is fully functional and mayoral izimbizos are proving to be effective. The office of the speaker co-ordinates community participation meetings of communities. Ward committees meetings are also held regularly to deliberate on developmental matters of the municipality, as well as to ensuring proper reporting.

1.9.3.3 Ward Committees

The Umzumbe Municipality has 19 wards and ward committees have been established in all of them. However, the key challenges that hinder the effectiveness of ward committees include administration or logistics support and the vastness and inaccessibility of rural wards. Some of the areas are serviced by Community Development Workers who have a dual responsibility to report to the Department of Local Government and Traditional Affairs as well as Local Municipalities.

1.9.3.4 Inter-governmental relations

The municipality has no inter-governmental relations (IGR) policy in place. However, it is highly involved in existing IGR structures like District Coordinating Committees and CFOs Forums (provincial and district level). These structures have been adopted by the council as part of its initiatives to encourage community participation. These structures also have terms of reference.

1.10 DEFINITION OF TERMS

For the purpose of the study the key terms are defined as follows;

Community participation: For the last twenty years, the concept of public participation has been widely used in the discourse of development. For much of this period the concept has referred to participation in the social arena, in the community or in development projects. It has an array or diversity of meanings. For example, public participation is often viewed as ownership of the development process; bottom-up planning; grassroots planning; public involvement; participatory planning; democratic planning; and collaborative planning.

The terms ‘community’ and ‘public’ are used interchangeably in the study. The concept of participation has being related to rights of citizenship and to democratic governance. It is a multi-faceted activity with different roles and varying degrees of community involvement. More recently, the definition of participation in development has often been located in development projects and programmes, as a means of strengthening their relevance, quality and sustainability. The World Bank Learning Group defines public participation as a process

through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them (World Bank 1995).

From this perspective, participation could be seen in the level of consultation or decision making in all phases of the project circle from needs assessment, to appraisal, to implementation, to monitoring and evaluation. The Concise Oxford Dictionary describes the community as a collection of people living in the same area and sharing the same fundamental values. This community is made up of individuals and groups.

Local government: Local government refers to the level of government that is decentralised to representative institutions with general and specific powers devolved to it by higher tiers of government (national and provincial) within a geographically defined area (Ismail 1997:2). Section 2 (a) of the Local Government Municipal Systems Act (No. 32 of 2000) defines a municipality as an organ of state within the local sphere of government, exercising legislative and executive authority within its area of jurisdiction. A municipality, therefore, has powers to make laws that are enforceable within its area of jurisdiction. A municipality has powers to also take decisions on its functions and the management of the area within its jurisdiction.

Ward Committees: Craythorn (1993:106) records that the ward system first emerged in South Africa in 1786 in the Cape as a result of the Cape Burghers pressing for a greater share in the government of the Colony. This body was later given certain municipal and policing functions. Their role evolved over the years into a form of contact between the people and the municipal commissioners. The system was for years appropriate to only one side of the population. It was rejected and opposed by the majority of Africans for being illegitimate. The birth of democracy saw the whole country divided in to wards. The new notion of wall- to-wall local government means that every South African will have direct access to democratically elected representatives involved in the management of their local area (Parnell 2002:83).

Ward committees were made possible by the legislation governing local government. Ward committees were given new meaning, roles and functions. They are community-elected, area-based committees within a particular municipality whose boundaries coincide with ward boundaries. They are chaired by the Ward Councillor and composed of community members.

A ward committee is meant to be an institutionalised channel of communication and interaction between communities and the municipality.

Effectiveness: According to Fox and Meyer (1985:41), effectiveness “refers to a condition in which a focal organization, using a finite amount of resources, is able to achieve stated objectives as measured by a given set of criteria and extent to which a programme is achieving or failing to achieve its stated objectives”. Mafunisa (2004:291) on the other hand, defines effectiveness as the achievement of predetermined goals or doing that which is right.

Service delivery: Service delivery refers to the provision of public activities, benefits or satisfactions. Services relate both to the provision of tangible public goods and to intangible services themselves (Fox and Meyer 1995:119).

Efficiency: According to Mafunisa (2004:291), efficiency can be defined as the achievement of predetermined goals with minimum resources. Fox and Meyer (1995:41) described efficiency in terms of costs and the value of outputs, profits or benefits. It has to do with the maximisation of benefits with minimum cost. Efficiency can also be defined as a level of performance that describes a process that uses the lowest amount of inputs to create the greatest amount of outputs. The inputs referred to above include time and energy that is exploited for the production of any given output.

1.11 STRUCTURE OF THE DISSERTATION

1.11.1 Chapter one: Overview of the study

The first chapter introduces the research topic and describes the background to the study; the rationale and reasons for doing the study. The aims and objectives; the problem statement; the questions about the research and the research methodology are also outlined as part of this chapter.

1.11.2 Chapter two: Legislation and regulatory framework relating to community participation

This chapter examines the regulatory and policy framework in South Africa regarding community participation and the IDP process.

1.11.3 Chapter three: Community participation

Chapter three presents the theoretical and conceptual framework for community participation in municipalities; principles of community participation; and levels of community participation. It reviews the literature on public participation in local governance, including the rationale for public participation as well as the challenges in facilitating the role of ward committees in executing their responsibilities.

1.12.4 Chapter four: Research methodology

Chapter four describes the research design and the research methodology, including population, sampling, data collection and analysis procedures.

1.11.5 Chapter five: Data presentation, analysis and interpretation of results

Chapter five presents and analyses the research findings generated from ward councillors, ward committee members and members of the general public.

1.11.6 Chapter six: Conclusions and recommendations

Chapter six concludes the research and makes recommendations in terms of the aims and objectives of the study in order to improve community participation in the IDP process.

1.12 CONCLUSION

Chapter one introduced the study and provided the background to community participation and the significance of the study. The research problem was outlined by giving the aims, objectives of the study, as well as a research project and research procedure in order to ensure the reliability and validity of the study. The chapter concluded with a brief description of each of the six chapters that comprise the dissertation.

CHAPTER TWO: LEGISLATION AND POLICIES RELATING TO COMMUNITY PARTICIPATION

2.0 INTRODUCTION

This chapter gives a critical account of how legislation and policies enable all spheres of government to facilitate community participation. According to Piper and Chanza (2006:18), local government as a sphere of government closest to the people has been given a new mandate to involve communities in municipal governance. Various legislation has been introduced calling for a system of participatory governance or community participation.

The theory of community participation in South Africa does not happen in a vacuum, but rather in line with the legislative framework (Putu 2006:15). Local government in terms of community participation is directed by the Constitution of the Republic of South Africa Act (No.108 of 1996). There are a number of other policies like the Draft National Policy on Framework of Public Participation of 2005; White Paper on Local Government (WPLG) 1998; Municipal Systems Act (MSA) No. 32 of 2000; Municipal Structures Act (MSA) No. 117 of 1998, Intergovernmental Relations Framework Act (IGRA) No. 13 of 2005; and Batho Pele Principles.

Representative government is complemented by the constitutional right of societies to take part in the determinations that influence improvement in their areas, requiring municipalities to inspire community participation in matters of local government. National legislation such as the White Paper on Local Government presents the mechanisms for community participation, which include ward committees and a collection of other measures designed to promote open, transparent and consultative municipal government. In terms of South African regulations, the involvement of communities is mandatory for efficient service delivery (Sithole 2004:4).

The idea of deepening democracy is attributed to decentralisation where the local sphere of government is viewed as more participative, more efficient and more accountable. Decentralisation shifts decision-making from centralised government and bureaucracies to more meaningful and manageable local government structures. Decentralisation is further justified in terms of resource constraints and limited institutional capacity. A key outcome of

the decentralisation view is the acceleration of development through effective community participation.

2.1 DEVELOPMENTAL LOCAL GOVERNMENT

In the latter part of the 1990s, the South African government began a process of transformation of local government, which is the decentralisation and rationalisation of this sphere of government. The final stage of the transformation process was the consolidation of 843 municipalities into 284 new municipalities created in terms of new legislative enactments following the prescriptions of the Constitution (Steytler 2005:188-189). The adoption of the Constitution in 1996 confirmed the status of local government as a sphere of government, resulting in national, provincial and local government being distinct, interdependent and interrelated.

The transition of local government subsequently positioned this layer as a sphere of government with its own powers separated from those of national and provincial government. Local government as a sphere in its own right is not an implementing agent of national and provincial government policies but consists of the executive and legislative authority vested in the municipal council (Steytler 2005:189).

Atkinson (2002:17) frames local government as polities in their own right. They are not simply bureaucratic edifices but are elected directly by citizens. Party politics plays an important role in municipal governance. Representation is viewed as a complex and difficult activity. Given the difficulties associated with it, local government require the following strategic capacities, namely the calibre to perform optimally in their multiple responsibilities to both their constituencies and the municipal council; the complex relationships between politicians and officials need to be clarified and institutionalized; the role of other representatives, in particular, ward committees, has to be clarified and institutionalized; and public participation needs to be enhanced and made more effective (Atkinson 2002:17). Participation is highlighted as one of the keys to effective local government. One important argument for participation is that if stakeholders are included in decision-making, they will become self-reliant and development programmes will be seen as legitimate (Theron in Davids et al 2005:111).

Local government is answerable to the people it serves and, more importantly, it is seen as responsive to communities' needs and conditions. There is a new value system attached to governance that includes effectiveness, sensitivity, and the capacity to carry out its mandate. There is also an emphasis on transparency, accessibility, information disbursement and an on-going dialogue with communities. In this regard, Coetzee (2000:12) argues that a developmental local government should adopt a strategic, creative and integrated approach to governance in order to address challenges related to service delivery. This involves actively seeking partnerships with all role players that contribute to the development of an area, including other organisations of the state, the private sector and communities. In this manner, municipalities can fulfil their core responsibilities in a way that has a lasting and profoundly positive impact on the quality of life of the people they serve.

2.1.1 The state of local government regarding public participation

A defining feature of the South African local government model is the space it offers for ordinary people to become actively involved in governance. In fact, uniquely, the legal definition of a municipality is that it comprises not just the councillors and the administration, but the local community as well. Derived from this definition, each of these inter-related groupings has certain rights and duties. These are based on the Constitution and are set out mainly in the Local Government: Municipal Systems Act 2000. Amongst the aims of local government set out in the Constitution are aims to provide democratic and accountable government for local communities and to encourage the involvement of communities and community organizations in matters of local government.

Municipalities have to use their resources and annually allocate funds in their budget, as they can afford, to develop a culture of community participation. Municipalities have to contribute to building the capacity of the local community to participate in municipal affairs as well as of the councillors and staff to foster community participation. In establishing structures and processes for community participation, the special needs of women, the disabled, the illiterate and other disadvantaged groups have to be taken into account. The municipality's executive has to give an annual report on the extent to which the local community has been involved in municipal affairs. The executive must ensure that regard is given to public views and must report on the effect of consultation on the decisions of the council.

Crucially, the model provides for ward committees to be set up in each ward of a municipality in order to enhance participatory democracy. A ward committee makes representations on any issue affecting a ward to the councillor or through the councillor to the council. It can also exercise any duty or power delegated to it by the council. While a municipality may meet the administrative costs of a ward committee, it does not offer committee members a salary. Councillors are required to have at least four public report-back meetings.

However, if residents have many rights, they also have duties. They have to take responsibility for ensuring that the municipality functions effectively. They are required to promptly pay the municipality monies owed to it, within the framework of an indigence policy for those who cannot pay. They have to respect the municipal rights of other residents; comply with by-law; and co-operate with councillors and officials who are fulfilling their legitimate roles. Essentially, the model, overall, seeks to provide a balance between giving residents the fullest space to participate in municipal affairs and ensuring the right of councillors to ultimately govern.

The government feels that it is important that there is much more active community participation in local government and is reviewing the community participation provisions of the model as part of a review of the overall model. A key emerging proposal is the significant strengthening of ward committees through various means. Proposals on empowering communities to play a more active role in local government will be taken to key stakeholders and the public before they are finalised.

2.2 THE CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA (ACT NO. 108 OF 1996)

The obligations on the local sphere to consult are notably more developed. In terms of section 152 of the Constitution (1996:51), the objectives of local government are to encourage the involvement of communities and community organisations in the matters of local government. This implies going beyond just consulting communities as an aid to deliberation. According to Mogale (2005:136), this mandate requires a cooperative approach and effective partnership where local authorities provide strong leadership in their areas and their communities.

According to Section 195 (1) of the Constitution public administration must be governed by the democratic values and principles enshrined in the Constitution. These principles include, inter alia, that:

- Public administration must be development-oriented;
- Services must be provided impartially, fairly, equitably and without bias;
- People's needs must be responded to, and the public must be encouraged to participate in policy-making;
- Public administration must be accountable; and
- Transparency must be fostered by providing the public with timely, accessible and accurate information.

These principles ensure that government and public officials encourage community participation in local government as it is an essential democratic right of the people to engage in activities that affect their lives. Therefore, local government has to ensure effective engagement of the community in the IDP process.

2.3 THE WHITE PAPER ON LOCAL GOVERNMENT 1998

The White Paper on Local Government (WPLG) is frequently referred to as the “mini-constitution” for the local sphere of government. According to the White Paper on Local Government, developmental local government is a government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (1998:23). Section B of the White Paper on Local Government obliges municipalities to develop mechanisms to ensure community participation in policy initiation, formulation, implementation, monitoring and evaluation of programmes. Each municipality must therefore develop a localised system of participation (RSA 1998:33).

A great deal of interaction between local authorities and their communities is required to ensure that all stakeholders are at least informed about the expectations of the community and the ability of municipal councils to deliver services (Davids 2002:37). Municipal councils through their councillors and ward committees, should always work with people in their areas

to identify their needs and then respond to those needs in order to ensure that service delivery is improved.

Section B of the White Paper on Local Government (1998:23) highlights the characteristics of developmental local government as follows:

- Maximising social development and economic growth: The powers and function of local government should be exercised in a way that has maximum impact on the social development of communities.
- Integrating and coordinating: Developmental local government must provide vision and leadership for all those who have a role to play in achieving local prosperity.
- Democratizing development: Municipalities can render support to individuals and community initiatives, directing community energies into projects and programmes which benefit the area as a whole.
- Leading and learning: Developmental local government requires that municipalities become more strategic, visionary and ultimately influential in the way they operate. Therefore community participation in municipal matters is encouraged to ensure that these characteristics of developmental government are met and to ensure that service delivery is improved.

However, the findings from the Local Government turnaround strategy highlighted some challenges that make community participation difficult. The local government sphere is faced with challenges of regular service delivery protests as reported in the daily press.

2.3.1 Ward committees

The White Paper provides local municipalities with the opportunity to develop structures such as ward committees which would make sure that there is meaningful involvement and collaboration with councillors. It gives further general guidelines on how ward committees should be formed; their functions; roles; powers and duties; and administrative arrangements. The main role of ward committees is the facilitation of local community participation in the decisions which affect the local community, the articulation of local community interests and the representation of these interests within the municipality.

Ward committee comprises one elected ward councillor and ten additional members elected by and from the community. This means that more than 40 000 people are enlisted to promote

community participation and representation in municipal businesses. However, it is a matter of serious concern as to how effective these ward committees are in their functionality.

Table 2.1 below indicates the number of ward committees which have been formed in each of the provinces. The formulation and the term of office of ward committees are decided by each municipality through a council motion. Therefore the term of office of ward committees is different from municipality to municipality.

Table 2.1: Establishment of Ward Committees per province

Province	Population	Number of Metros	Number of LMs	Number of Wards	Number of Ward Committees established
Eastern Cape	6 527 747	1	38	636	636
Free State	2 773 059	-	20	300	300
Gauteng	10 451 713	3	8	423	423
KwaZulu-Natal	10 259 230	1	50	771	771
Limpopo	5 238 286	-	25	513	513
Mpumalanga	3 643 435	-	18	365	365
Northern Cape	1 058 060	-	27	174	174
North West	3 271 948	-	21	365	365
Western Cape	5 278 585	1	24	348	243
Total	48 502 063	6	231	3895	3790

Source: COGTA 2009 State of Local Government in South Africa.

2.3.2 Integrated development plan (IDP)

One of the mechanisms of developmental local government highlighted out in the White Paper is the integrated development plan (IDP). There are many areas where there are legislative mandates for community participation, but the core mandate is the IDP process. An IDP is a development plan for a municipal area containing short, medium and long-term objectives and strategies.

The aim of the IDP is to coordinate the work of local and other spheres of government in coherent plan to improve the quality of life for all the people living in an area. However, holding government agencies accountable to the community is to some extent a matter of institutional design and internal checks and balances, and ultimately, it is the people who are responsible for monitoring its performances and demanding responsive behaviour.

The IDP is based on community needs and priorities. Through the IDP the community has the opportunity to participate in identifying their important needs (DPLG 2005:141). One of the strengths of the IDP is that it values the relationships between improvement, democracy and delivery. Building local democracy is the fundamental responsibility of local government and municipalities should develop policies and mechanisms to continuously connect with citizens, businesses and community groups.

2.4 MUNICIPAL STRUCTURES ACT (NO. 117 OF 1998)

The purposes of the Municipal Structures Act (MTSA) are to provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality; establish criteria for determining the category of municipality to be established in an area; define the types of municipality that may be established within each category; provide for an appropriate decision of functions and powers between categories of municipality; regulate the internal systems, structures and office-bearers of municipalities; provide for appropriate electoral systems; and provide for matters in connection therewith.

The MSTA (1998:58) also provides guidelines for the formation and functioning of various local political structures and the internal system and structures, including electoral systems and the division of powers and functions between district councils and local municipalities.

The MSTA (1998:90) emphasises community participation by stating that the duties of the executive committee members are to report on the community involvement in municipal affairs and to ensure community participation and consultation and report the effects thereof on decisions taken by the council. In terms of section 19 of the Act, municipalities are required to make every effort to attain the objectives set out in Section 152 of the Constitution, namely to:

- Develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers; and
- Review the desires of the community annually and devise municipal priorities and policies for meeting those desires and involving the community in all municipal processes.

Through these objectives, it is clear that the importance of community participation in matters of local government through the various processes such as the IDP cannot be ignored. Therefore community members should be encouraged to participate in programmes aiming to improve service delivery.

2.4.1 Ward Committees

In terms of section 73 of the Municipal Structures Act (1998:27) the establishment of ward committees is required as one of the focused structures to enhance participatory democracy in local government. The Act also stipulates that it must comprise ten elected members. The ward councillor shall be the chairperson of the ward committee and obligates the municipal council to make guidelines regulating the course of action to elect ward committee members. The objective is to boost community participation in local government.

Ward Committees should serve as an important medium between communities and municipalities. Ward Committees constitute elected officials and work as a focused participatory structure. The participatory governance system is meant to supplement formal representative local government and should not restrict the right of municipal councils to rule. Section 74 of the Local Government Municipal Structures Act (No. 117 of 1998) lists the powers and functions of ward committees as being firstly, to make recommendations on any matters affecting a ward to the ward councillor or through the ward councillor to the council; and secondly, to also exercise powers and perform duties that may be allocated to it by the council. Ward Committees would also act as a resource through which non-political organisations can consult with communities.

Ward committees can also invite council officials and other persons with specialised knowledge to advise them on various matters. Another role is to participate in strategic decisions relating to the provision of municipal services and finally, ward committees might be consulted via the Mayoral Committee through the ward councillor to make inputs concerning a ward-specific issue such as rezoning of properties. This means that ward committees are there to help the council and its administration to fulfil their responsibilities in an advisory manner, including informing and educating communities about municipal operations.

2.4.2 Integrated development plan (IDP)

Section 16 subsection 4 of the MSTA (1998:38) encourages the local community to get involved in the affairs of the municipality. In this regard the community can participate in the municipal planning processes. For the example, the community can participate in the integrated development plan (IDP) process in the following stages, namely preparation, implementation and review. Referring to the Local Government Municipal Structures Act (No. 117 of 1998) in addition to the powers listed above, the *Establishment of Ward Committees* document specifically refers to the role of ward committees in the review of the IDP for the municipality as well as the council's budget, acting as a resource through which council, national and provincial government could consult with communities.

From the preceding discussion, it is apparent that ward committees have several functions allocated to them, including the promotion of participatory local democracy and social and economic development; and review, consultative and advisory functions.

2.5 MUNICIPAL SYSTEMS (ACT NO. 32 OF 2000)

The purposes of the Municipal Systems Act (MSA) are to provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, while ensuring universal access to essential services that are affordable to all; to define the legal nature of a municipality as including the local community within the municipal area, working in partnership with the municipality's political and administrative structures; to provide for community participation; to establish a simple and enabling framework for the core processes of planning, performance

management, resource mobilisation and organisational change which underpin the notion of developmental local government; to provide a framework for local public administration and human resource development; to empower the poor and ensure that municipalities put in place service tariffs and credit control policies that take their needs into account by providing a framework for the provision of services, service delivery agreements and municipal service districts; to provide for credit control and debt collection; to establish a framework for support, monitoring and standard setting by other spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment; to provide for legal matters pertaining to local government; and to provide for matters incidental thereto.

The MSA (2000) further specifies that during the development, implementation and review of municipalities' performance management systems municipalities must include local communities. Municipalities should also allow communities to partake in formulating key performance indicators and targets. The MSA encourages community participation in local government planning and budget processes, as well as in monitoring and performance review activities. The focus of municipalities is to encourage the involvement of communities in the affairs of the municipality including ward committees and IDP.

The MSA also provides that participation by the local community in the affairs of the municipality must take place through political structures. Chapter 2 of the Act stipulates the encouragement of community participation, consultation and involvement in the activities and functions of municipalities (RSA 1996:30). In fulfilling the constitutional mandate, the MSA provides for all municipalities, together with their stakeholders, to jointly complete their IDP process (RSA 1996:36). In addition to the community being involved in municipal functions including the preparation, implementation and review of the IDP, the community has an expanded role to establish, implement and review performance management systems (PMS); prepare the local budget; and make strategic decisions relating to the provision of municipal services (RSA 1996:30).

2.5.1 Community participation

Section I6 of the Municipal Systems Act (2000:16) highlights that community participation, is a principal concept of the IDP. This section calls for the municipality to advance a way of life of municipal governance that supplements formal representative government with a system of participatory governance. The MSA outlines the encouragement and creation of an environment for the community to take part in the affairs of the municipality. The community is encouraged to participate in the preparation, implementation and review of the IDP. Community involvement impacts on building the capacity of the community to participate in the affairs of the municipality and council to shape community participation, which in turn improve service delivery.

According to section 17 (1) of the MSA, community participation must take place through ward committees, councillors and mechanisms, processes and procedures defined in the Act itself or that have been established by the council. In order to enable participation in local government, the municipality must provide the following.

- Procedures to receive and deal with petitions and complaints from the public;
- Consultative meeting with recognised community organisations and, when appropriate, traditional authorities;
- Procedures to notify the community about important decisions such as the IDP and allowing public comment when it is necessary; and
- Report back to the community.

The municipal manager must notify the public of the time, date and venue of every council meeting and council meetings must be open to the public if the discussion or voting takes place on a bylaw, the budget, the IDP, the performance management system or service delivery agreement. Communication must happen by means of the local newspaper. The MSA, notably, provides for community participation as a means to bring about service delivery.

According to section 42 of the MSA (2000:48), a municipality must establish appropriate mechanisms, processes and procedures that involve the local community in the development, implementation and review of the municipality's performance management system and, in particular, allow the community to participate in the setting of appropriate key performance targets of the municipality.

2.5.2 Ward Committees

The Municipal Systems Act (2000:55) makes recommendations for the launching and operation of municipal ward committees on procedures to be followed in establishing ward committees; how they are intended to operate; and the conduct of ward committee members. These guidelines require ward committees to prepare an annual capacity building and training needs assessment for members of the committee. The guidelines required by the guidelines required ward committees to meet at least quarterly.

Since 2001, ward committees have come into existence as a key institutional mechanism aimed at contributing towards bringing about masses centred development, participatory and democratic local governance. The role of ward committees is to supplement the role of elected councillors by creating a bridge between communities and political representatives. Ward committees have been set up in the vast majority of wards in municipalities across the country (Putu 2006:15). Public meetings should also be convened regularly. The meetings are supposed to enable the ward committee and ward councillors to register the concerns and inputs of the community with regard to service delivery and other issues in the ward, and report back to the community on issues that affect the ward.

2.5.3 Integrated Development Plan (IDP)

Councillors, the administrators of the municipality and the community itself form a partnership and have a significant responsibility to engage in community participation. According to section 29 of the Municipal Systems Act (2000:36), municipalities must find ways in which they can consult communities and residents on their desires and aspirations. In this regard, Marais (2007:7) states that the MSA requires an IDP to be developed by all municipalities in a manner that actively involves citizens, and emphasizes the significance of building capacity and distributing resources for community participation.

Municipal officials must also find ways through which they will provide for community participation in the drafting process and the review of the IDP. This process could lead to confidence-building of the community so that it has the capacity to impact the IDP process in a meaningful way, which in turn improves public service delivery in their local area.

2.6 WHITE PAPER ON TRANSFORMING PUBLIC SERVICE DELIVERY 1997: BATHO PELE PRINCIPLES

Batho Pele, a Sotho translation for “People First”, is an initiative to get public servants to be service oriented, to strive for excellence in service delivery and to commit to continuous service delivery improvement. It is a simple and transparent mechanism which allows citizens to hold public servants accountable for the level of services they deliver. Batho Pele is not an add-on activity, but rather a philosophy of service delivery whereby citizens are placed at the centre of public service planning and operations. It provides a useful approach to building a principle and practice of customer service.

Eight Batho Pele principles were developed to serve as an acceptable policy and legislative framework regarding service delivery in the public service. Batho Pele’s eight key principles include:

- *Consultation:* It is important for citizens to be consulted about the level and quality of services they would receive and, if situations permit, they should be given a choice about the service which they receive. Consultation is quite relevant to the IDP in the manner that during the development of the IDP, communities is consulted and given an opportunity to state how they would want the service in their areas to be delivered.
- *Setting service standards:* The standard of services that citizen expects should be communicated to citizens. During the IDP process, citizens should be given the service standards they would expect with regard to their services.
- *Increasing access:* Citizens should have equal access to the service to which they are entitled. The participation of the community in the IDP increases the chances of the citizen having access to information on the operations of the municipality.
- *Ensuring courtesy:* It is highly recommended that South African citizens be treated with respect, courtesy and consideration.

- *Providing information:* In order for citizens to fully participate in government affairs in all spheres of government, they should be given full and accurate information.
- *Openness and transparency:* Participation of communities in matters of local government, including municipalities, increases the accountability and transparency of government and municipal officials.
- *Redress:* In a case whereby the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy. Furthermore when complaints are made citizens should receive a sympathetic, positive response.
- *Value for money:* Public services should be provided inexpensively and cost-effectively in order to give citizens the best possible value for money.

Batho Pele principles can be used by the public and ward committees as benchmarks to monitor and provide feedback on municipal service quality, especially in across-the-counter service (RSA 2005:20). Batho Pele principles commit all municipal officials to quality service delivery, as well as honest and transparent communication with the country's citizens. Customers are being viewed as clients with a promise of professional service at customer care centres for examples this obliges municipalities to continuously seek suggestions from communities with a view to improving the services rendered.

2.7 NATIONAL POLICY FRAMEWORK ON PUBLIC PARTICIPATION

The purpose of this document is to provide a policy framework for public participation in South Africa. It builds on the commitment of the democratic government to deepen democracy, which is embedded in the Constitution and, above all, in the concept of local government as comprising the municipality and the community. The government is committed to a form of participation which is genuinely empowering, and not token consultation or manipulation. This commitment involves a range of activities including creating democratic representative structures (ward committees); assisting those structures to plan at a local level (community-based planning); implementing and monitoring those plans using a range of working groups

and CBOs; supporting community-based services; and supporting these local structures through a cadre of community development workers.

The National Policy Framework for Public Participation (2005:12) demonstrates the significance of participating in a democracy by stressing the commitment of the democratic government to deepen democracy. The document contains guidelines for municipalities to ensure that the IDP and any improvement programmes from the government reaches all needy communities in South Africa. Its emphasis is the participation of communities in all development programmes that are launched in their locality in order to create an advancement of ownership.

2.7.1 Principles of Community Participation

According to the National Policy Framework for Public Participation (2007:22), principles of community participation outline how communities participate in their development and service delivery. The national policy principles to achieve community participation are stated as follows:

- *Inclusivity*: The inclusive principles tend to embrace all views and opinions in the process of community participation. During the consultation process, the views and opinions of the society are taken into consideration and integrated in to the IDP process.
- *Diversity*: In a public participation process it is imperative to recognize the differences connected with race, gender, religion, ethnicity, language, age, economic status and sexual orientation. These differences should be permitted to emerge and, where appropriate, ways sought to develop consensus. Planning processes must be built on these differences.
- *Building public participation*: Capacity-building is the active encouragement of stakeholders so that they clearly and fully understand the objective of community involvement and may, in turn, take such actions or conduct themselves in ways that are calculated to obtain or lead to the delivery of the objectives. During capacity-building community members should be encouraged to participate and the benefits of participation should be explained.

- *Transparency:* Promoting honesty, sincerity and openness amongst all role players in the process of community participation is of paramount importance. Therefore, it is imperative for government initiatives towards development to be conducted in a manner that promotes transparency and accountability.
- *Flexibility:* This principle speaks to the ability to create an opportunity for adjustment for the use of the participatory process. Flexibility is often compulsory in respect of procedure and timing. If this principle is encouraged the participatory processes up front, it will allow for adequate community participation, realistic management of costs and better ability to manage the quality of the output.
- *Approachability:* Accessibility is aimed at ensuring that stakeholders in a community involvement process fully and clearly recognize the aim, objectives, issues and procedures of the process, and are encouraged to take part effectively. This principle ensures not only that the stakeholders can link to the procedure and the issues at hand, but also that they are, at the practical level, able to make their input into the process.
- *Answerability:* All the participants in the participatory process take full responsibility for their individual actions and conduct. They are also willing and committed to implement, abide by and communicate as necessary all measures and decisions in the course of the procedure.
- *Respect, trust and commitment:* In the whole process of public participation, trust is important. Trust is used to denote confidence and faithfulness in the honesty, sincerity, integrity and ability of the procedure, thus facilitating the process. If the whole process of participation is done in a rush without enough resources being allocated to carry out the process, it will undoubtedly be seen as a public relations exercise and is likely to diminish the trust and respect of the community in whoever is conducting the process in the long term, to the detriment of any community involvement process.
- *The integration:* The integration principle is important in the sense that community involvement processes are integrated into mainstream policies and services, such as the IDP process and service planning.

The main components of the model include the 1996 Arnstein Ladder of Participation (See Table 2.2); the legislative framework; and an evolving approach with emphasis on the role of ward committees and community-based planning, implementation and monitoring.

Table 2.2: The application of community participation principles

Principle	Examples of applying these principles
Inclusivity	Identifying and recognising existing social networks, social organisation, organisations, social clubs and institutions and using them as an arrangement for communication.
Diversity	Ensure that different interest groups including womanhood, the disabled and youth groups are characters of the governance social system.
Building community capability	Solicit funding from external funders to capacitate ward committees and IDP forums on their responsibilities in development and service delivery.
Transparency	Enforcing trustworthiness in the community by opening an opportunity for community members to attend council meetings.
Flexibility	Being flexible in terms of language, time and approaches to public meetings and cognitive processes.
Accessibility	The use of the local language when conducting public meetings.
Accountability	Ensuring report back to community forums or ward committees at least on a quarterly cornerstone.
Trust, Commitment and Respect	Ensuring that the intent of the development process as well as how it will develop is explained adequately.
Integration	Integrating ward design with the IDP and budget and carrying out management processes. Including end-user committees mainstream services, e.g. School Governing Bodies.

Source: National Policy Framework for Public Participation (2007)

The table above sets out the principles applicable to community participation. Communities should participate in all these principles in so far as their service delivery is concerned. These principles ensure that the delivery of services responds to needs and aspirations of the people.

The policy for democratic developmental local government where public participation features is contained initially in the Constitution and thereafter gives content to the National Policy Framework on Public Participation (NPFPP); the White Paper on Local Government (1998); the Local Government: Municipal Structures Act (No. 117 of 1998); the Local Government: Municipal Systems Act (No. 32 of 2000); Intergovernmental Relations Framework Act (No. 13 of 2005); and the White Paper on Transforming Public Service Delivery (1997): Batho Pele Principles. Collectively, these documents provide for both the institutional involvement of the community and community organisations in local government matters, as well as for consultation with communities through methods such as consultative meetings and public hearings.

2.8 CONCLUSION

The Constitution articulates the rights of citizens and participatory democracy. It emphasizes the involvement of the community in the IDP process and provides the road map on how the IDP at all levels of government should be conducted. The Constitution indicates that it is the local government objective to encourage the involvement of communities and community organizations in the matters of local government. This needs a partnership approach and an effective partnership where local authorities provide strong leadership in their areas and their communities. Therefore, local government authorities should create opportunities for participation by placing more power and resources at closer and more easily influenced levels of administration.

National Policy on Public Participation also talks about the importance of involving the community in the business of local government. It states that municipalities must find a way of involving local communities in all matters for example in the IDP process. It also provides the principles of community participation and their applications.

The White Paper on Local Government (1998) gives effect to the new vision of local government entrenched in the Constitution. Section 2 of the White Paper forwards the vision of a developmental local government which centres on working with the local community in breakthrough sustainable ways to meet their needs and improve the quality of their lives as well as to have input into the way services are delivered. This indicates that community involvement is not an end itself, but rather a means to achieve a better calibre of life for the people while deepening democracy. It therefore needs the active involvement of citizens as voters in the processes of policy making, and consumers and service users and partners in resource distribution.

Chapter 4 of the Municipal Systems Act (No. 32 of 2000) talks about community engagement. Section 16 (1) states that the municipality should develop “a culture of municipal governance that complements formal representative government with a system of participatory governance”. The Act provides the opportunity for involvement by those who cannot write and read. People with disabilities, woman and other disadvantaged group are mentioned, which means that they must not be left out.

The Municipal Structures Act (Chapter 4, Sections 73–78) suggests that local municipalities should have ward committees as one of the specialized mechanisms to “enhance participatory democracy in local government”. Municipalities are abounded to honour all fundamentals in these sections as they are in charge of identifying the specific process and regulations that will give effect to them. Engagement with the local community in the matters of the municipality must take place through political structures in terms of the Municipal Structures Act. Batho Pele principles have been discussed, highlighting that it is imperative for municipalities to look at the principles of Batho Pele for their IDP process in order to include local communities in the whole process.

Effective community participation should ensure compliance with the above legislative stipulations with regards to the functioning of the IDP and ward committees.

CHAPTER THREE: COMMUNITY PARTICIPATION

3.0 INTRODUCTION

Prior to 1994, Black, Coloured and Indian communities were excluded from the decision-making process through statutory mechanisms such as the Group Areas Act of 1950 and the Population Registration Act (No. 30 of 1950). The structure of government during the apartheid regime consisted of national and provincial government which comprised four provinces and local government. Local municipalities were only allowed to implement initiatives that were provided for by national and provincial laws. According to Tapscott (2006:3) African, Indian and Coloured people were not allowed to participate in elections for decades and public engagement by black people at local government level was limited to their own structures.

In an attempt to reverse this discrimination and exclusion of the majority of the people, the democratic government, post 1994, had to find ways to incorporate previously excluded groups into the decision-making process, which would ultimately lead to participation in the economic life of the country (Davids 2006:18). Following the historical April 1994 elections, the new Government of National Unity (GNU) had the challenging task of undoing the past injustices of public exclusion.

3.1 DEFINITION OF COMMUNITY PARTICIPATION

The term “community participation” gained popularity from a growing recognition of the need to involve stakeholders in development interventions. Community participation can be defined in various ways and it means different things to different people. For instance, Sithole (2005:2) define community participation as the democratic process of engaging people in thinking, deciding, planning and playing an active part in the development and operation of services that affect their lives. Theron (2005:113) defines community participation as an elusive concept which acts as an umbrella term for a new style of development planning intervention.

However, according to Nzimakwe (2008:7), community participation is the involvement of citizens in a wide range of administrative policy-making activities; determination of levels of services, budgeting and include as the acceptance of physical construction projects so that

government is oriented in programmes based on community needs and encourage a sense of cohesiveness within society.

Phango and Hnyane (2007:94) define community involvement as being characterised by two way exchange of information amongst the people, as well as the legitimate officials which result in the delivery of valuable information about the desires and goals of the local people to the public authorities in order to originate and implement decisions in entering partnership commitments.

Community participation is defined in the Draft Policy Framework by the Department of Provincial Local Government (2005:5) as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision making. It further states that community participation is the democratic process of involving people, deciding, planning, and playing an active part in the development of services that affect their lives (DPLG 2005:5).

According to Madlala (2005:5), community participation is the creation of opportunities and avenues for communities to express their views and opinions in matters of governance, either directly or indirectly. Communities must be engaged from the planning to the implementation and evaluation phases of a particular activity or project in order to ensure the transfer of skill, knowledge and ownership of the process to local people.

The International Labour Organization (ILO), through the Participating Organizations of Rural Poor Programme argues that international strategies and assessments have shown that a grassroots approach to community participation has generated the following definition of community participation:

‘What gives real meaning to participation is the collective effort by the people concerned in an organised framework to pool their efforts and whatever other resources they decide together to attain objectives they set for themselves. In this regard, participation is viewed as an active process in which the participants take initiatives and take action stimulated by their own thinking and deliberating over which they can effectively control’.

For the purpose of this study, community participation is considered to be a process of engaging local communities in a democratic process in municipal matters to enhance their socio-economic status. It is evident from all of the above definitions that communities are central to their own development. Development should not take place without involving the people who will be affected by the proposed development.

3.2 HISTORICAL BACKGROUND TO PUBLIC PARTICIPATION

Theron (2005:112) maintains that the birth of the new South Africa has accelerated the search for appropriate new strategies to increase the participation of the public in all field of government, particularly in the local government sphere. Hamman (2003:21) contends that public participation in post-apartheid South Africa exists in an uneasy state of tension. This uneasy state of tension is, on the one hand, of the anti-apartheid struggle which in the mid-1990s reflected a rich tradition of activism characterised by many NGOs and civic associations. On the other hand, public participation in South Africa has been negatively affected by the legacy of apartheid, which has exacerbated challenges that are common to public participation.

Prior to the introduction of a democratically elected government in 1994, apartheid policies deprived South Africa of the opportunity to encourage good public participation in the making and implementation of policy (Masango 2002:52). This state of affairs was because of the fact that during the apartheid era, black South Africans who are in the majority, were not afforded the opportunity to participate in general elections, or to contribute to the process of making and implementing policies that affected them. Masango (2002:54) maintains that during the apartheid period, the participation of local citizens, especially blacks, was lacking in the extreme and was primarily limited to compliance.

According to Masango (2002:54), those who wanted to participate in public affairs regarded the government as being undemocratic and illegitimate. Perceptions of this nature brought anger and frustration to the majority of the people. This anger and frustration was released through boycotts and protest actions against public policies (Masango 2002:54). It is worth noting that, currently, South Africa is faced with an unstructured type of public participation - though limited - in the form of protest marches for service delivery.

According to Hamann (2003:32), sustainable development needs to link participation to the broader democratisation of local governance. This is indeed the case in South Africa today, as municipalities are required by legislation to practise public participation, which in turn promotes effective local governance and ensures the ultimate power of community voices in development at ward level. The wall-to-wall demarcation of municipalities in South Africa implies that every ward belongs to a certain municipality. Therefore any development, takes place at ward level. This means that ward committees are regarded as vehicles for public participation.

Local government, being the field of government closest to the community, was tasked with facilitating the process of re-introducing people into the affairs of government (Davids 2005:18). In this regard, Davids (2005:18) holds the view that a defining characteristic of the new system of democratic local government is the space it offers to communities to become actively involved in development decision-making, governance and power.

3.3 PARTICIPATION IN A DEVELOPMENTAL CONTEXT

According to section B of the White Paper on Local Government (1998:34), municipalities require extensive involvement of citizens at four levels, namely as voters; citizens; consumers and stakeholders. Communities participate in municipality matters as voters in order to ensure that there is maximum democratic answerability of the elected political leadership for the policies they are inspired to promote. Communities also participate as citizens who express, via different stakeholder associations, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible.

Communities participate as consumers and end-users that require value for money, affordable courteous and responsive services. In this way, they seek to be involved in municipal business. The participation of communities as organised stakeholders taking part in the distribution of resources for development through non-governmental organisations and community-based institutions is also important therefore, participatory democracy has a tendency to emphasise people's direct participation in the decision-making process.

Mogale (2003:215) explains how public participation should be understood against a larger holistic picture that includes matters such as globalisation, the practical implication of the difference between the concepts of government and governance, local governance and poverty reduction. The Manila Declaration (1998) formulates four views of public participation as a basis to people-centred development. These are:

- Authority belongs to the people, the real players of positive change;
- The lawful role of government is to make it possible for the people to establish and pursue their own agenda;
- They exercise their authority and take charge for the development of themselves and their communities. The people must be in control of their own resources, have access to pertinent information and have ways to hold the offices of government answerable; and
- Those who are in charge of helping the people with their improvement must realise that it is them who are taking part in support of the people's agenda, not the other way round. The value of the outsider's contribution will be measured in terms of the enhanced capacity of the people to determine their own future.

These views are echoed in the African Charter for People Participation in Development and Transformation (1990). The following is a statement from the Charter:

“We believe strongly that popular participation is, in essence, the government of the people to effectively involve themselves in creating the structures and in designing policy programmes that serve the interest of all as well as to effectively contribute to development and share equitably in its benefits”.

At the international level, the so called core values for the practice of public participation formulated by the International Association for Public Participation (IAP2, 2002) are confined by global policy statements. The core values read as follows:

- The public should have a say in decisions about actions that affect their lives.
- Public participation includes the promise that the public's contribution will influence the decision.

- The public participation process seeks out and facilitates the involvement of those affected.
- The public participation process communicates to communities in defining how they participate.
- The public participation process communicates to communities how their input affected the decision.
- The public participation process provides communities with the information they need to participate.

These core values emphasise the importance of a bottom-up approach as opposed to a top-down approach. In other words, it should be the people at the grassroots level who decide what they want and how it should be provided. Therefore their participation will ensure that their views are echoed and will also be included in the IDP. Consequently it is so imperative for municipalities to ensure that people participate in municipality matters to ensure that these core values are realised. Hence this study evaluates community participation in the IDP process, as it encourages people to take part in their own development.

3.4 THE INTEGRATED DEVELOPMENT PLANNING (IDP) PROCESS

Integrated Development Planning (IDP) is a process through which municipalities prepare a strategic development plan for a five year period. The IDP is a product of the integrated development planning process. The IDP is a principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality.

According to Mogale (2003:232), the IDP is the overarching fulcrum around which local government developmental and regulatory responsibilities revolve, and has been proven to be a vital tool in ensuring the integration of the legitimate physical and economic needs of local communities with broader municipal goals. Therefore, programmes aiming to improve service delivery should be initiated according to what is embedded in municipal IDPs.

The IDP serves as the principal strategic management instrument and guideline for municipalities for service delivery. It was first introduced in 1996 in an amendment to the Local

Government Transition Act (No. 209 of 1993), a year in which the attention of the new government led by the African National Congress (ANC) shifted from the reconstruction of national and provincial government towards the establishment of a new local government system (Harrison 2008:323).

An IDP is a super plan for an area that gives an overall framework for development. It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area. It should take into account the existing conditions, problems and resources available for development. The plan should look at economic and social development in the area as a whole.

The process must set a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected. All municipalities have to produce an IDP and are responsible for the co-ordination of the IDP with other stakeholders who can impact on and or benefit from development in the area.

Local government, as the sphere of government closest to the public, has been tasked with facilitating the process of bringing people back into municipalities. Municipalities are legally obliged to ensure the participation of communities and community organisations in the formulation of municipal budgets and plans. This is largely done through the establishment of IDPs at local level.

3.4.1 Functions of the IDP

An IDP provides a strategic framework for democratic municipal governance in that it sets out the vision, needs, priorities, goals and strategies of a municipal council to develop the municipality during its five-year term of office. Therefore new council has to draw up its own IDP. According to the Municipal Systems Act (No. 32 of 2000), all municipalities (i.e. metropolitans, district municipalities and local municipalities) have to undertake an integrated development planning process to produce IDPs. The IDP thus has a legal status. It supersedes all other plans that guided development at local level.

Once the IDP is compiled, all municipal planning and projects should happen in terms of the IDP. The annual Council budget should be based on the IDP. Other government departments

working in the area should take the IDP into account when making their own plans. It should take six to nine months to develop an IDP. During this period, service delivery and development continues. The IDP is reviewed every year and necessary changes can be made.

The executive commission or executive city mayor of the municipality has to manage the IDP and may assign this responsibility to the municipal manager. In most cases, an IDP co-ordinator is appointed to oversee the cognitive process. IDP co-coordinators report directly to the municipal manager and the executive committee or the executive mayor. The IDP has to be done in consultation with forums and stakeholders. The final IDP written document has to be approved by the council.

3.4.2 Phases in the IDP process

The process undertaken to produce the IDP consists of six phases, namely analysis, strategies, projects, integration, approval and assessment.

Phase one

Analysis: During this stage information on the existing conditions within the municipality is collected. The information collection process requires some consultation with those role players who are expected to participate or to be consulted in the planning process such as community and stakeholder groupings who are to be given the opportunity to become part of the organisational arrangements. In this regard, the community gets to know from the onset what will happen about service delivery in the local community. It focuses on the types of problems which the communities in the area are faced with, as well as the causes of these problems. The identified problems are assessed and prioritised in terms of what is urgent and what needs to be done first. Selective information on the accessibility of resources is also collected during this stage.

Phase two

Strategies: During this phase, the municipality works on finding solutions to the problems assessed in phase one. This entails:

- Developing a vision of the municipality

The vision is a statement of the ideal situation the municipality would like to achieve in the long term once it has addressed the problems outlined in phase one of the IDP process.

- Defining development projects

Development objectives are clear statements of what the municipality would like to achieve in the medium term in order to deal with the problems outlined in the first phase.

- Development of strategies

Once the municipality has worked out where it wants to go and what to do to get there, it needs to work out how to get there. A development strategy is about finding the best way for the municipality to meet a development objective.

- Project identification.

Once the municipality has identified the best methods of achieving its development objectives, this leads to the identification of specific projects.

Phase three

Projects: During this phase, municipal officials work on the content and depicted projects identified during phase two. A clear detail for each project has to be worked out in terms of:

- Who is going to benefit from the undertaking?
- What is the cost of the project?
- Where to get funds to fund the project?
- How is this project going to be funded?
- Who is going to manage the undertaking?

Clear objectives of the project are defined and worked out in order to measure performance, as well as the effect of individual projects on service delivery.

Phase four

Integration: Once all projects have been identified, the municipality has to check again that they contribute to meeting the target outlined in phase two. These projects will provide an overall word picture of the improvement plans. All the improvement plans must now be integrated. The municipality should also have an overall strategy for issues like dealing with AIDS, impoverishment assuagement and disaster management. These strategies are integrated into the overall IDP.

Phase five

Commendation: The integrated development plan is presented to the council to satisfy itself that the IDP complies with legal requirements and for consideration and adoption. The council must also be content that this document reflects issues or problems affecting the community and that the strategies and projects contemplated will contribute towards a progressive realisation of the objectives as outlined in the IDP. The council may adopt a draft for public comment before approval of finalised IDP written document.

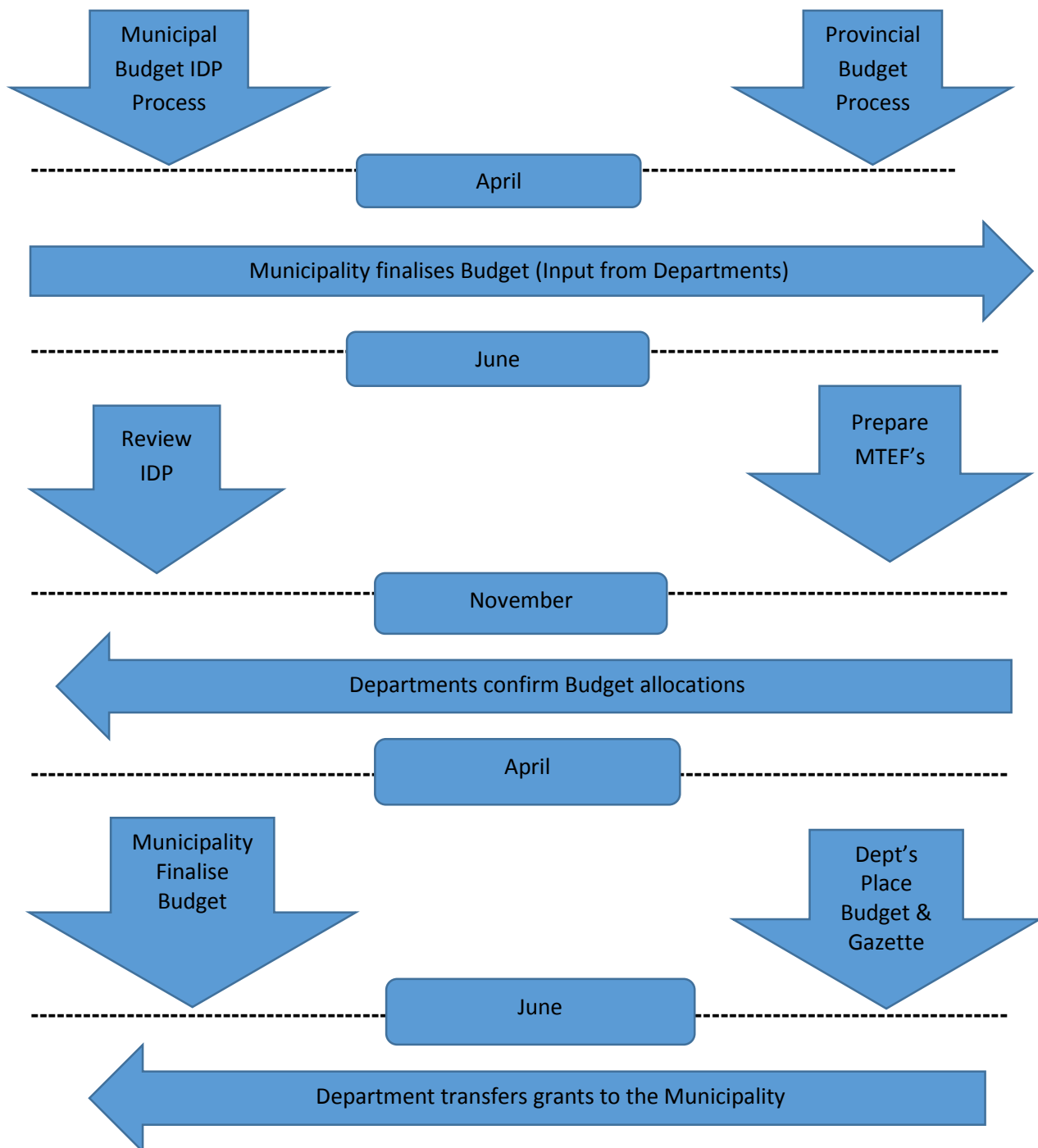
Phase six

Once the council has adopted and approved the IDP, a copy of the IDP together with the process plan should be forwarded within 10 days of adoption to the Member of Executive Council (MEC) for local government for assessment. It is the responsibility of the MEC to assess whether the IDP complies with the requirements of the legislation, but not necessarily to approve it.

At the centre of the IDP is a need for municipalities to engage with the community on a continuous basis. It is not only useful to listen to the community concerning their needs, but municipalities should also establish concrete means that will be put in place for community participation in development projects. Exposure to the detailed technical planning of projects can only serve to build the capacity of the community to handle those projects on their own. It is therefore important for local authorities to initiate community participation structures like IDP forums, which will be important structures enabling the communities to express their aspirations in the community development process.

Figure 3.1 below illustrates the municipal and provincial budget and IDP alignment process. It highlights to the critical dates for IDP review and budget approval and development. According to the Umzumbe municipality (2014-2015:14), the 2014/2015 Umzumbe Municipality IDP Review Action Programme is based on the alignment of the internal municipal processes (IDP Review, PMS and Budget) with the external processes (planning and budgeting) of national and provincial government. This alignment has a substantial impact on the 2014/2015 IDP Review Process, specifically in terms of key milestones and deadline dates. The Municipal Finance Management Act (MFMA) of 2004 also has a direct and significant impact on the 2014/2015 IDP Review Process in terms of alignment.

Figure 3.1: Municipal and Provincial Budget/ IDP alignment process



Source: Umzumbe Municipality IDP; PMS; and Budget Process Plan 2014-2015

The Umzumbe Municipality IDP planning and budgeting is informed by the Provincial and National government department's budgeting cycle. It is important for municipalities to take note of these budgeting cycles and ensure relevant and useful input into the budgeting process of national and provincial government at strategic times. Thereby this, municipalities will ensure that their priorities are captured and addressed and that IDP implementation is

facilitated. During April, the municipalities start to engage in a budget IDP process in which the inputs from other departments are also incorporated into the municipal budget IDP process. This process is finalised at the end of the same month. After the municipal budget IDP process has been finalised the municipal IDP Review is advertised, around the month of May for the public to make their comments which is then followed by the finalisation of IDP implementation plan.

During June, the municipal IDP is reviewed, the final documents are approved by the council and IDP performance agreements are finalised. Around November government departments confirms budget allocations to municipalities, which is then followed by the finalisation of the municipal budget in April of the following year and, in June the department transfer grants to the municipalities.

3.4.3 Benefits of the IDP

The IDP enables the municipality to get access to funds and outside investment. It sets out the development direction that the municipality supports. Through the IDP process, the municipality maintains a co-operative relationship with its communities and stakeholders. The municipality can monitor the performance of officials and councillors against the IDP document. The IDP process provides officials with a mechanism to communicate with their constituencies and enables them to make informed decisions. Councillors can measure their performance against the IDP document.

The IDP process provides municipal officials with a mechanism to communicate with communities. It enables the officials to contribute to the municipality's vision. The IDP process enables officials to be part of the decision-making process and it gives communities and stakeholders an opportunity to inform the council about their development needs and priorities. It is a mechanism through which communities and stakeholders can communicate with their councillors and executive committees. Communities and stakeholders can measure the performance of councillors and officials against the IDP document.

The IDP process provides a significant amount of financial resources for the implementation of projects with the provincial and national departments. The availability of the IDP document provides guidance to the department as to where its services are required and where to allocate

its resources. The South African government associates community participation in the IDP process with democracy.

3.4.4 Community participation in the IDP process

One of the ways of promoting community engagement in the policy process as suggested by Masango (2002:62) is “organising for participation”. Other ways suggested by Masango (2002:62) include putting in place structures and forums around local government matters that will ensure that the policy-making process is brought closer to communities.

Ward committees should also use the channels encompassed in the IDP process as they provide a platform for community participation. Hence the IDP helps to strengthen democracy and institutional transformation because decisions are made in a democratic and transparent manner, rather than by a few individuals.

The Development Bank of South Africa (DBSA) (2000:21) indicated that all stakeholders in the local government sphere should be involved in the integrated development planning process. The drafting of an IDP should include an exchange of information between the local authority and its community.

3.4.5 Role-players in the IDP process

According to Department of Provincial and Local Government (2008:70) the role-players in the IDP process are the municipality, councillors, stakeholders and provincial and national sector departments.

- *Municipality*: The municipality is the main role-player in the IDP process. The IDP gives guidelines to the local municipality on how it will go about initiating development activities to improve service delivery.
- *Councillor*: The IDP gives councillors an opportunity to shuffle decisions based on the needs and the aspirations of their constituency. It provides councillors with a mechanism to communicate with their constituencies and also enables councillors to measure their own performances.

- *Communities and other stakeholders:* The integrated development plan (IDP) is based on community needs and precedence. Communities have the opportunity to participate in identifying their most important needs. The integrated development plan (IDP) process encourages all stakeholders who reside and conduct business within a municipal area to participate in the formulation and implementation of the development plan.
- *National and provincial sector departments:* The provincial and national government is responsible for delivering many government services at the local level. These include police stations, clinics and schools. It is of paramount importance that municipalities take into account the programmes and policies of these departments. The provincial and national departments should participate in the IDP process of municipalities so that they can be guided on how to use their resources to address local needs.

The Department of Provincial and Local Government (2008:77) proposes that an IDP Representative Forum be established to encourage the participation of communities and other stakeholders. The forum may include:

- Members of the Executive Committee of the council;
- Councillors, including district councillors;
- Traditional leaders;
- Ward Committee representative;
- Heads of Departments and senior officials from municipalities and government departments;
- Representatives from organised stakeholder groups;
- People who fight for the rights of unorganised groups, e.g. a gender activist;
- Resource people or advisors; and
- Community representatives, e.g. the reconstruction and development programme (RDP) forum.

The purpose of this forum is to provide an opportunity for stakeholders to represent the interests of their constituency and provide a structure for discussion, talks and juncture decision-making. It encourages appropriate communication amongst all shareholders and the municipality, and monitors the preparation and implementation process (Department of Provincial and Local Government 2008:79).

Furthermore, the responsibility to prepare and adopt the IDP lies with municipalities. However integrated development planning is an inter-governmental system of planning which requires the involvement of all three spheres of government and some contributions have to be made by provincial and national government to assist municipal planning (Radnor and McGuire 2004:40)

3.5 WARD COMMITTEES

According to the Department of Provincial and Local Government (2001:30), one of the role players in IDP process is the ward committees. A ward committee is made up of community representatives in a local municipal ward or within a local or metro municipality. Ward committees are representative advisory bodies which assist ward councillors intended to facilitate communication and mobilization between ward councillor and the community.

South African legislation requires that ward committees remain structures for community participation in local government issues (RSA 1998). Ward committees have a particular role to play within the IDP process (DPLG 2001:38). They can execute their role and responsibility of organising IDP participation process at ward level a process which is also called community-based planning (South African Local Government Association 2006:70). Community participation is emphasised in local government legislation throughout South Africa. Ward committees should be seen as the mechanism used by the legislature to assist municipalities to comply with their constitutional requirement (Department of Provincial and Local Government 2005:25).

Traditional structures should form an integral part of ward committees. Ward committees may attend and participate in council meetings, but they may not vote. The Constitution specifies that only members of council may vote. Traditional leaders may make proposals and ask questions. Ward committees should have terms of reference in order to give guidance regarding the rules and regulations that apply to their position, and code of conduct to ensure that all members conduct themselves in a way that is expected of a person with certain privileges and responsibilities (Department of Provincial and Local Government 2005:27).

3.5.1 The composition and election of ward committee members

As noted from section 73 of the Local Government Municipal Structures Act (No. 117 of 1998), a maximum of ten individuals shall comprise a ward committee. Additionally this Act prescribes that women should be equitably represented in a ward committee and a diversity of interests should be represented. It is not stipulated what these interests might be and whether they should coincide with the functional areas of provincial and local government. Ward committees are made up of ward councillors who are solely representing their ward in the municipal council. There shall be a chairperson of the ward committees.

In addition, according to the Ward Committees Document (2001:28), the composition and election of ward committees shall take into account geographic representation. The composition of ward committees should promote gender equality. While the composition of ward committees promotes organized democracy, it also ensures that members of ward committees represent broader community lines.

No detailed ranking procedure was prescribed for the election of representatives from each interest group or geographic regions in a ward. In the Umzumbe Municipality, a variety of ad hoc procedures were followed to elect those ten members. Considering the fact that a ward committee consists of only ten members and some of the wards are large in terms of geographic extent and population composition, the accommodation of gender equity, all interest groups and fair geographic representation becomes a practical impossibility.

3.5.2 Role and functions of ward committees

According to Putu (2006:14), ward committees are an integral part of local government and an important way of obtaining the intents of local governance and democracy. Its responsibility is to facilitate community participation; disseminate information to help rebuild the partnership for better service delivery; and provide assistance in dealing with problems experienced by the people at ward level. Putu (2006:14) further argues that ward committees are established to facilitate community engagement in local government.

Ward committees have no executive powers but serve as an independent, advisory structure for the ward councillor and the council. It should be acknowledged; therefore, that ward committees were established to serve as instruments for community participation and

sustainable local government. Ward committees have been identified as the most important structure through which communities get involved in local government in South Africa.

The ward committee should be set up in a way that it can reach most sectors and areas in the ward for service delivery. The ward committee's main tasks are to communicate and consult with the community in respect of development and service plans (Nyalunga 2006:45). The work that ward committees are doing and the role that they play must be part of the IDP process and service delivery. There should be a good partnership between the ward committees and community development workers. The community development workers that provide a link to government service delivery must make this link strong (Department of Provincial and Local Government and Government Gazette 2005:14).

Ward committees as development partners to government have their roles spelt out in the legislation and in the guidelines. Committees serve as a two-way communication distribution channel for both government and communities on issues relating to governance and the delivery of basic service. As partners in community development, ward committees provide the following strategic functions (DPLG 2005:41-60 and Nyalunga 2006:45) namely:

- Ward committees serve as messengers between the community and the council. Similarly ward committees provide communities with space to lodge or express their views and complaints.
- Ward committees have the responsibility to identify and utilise the skills and resources that exist within their communities. It is important for them to have a good understanding of what are available in their communities, in terms of finance, expertise, volunteers and community facilities.
- Ward committees play a role of providing support for groups involved in community structures and activities. This involves recognizing and acknowledging the value of contributions and giving encouragement to the needy.
- Ward committees serve as a strategic mobilising agent for both the municipality and the community in the planning and implementation of programmes, as well as in mobilizing partnerships for the development of local projects.
- Ward committees interact with external role players on behalf or for the benefit of their local communities.
- Ward committees influence decision through lobbying and persuasion.

- Ward committees disseminate relevant information to municipal processes, decisions taken and projects

The system of allocating ward committee fellow member portfolios ensures that each ward committee member has a particular character to play within the ward (Department of Provincial and Local Government 2005:26). Furthermore, this system also allows them to gain experience and understand issues related to other portfolios. The role of ward committees is to make sure that voters directly participate and partake in decisions made by the council. They should be part and parcel of the processes and structures that affect their lives as ordinary citizens.

3.5.3 Role of ward committees in enhancing community participation

While acknowledging that community participation is an integral part of local democracy and participatory local governance. The involvement of communities and community organisations in the matters of local government is one of the objectives of local government. SALGA sees ward committees as only one of the methods to be used to ensure community participation and community involvement in the municipality.

Formal ward committees have been established in the majority of municipalities in the country. It is evident that there is strong willingness by most municipalities to encourage community participation, in particular through effective citizen committees. Therefore, there does not appear to be a need to oblige municipalities to establish ward committees. The focus should be on the effectiveness of the operations of such ward committees, with specific regard to the governance model, a model for accountability and the resourcing thereof.

The structuring of ward committees, despite the legal and local rules made, still remains problematic. The Ward Committee Document refers to a community as a ward community, which in the case of the Umzumbe Municipality could mean anything from 9735 up to 13308 residents, that is, a geographic community. Can such large numbers of individuals form a homogeneous and unified community when South African society can be characterised by class, race and various socio-economic attributes?

No matter how communities, interest groups and sectors are defined, they are part of larger increasingly complex structures transcending local ward boundaries and may include interests

at the provincial and national government levels as well. It is problematic as to exactly where the cut-off point is between local government, provincial and national government issues. The distribution of power and resources between structures that transcend wards places limitations on what so-called ward committees may achieve. Regular joint meetings of several neighbouring ward committees may address the problem of overarching community interests.

Furthermore, as set out in the rules for ward committees, they have an additional advisory function for the ward councillor. The ward committee can advise the councillor on land use applications, public advertising applications, or development applications. Inputs from ward committee members may be submitted through the respective councillor and are fed into decision making processes which tend to be highly bureaucratised and elaborate. The outputs eventually made are not always traceable back to those who made them.

How do ward committees measure up in relation to Arnstein's (1969) theoretical model? Referring to the levels of public participation and the degree to which individual members may influence decisions made, they probably fall into the informing and consultation levels or rungs of Arnstein's (1969) hierarchy. A few impressions will be given of the levels of participation in advising and decision-making by ward committees in the Umzumbe municipal area.

Inputs to the IDP are an important activity, likewise those to the budget. Ward committees make inputs to both documents. The municipality, for example, exhorts residents to become active participants and not passive recipients. Many ward committee members do make inputs to the IDP and budgetary process. In terms of Arnstein's (1969) levels of citizen participation, this type of participation can probably be considered to be at the level of consultation where citizen requests are recorded in documentation, but they lack the power to ensure that their views will be heeded by the powerful. No feedback takes place in accepting or rejecting their inputs or informing ward committees of their acceptance or rejection and no assurance is given that the status quo is being affected. Councillors simply have to wait for their inputs to appear or not appear in documents in following years.

Besides ward committees, so-called public participation processes such as workshops and information sessions are also initiated at the wider community level with audiences other than ward committee members to seek their inputs on other documents such as various planning

schemes, by-laws and general policy documents. Once again, the level of public participation tends to be at the consultation level rather than at a higher level where citizens control the decisions made. As stated above, ward committees operate at the lowest level of government and merely play a consultative and advisory role in the decision-making process.

The question which then arises from this assertion is: How does one achieve real political participation by the masses in elections and participation by representatives? This question should also be considered in light of the fact that political decision-making is a part-time activity and large sections of the global population have become disenchanted with politics (Stoker 2006:98). Is it really fair to expect vast numbers of people to acquire the knowledge needed to contribute usefully on a part-time basis to complex local government issues?

The definition of a desirable level of community participation is never spelt out. When does sufficient exchange of information or participation occur? Does it refer to mass participation where all residents in a ward become involved in a decision over, say, a development, or does it refer to involvement by selected individuals and interest groups in decisions to be made? One may ask the question as to what is really achievable in terms of public involvement in decision-making. Is the highest rung in Arnstein's (1969) hierarchy - citizen power- attainable? The objectives of involving members of the community are similarly not clear. Is the objective to involve a greater number of individuals to smooth out party political biases that may be present in legislation and other policy documents presented to ward committees? Or is it to involve different levels of expertise and thereby supply information and influence content for the better? Is it to legitimate decisions made by involving individuals in addition to ward councillors? Is it perhaps believed that ward councillors are not the sole representatives of their respective wards? These issues are not clear – and certainly not in the case of the Umzumbe Local Municipality.

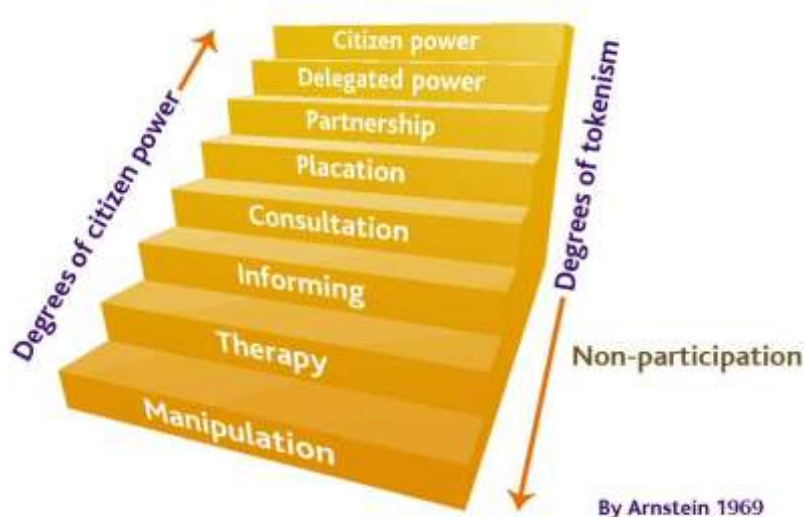
Local government is a complex sphere of government. Many of the issues with which local government has to deal as set out in Schedules 4 and 5 of the Constitution cover diverse subjects such as building regulations; municipal public transport; municipal planning; and water and sanitation services. The structure of local government tends to be compartmentalised into specialist functional areas with specialists employed to manage those areas. The problem of identifying who is responsible for what function contributes towards the gap between

officialdom and ward committees. Further field research is necessary to assess the outcomes of the responses by ward committee members to documents placed before them for inputs.

3.6 PUBLIC PARTICIPATION THEORIES AND MODELS

Community participation can take place at different levels. One common method of categorising participation is that of Arnstein's theory of (1969:216-224). Arnstein argues that participation can differ in scope and depth and formulates eight possible levels of participation that indicate the extent of the public's contribution. The degree of involvement ranges from the manipulation of citizen control to citizen power, as indicated in the ladder of participation below.

Figure 3.2: Ladder of participation



Source: National Policy Framework for Public Participation (2007)

Arnstein (1969:217) writes of eight rungs or levels of community participation. They are as follows, beginning at the lowest: Manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen power. These eight rungs could possibly be placed on a continuum involving varying degrees of exchange of information influencing decisions made. The lowest level is a simple ritual, while the highest is the holding of real power to obtain an outcome or to influence or change a decision to be made.

To expand on each level of citizen participation, Arnstein (1969:217) argues that manipulation and therapy describe levels of non-participation and are contrived by some as a substitute for genuine participation. Informing and consultation progress to levels of tokenism which allow the have-nots or those excluded from decision-making to have a voice or an opportunity to exchange information. Those citizens participating at this level lack the power to have their voices heeded by the powerful and hence have no assurance of changing the status quo.

Placation is a higher level of tokenism which allows the have-nots to advise but the power holders retain the continued right to decide. Partnership enables citizens to engage in trade-offs with traditional power holders, whereas with delegated power and citizen power, have-not citizens obtain the majority of seats in a decision-making body or have full managerial control. This typology does have its limitations as one requires a further operational definition to state precisely when public participation occurs-; when information is actually exchanged, and to what extent a participant influences or does not influence a decision made.

The goals of public participation are not always clearly spelt out in official documentation. The assumption made by those proponents of public participation is that one should aim to reach the highest rung-citizen power-in Arnstein's (1969) hierarchy. Some goals are mentioned below with regard to the Umzumbe Municipality but tend not to be well defined or operationalised. At most minimum, the goal of public participation is that of providing information to the public. Another is deflecting criticism and defusing opposition; while another is to inform policy makers about the preferences of the public. Further goals are to improve the effectiveness of decision-making; to empower community leaders and organisations by including the public in the planning process and to empower all residents of an area. The resolution of conflict and encouraging community self-help are other goals of public participation (Atkinson 1992:43)

These levels of community participation may be used in the IDP process depending on the objectives around community participation. The approach favoured will differ. However, in the South African context municipal officials and councillors often consider consultation and involvement to be the appropriate levels of engagement for integrated development plans DIPs. Drawing from the researcher's experience, municipal officials experience an internal conflict between the desirability of consultation and involvement and their desire to control the

development policy-making process. The public continue to feel excluded from the exercise of real political power, and this renders future participatory development interventions problematic.

There is a wide spectrum of views and ways of achieving community participation in development. Fokane (2008:60) states that there is no definite method that can be used to come up with a one-size-fits-all combination of strategies because strategies range widely in complexity, creativity and impact. It is believed that each strategy has its advantages and shortcomings. Their efficiency depends on other factors, such as the competence of the public participation practitioner and the appropriateness of the tool in use (Fokane 2008:60). The various models for community participation can be classified into a variety of groups depending on one's interest. Amongst the most relevant models are:

3.6.1 Self-mobilisation model

Self-mobilisation strategy is found where people participate by taking initiatives independently of any external institutions to change systems. The people themselves retain control over how resources are used. This bottom-up approach allows people to develop contacts with external institutions for resources and the technical advice they need.

3.6.2 Authentic public participation model

This strategy is seen as an active process by which the community influences the direction and execution of a programme with the view to enhancing their wellbeing in terms of income, personal growth, self-reliance or other values which they cherish.

3.6.3 Public participation model

In this case, the public has the degree of power to govern a project, programme or institution without the influence of government officials. Fokane (2007:60) indicates that these models can also be grouped according to the purpose that they serve or intend to achieve, depending on one's aims in using these models. Theron (2005:126) classified three levels of influence into strategies to achieve public participation as follows:

Level 1: Public participation through information-sharing strategies

These strategies are referred to as “participation as a means to an end” because participation is generally short-term. These strategies basically do not constitute community participation because they merely require the community to judge a finished or almost finished product. The examples of information sharing strategies are information documentation, exhibitions, media coverage and background information material. In the information-sharing strategy, all project beneficiaries are viewed as passive respondents in action.

Emphasis is placed on achieving the objective and not so much on the act of participation itself. There is no direct channel provided for feedback in this kind of community participation strategy. The primary concern is not about gaining long-term social advantages and sustainable development, but rather what community participation contributes to the end product. In this strategy, people do not have the opportunity to influence proceedings as the findings of the research are neither shared nor evaluated for accuracy.

Level 2: Public participation through consultation strategies

Kumar (2002:25) states that the community can participate by being consulted, as consultants and external officials listen to their views. An example of this kind of strategy is referenda which are a relatively inexpensive strategy and which allow democratic community participation, especially between elections. Other examples include questionnaire surveys, as well as in-depth and focus group interviews. The project beneficiaries need to respond to project management at various stages, which is why they should be more reactive in their action. There is no sharing in decision-making by the community. The professionals are under no obligation to take on board people’s views.

Level 3: Public participation through empowering strategies

The unique character of this strategy is that it frequently engages a reciprocal learning relationship between the beneficiaries and the developer. The community members are expected to develop and implement a proposal. Examples of this kind of strategy include imbizo and community indaba. In the South African context this means that the community directly engages with government officials in interactive meetings. Theron (2005:128) makes the suggestion that social networks can be used to offer communication infrastructure that

could be utilized to get communities to participate in grassroots decision-making; for example at taxi ranks, shebeens, crèches and beauty shops.

The ward committee approach in local government is another effective strategy for popular participation in projects. Theron (2005:128) warns that a strategy which might work in one project or community might turn out to be a disaster in another. However, he also mentions that the golden rule for appropriate public participation strategies is to select the best combination of strategies for the task at hand and that the agents should use their own judgment to select the best strategies.

These are models encourage communities to ensure that they take full responsibility for participation in their development. Communities should be part of the service delivery initiative of municipalities. Municipalities should come up with a way to encourage people to participate in their business in order to ensure that the IDP speaks to the needs and aspirations of the people. As Theron (2005:128) warns, there may be problems with the way these levels are interpreted in some quarters, and their overlapping can cause interference in making the right decision during the selection of strategies.

However even with of these models the IDP in South Africa still faces a number of challenges. To begin with, there is little agreement concerning what people-centeredness entails. How ought it to manifest itself in policies, procedures, and actions? What does participation mean? What are its characteristics? How does it differ from engagement, involvement and consultation? Equally important, the key question concerning participation is who owns the participatory process as delivered through the IDP? With whom does responsibility and authority for ensuring participation lie?

It is still not clear how the duties and prerogatives of government officials should be weighed against the political rights and responsibilities of citizens nor what the source from which authoritative answers to these questions may be obtained is? Is it the South African Constitution (1996)? The White Paper on Developmental Local Government (1998)? The Municipal Systems Act (2000), which states that it is for the people to govern? Or is it the desire of the masses, the country's 'voices from below'?

The absence of clarity and consensus with regard to such basic questions paralyses change agents both within local government and without. At the same time, it sows confusion within the public and permits people to form expectations that may be at odds with both what is desirable in principle and what is realistic in practice. These all questions have not been answered to general satisfaction.

3.7 REQUIREMENTS FOR EFFECTIVE PARTICIPATION

According to Theron (2005:111), community participation strategies should not be looked upon as a blue-print. Each situation calling for a community participation intervention will ask for a specific relevant combination of strategies. There is no best strategy available in the development market place. Strategies to be used are dependent on what is expected by the change agent and community stakeholders. Furthermore a participatory strategy is the vital means to achieving a consistent political debate on any specific concern. A community participation policy requires some characteristics in order to realise its objectives as identified by Davids (2005:23). These characteristics are discussed as follows;

- *Answerability:* The ability of an arrangement to keep track of who did what and/ made changes to the system. The Department of Water Affairs and Forestry (2001:11) states that there has to be a shared responsibility between role-players in terms of comments, burdens and benefits of community participation as well as shared accountability for the success and failures of the process. Accountability is the heart of good governance and has to do with holding governments accountable for their actions. This can be done through, amongst other things, decentralisation of decision-making and participatory arrangements. The ward committee can also play a vital role in ensuring that Ward Councillors in a specific ward area are held accountable.
- *Effectiveness:* Citizens should have access to information; access to the political process; and opportunities to provide and obtain information on policies and programme in time in order to participate effectively. Participatory planning requires that all stakeholders are clear on the process plan so that they can contribute meaningfully. It is crucially important that the process plan is communicated to the community via community structures such as ward committees.

- *Fairness:* Fairness means the advancement of impartiality. It includes taking part in negotiating in good faith with the best effort applied to reach consensus, considering all interests equally.
- *Inclusiveness:* Inclusiveness talks about allowing the involvement of all interests concerned with the issue that drives the community involvement process.
- *Power sharing:* Power sharing is a classic characteristic of the participatory democratic principle where the control of the decision is commonly accredited to all social actors, so that the final decision results as a product of the process of negotiation and conciliation.
- *Publicity:* The process of making decisions has to be transparent in order to make people aware of the process in order for all interested participants to participate.
- *Transparency:* The level of transparency on the side of the municipality allows all concerned parties in a decision-making process to have meaningful participation. This ensures that all motivations and objectives are clear and that information important to the decision is presented and is accurate. According to the DWAF (2001:17), the theory of transparency refers to the truthful, open and reasonable nature of community involvement. It also emphasised that productive relationships between civil society and government requires that role- players should be transparent, efficient and equitable.
- *Voluntariness:* Community participation should be voluntary in nature. This means that only those people who have an interest to take part in decision-making should be involved. In other words, no one should be forced to take part. If community participation is voluntary in nature, the results of the process can be based on a common agreement amongst all parties that all participants have an unbiased chance to defend their interests so that no decision or solution can be imposed.

In order to encourage the community to participate in the IDP process, municipality officials should ensure that these characteristics prevail throughout the IDP process. There is an element of relatedness of these characteristics to the principles of Batho Pele in a sense that Batho Pele

principles emphasises the importance of putting people first in the operations of government institutions.

Critics argue that public participation tends to focus on reaching a consensus between actors who share the same values and seek the same outcomes. However, the uncertain nature of many of the environmental issues is undermining the validity of public participation, given that in many cases the actors who come to the table of discussion hold very different perceptions of the problem and solution, which are unlikely to be welded into a consensus due to the incommensurability of different positions. This runs the risk of expert bias which generates further exclusion as those who are antagonistic to the consensus would be marginalised in the environmental decision-making process. This violates the assumed advantage of participatory approach to produce democratic environmental decisions. The further question is raised as to whether consensus should be the measure of a successful outcome of participation.

3.8 BENEFITS OF COMMUNITY PARTICIPATION

Improving community participation in municipalities can enhance good government and governance in the following ways:

3.8.1 Increased level of information in communities

One of the most common ways in which community participation improves governance is by increasing levels of information about local government in communities. A participatory methodology increases the understanding and dedication if the people have been taking part in the planning and implementation of the plans. Participation helps with partnership formation and consensus building and is viewed as a process of empowerment that helps to strengthen traditionally unacknowledged voices. Participation relates to the exchange of ideas between the community and the municipality. Participation also helps in building a knowledgeable and accountable community with the sense of possession of government development initiatives.

3.8.2 Improved need identification for communities.

A second benefit of community participation is improved need identification for communities. It must be remembered that Section 153 of the Constitution lists as a key duty of a municipality that it structure and manage its administration and budgeting and planning processes to give

priority to the basic needs of the community. While challenges remain to ensure that the marginalized and poor are represented or can participate in such forums or processes, they clearly can help better identify what local communities need. It helps stakeholders to increase their insight into local conditions and is considered a basic democratic right for the people to participate in matters affecting their own circumstances.

3.8.3 Improved service delivery

A third benefit concerns improved service delivery. As a general principle, it is clear that a better informed government with regards to community needs should be able to deliver better services. Municipalities standing a better position to tap into the resources in the community. Therefore it can save the municipality money as these resources are readily available.

3.8.4 Greater community empowerment

A fourth benefit is greater community empowerment for example the Shosholozza campaign conducted in the Msunduzi Municipality which awarded each ward committee R250 000 to be spent on projects they identified for their ward (NPFFPP 2007:18). Notably, the more community structures are empowered and processes are put in place the more likely communities will participate. Community involvement ruptures the mentality of dependence and advances self-awareness and self-assurance. The involvement of communities in the preparation and execution processes will help in monitoring progress and eradicates suspicion between the stakeholders.

3.8.5 Greater accountability

A fifth benefit is a reduction in corruption. Isaac and Franke (2002:187) argue that the selection of beneficiaries for development schemes have been the main source of corruption. In the people's campaign, transparent procedures are laid down to ensure that beneficiaries are selected on the basis of objective criteria with the participation of the people.

Over and above the preceding benefits, Moshebi (2012:8) also identified that the values of community participation consist of, the following benefits:

- Community participation assists in dealing with the issues of all affected and interested parties.
- Aim at encouraging public-motivated service delivery.

In other words, service delivery for the people should be driven by the needs of the people and communities should be involved in the identification of their needs. Government officials through community participation must bring residents closer to projects aimed at improving service delivery.

Municipalities, through community participation should develop a clear sense of direction for communities. It is the responsibility of municipal officials to clearly outline how communities should participate in their development. Government officials must facilitate the utilisation of a whole range of resources in the community. Therefore, they must identify alternatives to be considered when addressing developmental issues. Municipalities must improve municipal credibility with the public by reducing levels of misinformation about the project through the creation of a better understanding of the project and its objectives.

Community participation can have further positive benefits for the ward as the community's views are included in development and growth plans. According to Moshebi (2012:10) the benefits of community participation at ward level include the following:

- The community has a better understanding of a project and its objectives;
- There is a greater pool to draw from if alternatives are to be considered;
- The credibility between the community and the municipality improves;
- It builds confidence by the community in the Ward Committee's ability to fulfil its role and function; and
- Makes the legislation to encourage public participation a reality.

However, according to Kroukamp (2005:50), if community involvement in government is to establish comprehensive connections between stakeholders and be successful discussions should generate guidelines to be followed in the course of participation. In this regard, Kroukamp (2005:50) identified six regulatory guidelines to be followed when participation is encouraged. These are as follows:

- It is important to ensure that community participation begins at the grassroots level within the community. The communities who are actually the end-users of services at a grassroots level must acquire wisdom and understand the values of participating in the projects and know what the benefits of such participation are.

- The community involvement process must aim at increasing resource distribution and monitor, including the services needed to reach the goal. It is of pivotal importance for the communities themselves have an ability to identify their strengths, weaknesses, opportunities and threats. The possession of this ability will help the communities organize themselves in groups of non-government organisations (NGO) and community based organisations (CBO).
- At all stages of a particular project, community participation must take place. At the briefing session stage, plan presentation stage; assistance available for citizens stage; the implementation stage; and the evaluation stage where the feasibility of the project is being assessed community participation should take place.
- Community involvement must dispense with prevailing loyalties. In most cases projects fail because people lose interest as time goes by. Communities should establish patience within themselves.
- Community participation is far more than voting during election. In the management of development of affairs of the community, the community must be able to take decisions on their development. If the community is involved it will sustain the project and work as a collective.
- Community participation must be alert about the likelihood of conflict in other communities and officials from government must be in a position to address conflict that originates from their undertakings.

It is emphasised that the afore mentioned guiding rules need to be observed at all times to ensure that community participation is well promoted in the local government sphere and its benefits are realised.

The participation of the community in government initiatives is a right. This is because the government is elected by the people to improve the general well-being of the people. Therefore, community participation is required to ensure that the most pressing needs of the people are prioritized. The deepening of democracy is necessary and community participation should influence decision-making in government (Phago 2008:239). However in the South African context it seems as if these benefits of community participation are not realise. This can be observed from the high rate of service delivery protest throughout the country. Municipalities are not doing enough to encouraging the communities to participate in municipal affairs.

3.9 CHALLENGES IN COMMUNITY PARTICIPATION

According to Phago (2008:80), a democratic society is a society where citizens have the space to take responsibility for making changes. It allows for an environment where citizens and government, through elected leaders, work together for the betterment of everyone. Public participation allows this to happen because it creates the space to work together. This does not mean that there is no disagreement. Discussion, debate and different ideas allow for a richer outcome as new ideas can be tabled that result in a solution that may have greater benefits. Public participation provides the opportunity for citizens to negotiate the terms of their development with the government. However, to make sure that the process for community participation is in place can be a challenge in different structures.

3.9.1 Challenges of ward committees in community participation

Ward committees are faced with a number of challenges in their operations. Smith (2008:16) identified a number of challenges facing community involvement in local governance, especially in ward committees as structures representing local people. These challenges are as follows:

- *Political affiliation:* There is always this conflict in the community that amongst elected officials, especially the ward representatives that if someone does not belong to the political party that is in the area there will be no service delivery for them. If one is to be considered, he or she must be a card carrying member of a certain party. This act is limiting the involvement of certain people within the community and it becomes selective participation. There are people who are deprived of their right.
- *The determination of ward committees:* The manner which is used to nominate and select the members of ward committees gives mixed feelings and suspicious are rife that ward committees are a mere extension of the ruling party programmes. In most cases ward committee members who belong into other political parties are not allowed to partake even by the community members who belong to the ruling party in those wards.

- *Lack of time:* Members of the community often have to spend time and effort on earning a living and are not readily available to attend meetings. This is often particularly the case for women and for unemployed community members.
- *Costs of participation:* This includes human resources, time and funds. Holding regular meetings, making efforts to meet with community representatives and talking to members of the community to hear their needs and issues takes time. Many ward committee members often have to make time after their normal working day. Ward committee members may need to consider advocating for the inclusion of outreach programmes in the IDP or other budgets.
- *Diversity:* Communities are diverse with different interests, opinions and perceptions. Conflict resolution mechanisms need to be in place so that these differences can be constructive and contribute to positive change and progress.
- *Low education levels amongst the poor sector participants:* Participation requires knowledge of issues so that they a meaningful and relevant contribution can be made. Comprehension level of the community, more especially in rural areas, is largely below the levels of the issues that normally require participation. Issues of development have technical elements. In some cases, even the ward councillors could not publicly explain the development decision because they do not understand the technicalities.
- *Participatory skills:* As progress is made from lower to higher levels of participation, participatory processes became more complex and demanded different types of skill, knowledge, experience, leadership and managerial capacities. Many of the ward committee members are ordinary people from the communities, such as the youth, housewives, including some councillors with very poor educational qualifications. Many find it difficult to contribute to discussions. They have difficulties understanding the technical presentation of the municipality. On the other hand, when essential planning skills in the planning process is lacking, they also became obstacles for more meaningful participation for disadvantaged groups.

- *Accessibility:* Some members of the community may not have easy access to transport and, if the venue for a meeting or report back session is not easily accessible they are not able to attend as transport may be costly and the time it takes to reach the venue can prevent them from attending.
- *Lack of trust:* Residents may not have confidence in elected leaders, ward committee members and or municipal officials to effectively deliver on programmes and projects. This may be a result of past experience or a lack of information. Ward committee members need to find ways to encourage and foster trust and confidence that public participation has any effect or meaning.
- *Failure to convene monthly ward committee meetings:* This is another delay for the delivery of services. Community members will not know about the services that the government delivers to the community unless they are informed. If there is conflicting between communities that emanates from representatives belonging to another political party, meetings may fail because of being blocked or sabotaged by another group
- *Remuneration:* Due to high levels of unemployment and poverty, participation comes with expectations of employment. Participation is a voluntary and time consuming engagement. It calls for people to put aside their own individual commitments for public issue. Given most residents unemployment situation, participation is a major sacrifice to ask from them. This leads to high expectations and hopes that employment will be created out of these exercises.
- *Access to information:* The functioning of ward committees is beset by the lack of access to information which is the result of poor communication strategies. Ward committees are expected to play a role in the core municipal processes. However, without proper understanding of the targets and indicators for development as set out in the integrated development plan (IDP) and the ability to disaggregate these to their own ward areas, ward committees cannot be expected to provide any empirical or qualitative feedback on municipal delivery strategy and performance. The same constraint applies to the ward committee's role in relation to communicating municipal budget information, which is usually available in a highly technical and inaccessible

format, and is rarely packaged in such a way as to provide useful information on budget storage allocation at ward level.

- *Conflicting interest between Councillors and Ward committees:* Ward committees are chaired by ward councillors. In most cases, conflict erupts due to the fact that ward councillors want to satisfy their political mandate rather than improving the lives of citizens. It is clear that citizen participation is about power between the citizen and politicians. The problem is the control of ward committees and process of participation, the setting of the agendas: Procedures are usually in the hands of politicians who in some cases, are barriers the effective involvement of citizens.
- *Inadequate capacity building in terms of ward committee development:* Capacity building do not take place on the scale necessary to realise the kind of meaningful participation intended. As a result, the first newly established ward committees cannot grow beyond the formative stages. It becomes apparent that they do not know what to do and there is no coherent support for them in terms of organisational guidance.

It is an unfortunate situation that these challenges does exist in ward committees. In the absence of effective community participation and poor governance, service delivery would not be aligned to people's needs. This could lead to greater service delivery protests. In this regard it is important for municipalities in their community participation strategies to consider the above identified and discussed challenges as they may hamper the purposes and benefits of community participation. Municipalities should come up with a strategy on how they plan to roll out their plan which will address these challenges for community participation.

3.9.2 Challenges attributed to poor community participation

According to the Umzumbe IDP (2012:15), challenges attributed to poor community participation facing Umzumbe Municipality in as far as development is concerned are: high rates of unemployment and low economic growth; high levels of poverty; lack of infrastructure; inadequate financial viability; low levels of skills development and literacy; increased incidents of HIV/ AIDS and communicable diseases; high levels of crime; and unstable developmental practices. While community participation can be beneficial to both communities and municipal officials, it can also impose a number of challenges which need to be addressed.

3.10 METHODS TO ENHANCE COMMUNITY PARTICIPATION

Section 152 of the Constitution highlights the rights of communities to be involved in local government. The principle behind community involvement is that all stakeholders affected by a public authority's conclusion or action have a right to be consulted and contribute to such decisiveness. Municipalities are therefore obliged to encourage the involvement of communities and community governing bodies in local governance. This obligation extends to the entire way in which a municipality operates and functions.

The South African Local Government Association (SALGA) (2013:8) pointed out some methods for enhancing community participation. Although not exclusively, these methods provide guidelines to municipalities to develop their guidelines for community participation processes. These methods are generic but each municipality must develop a community participation policy and procedures that will ensure effective community participation in its municipality, taking into account the local dynamics as well as the needs of vulnerable groups such as people who cannot read and write people with disabilities, women, and other disadvantaged groups. These methods are discussed as below:

3.10.1 The participation of members of the public in oversight/ MPAC

Municipalities should establish Municipal Public Accounts Committees (MPAC) to prepare the oversight report on the annual report and to fulfil such other oversight functions as determined by the council. As the MPAC is a section 79 committee, the meetings of the committee should be open to the public and the public should be encouraged to attend such meetings, unless a matter is deemed to be confidential in terms of the rules of order of the municipality. Section 129 of the Local Government: Municipal Finance Management Act, (2003:40), provides that members of the public may attend the meetings of the council preparing the oversight report on the annual report and to make inputs on the oversight report.

This process needs to be encouraged. Public input into and participation during the preparation of the oversight report will ensure a balanced and well-informed oversight report. In addition to the development of the oversight reports, the dates of meetings of the MPAC need to be published and community members must be encouraged to attend the meetings, even if they cannot participate in discussions.

3.10.2 Community participation policy

The Institutionalisation of programmes and approaches towards local residential area involvement by adopting a local community participation policy in the municipality provides the affairs of community participation with legitimacy to mainstream community participation in overall municipal planning and budgeting. Without institutionalisation, the integrity of community participation in a locality is thus challenged as there would be no formal institutional commitment to it.

Community of interest members need to be allowed to participate in the development of the policy, which should be discussed at ward level and must be communicated through the media to ensure that adequate input is provided. Submission made on the policy should be submitted to the council or a committee thereof for consideration prior to adoption of the policy. The policy, once developed, needs to be made available to members of the community in order for them to understand their rights and obligations with regard to community participation.

3.10.3 Identification of interest groups

According to SALGA (2013:9), councillors with the assistance of the ward committees must establish a database of all interest groups and civil society groups present in their wards and must ensure that interest groups are represented in the ward committee. If certain groups are not represented, the ward committee must ensure that it liaises with such groups on matters in the ward where the interests of the groups are affected.

Interest groups may include school governing bodies, sports clubs, child welfare institutions, and institutions caring for abused woman and children. In addition to the participation of the said interest groups in the activities of the ward committee, the municipality can establish dedicated processes to address the needs and participation of specific interest groups, such as focus groups. This can be a very valuable tool to address the needs and interests of vulnerable groups.

3.10.4 Language policy

While it is widely agreed that biotic community involvement is one of the key fruits elements of democracy and that it can function as a vehicle for preventing any cast of marginalisation,

it seems that municipalities are not being intentional about responding to the different spoken needs of their community.

Although there is an acknowledgement of the cost implications of a multi-linguistic communication policy, especially for smaller municipalities, it is proposed that municipalities as far as possible adopt a language policy that will allow all community extremity to be able to access municipal documents in a language that they understand and thus be allowed to participate in council processes and proceedings.

The policy should be informed by the needs of the community in that particular municipality in terms of language preference. Special attention needs to be given to non-reader members of communities in order to ensure that they are not marginalised.

3.10.5 Resources for public participation

Beyond political commitment, promoting community participation requires an investment and this must be in the form of institutional systems, finances and personnel dedicated to community participation in the widest form. In this regard, municipalities must, within its financial ability, make available dedicated budget and staff for all forms of community participation, not only the ward committee structures.

3.10.6 Location and functioning of the public participation function

Community engagement as a cross-cutting matter needs to be placed strategically at a level that can oversee and coordinate the interdepartmental responses to residential district engagement. Community engagement must be embedded in all municipal activities, approaches and policies. The Municipal Systems Act (No. 32 of 2000) requires both the political and administrative leadership to ensure that community interests are involved in municipal policies, planning and any determination that affects them. For example, section 55 (2000: 65) states that among other responsibilities, the municipal manager is responsible for facilitating participation by the local community in the affairs of the municipality.

Furthermore, since the municipal council is responsible for delegating tasks other than that which is already stipulated in the legislation, the political office also bears the responsibility of ensuring the involvement of communities in municipal processes. In this regard, it follows that

it is ideal that the function of facilitating community participation should be located at senior political and administrative level.

The SALGA Public Participation Benchmark Study (2013:11) indicates that the exact location of the public participation functions in the municipality is not critical for successful public participation, and that each municipality must determine where the function will be best co-ordinated and supported to ensure effective public participation.

3.10.7 Ward-based planning (WBP)

Ward based planning (WBP) is an operation of development planning that is rooted and campaigned on a ward level. This mental procedure involves the active participation of all shareholders in the ward and is not only limited to committees. Whilst the municipality might be the instigator of this operation, it does not necessarily have to be the sole driver of the whole operation. Stakeholders in the ward such as an NGO with a reasonable capacity, can assist in facilitating some of the cognitive processes. In this case, the municipality may enable the process through providing locus and other logistical and technical sustenance where applicable.

The WBP process is not only concerned with identifying the development needs and challenges in the ward; but it is also interested in finding ward-generated and parkway resolution. As a result, all stakeholders bring together their wealth of knowledge in identifying and analysing the development necessity of their ward; seek viable and sustainable solutions; and work together in mobilising resources to implement their proposed solution.

In order for ward-based planning to succeed, the municipality must, in the IDP and the budget process, incorporate the priorities identified in the process in the IDP and subsequent budgeting process.

3.10.8 Structured community involvement in municipal operations

The integrated development planning plan is central to a municipality's ability to design, budget and deliver on its mandate. It is recognised as the business plan for the municipality and determines projects that a municipal programme has to undertake in a given financial year. Thus, the IDP formulation command is required to be a transparent and inclusive one and the content of the IDP must be representative of the needs and aspiration of all interest groups in

each of the wards. An IDP representative assembly is one of the vehicles utilised to promote inclusivity and transparency during the IDP process. This forum should be inclusive of all stakeholders in the ward and should serve as a platform for shareholders to promote and defend the inclusion of their interestingness in the IDP.

This forum can also be used to provide continued feedback to communities for the implementation of the SDBIP on a quarterly basis, thereby ensuring continuous feedback to communities and regular interaction and thus not limiting interaction with communities to the IDP preparation process.

In addition to establishing social organization and assembly is public participation, the municipality is expected to create other platforms for broader community interlocking. This may not be through structures, but rather an adhoc and spontaneous invitation to ordinary appendage to contribute in municipal decision- making regarding various municipal processes.

In this regard, municipalities may publish proposed decisions on various issues through mediums such as utility bills, website; newspaper; etc. and invite members of the public to offer their input. Structured meeting places for community involvement in municipal processes can also include a dedicated assembly for specific interest groups, such as developers' forums, business forums and a municipal sports council

3.10.9 Feedback to the local community

According to the South African Local Government Association (2013:12), there are various methods that can be used to provide feedback on the community interests of municipal councils and municipalities in general. Municipalities can use media promulgation, populace notices, ward committees and ward meetings to provide feedback to communities. Messages on utility bills can also be very effective.

Mayoral and ward councillors' reports can also be used. Municipalities can also use the community radio communication to provide information to the community on a regular basis, and in a specified time slot. With the wide range of technology available, municipalities should establish and invest in electronic communication methods as well as establish a database pool of cellular telephone numbers and email addresses of community members.

A bulk SMS or e-mail system can be used effectively to disseminate information to members of the community. Regular news flashes via e-mail or SMS can be a very effective method for communicating messages and ensuring immediate access to such messages.

3.10.10 Feedback from communities

The municipality should also allow members of the community to provide feedback to it. A suggestion box can be used by the municipality in which customers will place their suggestions and feedback. A dedicated complaints office should also be identified in order to attend to complaints addressed to the municipality. The municipality can establish a formal complaint handling process and publicise the process in order for community members to understand how complaints will be handled.

3.10.11 Continuous interaction with traditional leaders

Especially in rural areas, municipalities can liaise with traditional leaders on matters affecting the members of traditional authorities. Traditional leaders and municipalities should establish protocols on how public participation in such areas will take place traditional leaders can also assist in providing access to remote communities. In order to ensure adequate developmental governance in traditional areas, elected councillors and traditional leaders need to work together harmoniously to ensure that the needs of the community are understood by the municipality. Municipalities should also ensure that effective participation of traditional leaders in council meetings, especially on matters affecting the traditional community.

The methods described with above are not exclusive, but are an attempt to assist municipalities to develop policies and processes to enhance community involvement platforms and to the ward committee structures. Municipalities must develop systems best suited for its unique circumstances in order to ensure maximum community participation in municipal processes and decision-making. The effectiveness of community participation will be determined by measuring to which extent the participation of the community influences the decision-making in the municipality.

However, most of the municipalities through the country are experiencing a high rate of service delivery protests. These service delivery protests are the results of poor community participation in a number of municipalities. The IDPs of most municipalities are not talking to

the needs and aspirations of the public. Therefore, most of the communities turned to engage on service delivery protest. It is therefore recommended that municipalities should encourage their local communities to participate in the affairs of municipalities through the application of previously described methods.

3.11 MONITORING AND EVALUATION (M&E) OF PUBLIC PARTICIPATION

Both public sector institutions and private businesses undertake the general management functions of planning, organising, leading and controlling. The focus of private business on profits yields better results than the public sector which focuses on complex socio-economic development issues. Monitoring and Evaluation is therefore a higher order management function that overarches the generic management functions and is key to the success of government's development policies, programmes and projects. It is therefore important that an institution fully understands the concepts and tools of M&E before planning and implementing an M&E system.

Monitoring refers to an on-going process focused on the assessment of projects, programmes and those day-to-day activities and deliverables required for their achievement, with performance tracked through data collection and reviews. Monitoring allows for real-time analysis of delivery against plans, providing a continuous flow of information, and thereby enabling positive decision-making.

In contrast, evaluation is time-bound and periodic in nature, taking place at particular intervals before, during or at the end of a project or programme. Evaluation is the systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organizations in order to assess issues such as relevance; performance effectiveness and efficiency; value for money, impact and sustainability; and to recommend ways forward (DPME 2011:38).

The type, format and frequency of data collection and analysis to be undertaken for the purposes of monitoring are defined during the planning phase. Analysis carried out as part of the monitoring process supports the early identification of problems and changed

circumstances and corrective decision-making in respect of resources, activities, timeframes and other related factors.

Monitoring focuses on the on-going tracking of projects, programmes, activities or deliverables. Evaluation may focus on assessing different types of issues, for example: efficiency; effectiveness; relevance and impact or sustainability (The Presidency 2007:40). These different forms of evaluation are detailed below:

- Efficiency evaluation informs you that the input into the work is appropriate in terms of the output. This could be input in terms of money, time, staff, equipment and so on. When you run a project and are concerned about its reliability or about going to scale, then it is very important to get the efficiency element right (Shapiro 2002:3)
- Effectiveness evaluation is a measure of the extent to which development programmes or projects achieve the specific objectives that were set. If, for example, we set out to improve the qualifications of all the high school teachers in a particular area (Shapiro 2002:3)
- Impact informs you whether or not what you did made a difference to the problem situation you were trying to address. In other words, was your strategy useful? Did ensuring that teachers were better qualified improve the pass rate in the final year of school? Before you decide to get bigger, or to replicate the project elsewhere, you need to be sure that what you are doing makes sense in terms of the impact you want to achieve (Shapiro 2003:3).

- Determining what issues will be evaluated in respect of a project; programme or activity will depend on the life cycle of the project or programme concerned, and the rationale for the evaluation. For the results of an evaluation exercise to be used optimally, it is critical to understand the purpose of the evaluation before embarking on the process. Reviewed together, evaluations conducted with due consideration of aspects such as those outlined above should provide a clear view to the decision-maker of the appropriate route forward with the necessary condition being that information is both useful and credible.

Activities relating to monitoring and evaluation are complementary in nature, together aiding in keeping plans on track and allowing for the identification of risks or challenges as well as the facilitation of improvements thereby enabling on-going active learning. When combined, monitoring and evaluation activities therefore assist in clearing the path for the effective delivery of results (Lahey 2009:3).

When differentiating monitoring from evaluation, the DPME (2011:3) suggests that monitoring asks whether the things we planned are being done right, while evaluation is asking if we are doing the right things: are we effective? efficient? providing value for money? and how can we do it better.

3.11.1 Benefits of Monitoring and Evaluation

Monitoring and Evaluation information is used as a management tool within the organisation to monitor the achievement of results and meeting targets. Externally, stakeholders require the information to establish if the State has achieved demonstrable results to improve the lives of the citizens. Monitoring and Evaluation systems are also used for budgetary control, financial control and the identification of promising systems or poor policies; programmes and projects. Good M&E systems are a source of knowledge capital and also assist in promoting better governance and transparency in government (Kusek 2004:20). Kusek and Rist (2004:17) state that as the needs for accountability and demonstrable results have grown, the applications of results-based M & E have also included the following:

- Project, programme and policy;
- Local, Provincial and National levels of government;
- Knowledge capital; and

- Transparency and accountability.

Therefore M & E systems are critical to manage performance, future policy development and good governance.

The United Nations Development Programme (UNDP) (2009:5) states that without effective planning of M&E, it would be impossible to confirm if outcomes and impacts are achieved; whether progress and success can be claimed; and how future efforts might be improved. Mackay (2007:9) adds that M&E is used to support policy making; policy development; management of activities; enhancing transparency; and supporting accountability relations. According to the PSC (2008:6), the purpose of M&E systems are management decision making, organisational learning, accountability, soliciting support for programmes, supporting advocacy and promoting transparency. Therefore M&E system aid in proving efficiency, effectiveness, economy and governance while concurrently enabling the municipality to achieve excellence.

The study proposes that M & E should be utilised at the strategic and operational level in municipalities. Depending on the level and approach at which M&E is utilised it could be considered as an overarching management function or as being integral part to every activity in the municipality. Therefore, the benefits derived from M&E interventions could affect every aspect of municipality's functions.

3.11.2 Models and frameworks to develop monitoring and evaluation systems

The extent of stakeholder power in an M&E initiative may indicate the purpose of the M&E system. Once the purpose has been established, the appropriate M&E tools have to be selected in order to undertake the M&E functions. Monitoring and Evaluation models and framework provide the necessary guidelines to align the M&E purpose, tools and functions. The following is an description of some M&E frameworks and models:

3.11.2.1 Logical Framework Approach (LFA)

A Logical Framework Approach (LFA) model is an analytical method used to break down a programme into logical components that facilitate its evaluation and helps to explain relationship between the means and end (PSC 2008:52). The Logical Framework Approach is a tool to help designers of projects think logically about what the project is trying to achieve

(the purpose); what things the project needs to do to bring that about (the outputs) and what needs to be done to produce these outputs (the activities). The purpose of the project viewpoint is to serve our higher level objectives (the goal). The components of the logical model are inputs, outputs, outcomes and impacts. It also aids in the assessment of an intervention in terms of effectiveness and efficiency.

Figure 3.3: Logical framework indicating key performance information concepts

Project Description		Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Goal	What is the overall broader impact to which the action will contribute?	What are the key indicators related to the overall goal?	What are the sources of information for these indicators?	What are the external factors necessary to sustain objectives in the long term?
Purpose	What is the immediate development outcome at the end of the project?	Which indicators clearly show that the objective of the action has been achieved?	What are the sources of information that exist or can be collected? What are the methods required to get this information?	Which factors and conditions are necessary to achieve that objective? (external conditions)
Outputs	What are the specifically deliverable results envisaged to achieve the specific objectives?	What are the indicators to measure whether and to what extent the action achieves the expected results?	What are the sources of information for these indicators?	What external conditions must be met to obtain the expected results on schedule?
Activities	What are the key activities to be carried out and in what sequence in order to produce the expected results?	Means:	What are the sources of information about action progress?	What pre-conditions are required before the action starts?
		What are the means required to implement these activities, e. g. personnel, equipment, supplies, etc.	Costs	
			What are the action costs?	

Typical logical framework matrix. Source: BARRETO (2010)

A developmental intervention, namely a policy programme or project, commences with set initial objectives. During the intervention process, stakeholders' perspectives or environmental factors may change. The outputs and inputs also changes from those set prior to commencing the intervention. Due to a complex environment, flexibility is required to readjust the original

objectives. Hummelbrunner (2010:3) describes three recurrent failings in the use of the Logical Framework Approach (LFA) as:

- A logic-less frame arises when the log-frame, using a pre-existing design, is prescribed by the donor after a project has been prepared.
- A lack-frame is an oversimplification of the intervention, since not all critical information can be captured on one table.
- A lock-frame is when the LFA is prepared and it is fixed and not up to date; thus hindering learning and adaptation.

The Logical Framework Approach (LFA) tends to over-emphasise control as opposed to flexibility and over-specifies objectives due to its mechanistic rationale of assuming a linear causal effect, irrespective of the stakeholders and contextual conditions. It fails to reflect the messy realities facing the development, its actors and the environment. Hammelbrunner (2004:4) further highlights the problem with the LFA in that it creates tunnel vision and a control culture due to strict adherence to the original plans. Further failings of the logical framework are the imposition of its use by donors who invented it after the project has been prepared; and it is too simple and omits vital aspects of the change initiatives; and it tends to be fixed and not updated, thus blocking learning and adaptation (Gasper 2000:21). The logical models may not be applicable to complex adaptive systems because the reasons and nature of changes are emergent and cannot be attributed to the hierarchical relationships between the variables.

The use of the LFA by Treasury is not appropriate for the complex municipal environment due to the multi-variable casual relationships that occur among the various systems and stakeholders. The government has to utilise a systemic approach and alternate tools to holistically manage public sector performance.

3.11.2.2 Results-Based Monitoring and Evaluation (RBME) systems

Spreckley (2009:3) defines a Results-Based Monitoring and Evaluation System as a whole system which should be incorporated into the culture of an organisation; its programme of projects; its values; operational systems and decision-making procedures. Staff and partners should be focused on achieving outcomes and impacts rather than activities and inputs.

The RBME system is a public management tool that is being used by policy and decision-makers to track progress and demonstrate the impact of a given project, programme or policy, based on the evidence presented by the system. It differs from the traditional implementation-focused M&E system in that it moves beyond the management of inputs and outputs and focuses on outcomes and impacts. According to Morris (2006:5), the reasons for implementing the RBME system are the provision of public sector performance information; assessment the progress of the M&E intervention; promotion of credibility and legitimacy of the public entity; it aids in formulating and adjusting budgets and it identifies best practices. The requirements for the successful implementation of a RBME system are stronger leadership; a learning culture; preference to use evidence-based information for decision-making and openness (Spreckley 2009:3).

Kusek and Rist (2004:25) present a Ten Step Results-Based M&E system which provides sequential steps on how to build and maintain a countrywide M&E system with a readiness assessment which must be conducted before the actual establishment of the system. The Ten Steps are briefly described as:

Step One: Conducting an organisational readiness assessment

The organisation's overall performance is assessed and consultations should be undertaken with relevant stakeholders. A systemic approach should be utilised to ascertain the demand and willingness of the organisation to implement an M&E system.

Step Two: Agreeing on performance outcomes to be monitored and evaluated

Outcomes should be derived from the strategic objectives and focus should be on resource allocation or the selected objectives.

Step Three: Developing key indicators to monitor outcomes

The development of key performance indicators is critical as it determines the extent to which the outcomes are achieved; the data to be collected and analysed; and the content of the reports.

Step Four: Gathering baseline data on indicators

Baseline data is the current qualitative and quantitative measurement of the selected performance indicators. The accuracy and reliability of the baseline data is critical for the setting of realistic targets.

Step Five: Setting realistic targets

The targets set need to consider human, financial and capital resources and be achievable.

Step Six: Building a monitoring system

The focus is on the ownership, management, maintenance and credibility of the M & E system. Key issues include the clarification of roles and responsibilities of stakeholders, budget, quality assurance and reporting guidelines.

Step Seven: Analysing and reporting findings

Reports need to be prepared with the correct information and submitted to the relevant parties at agreed intervals and in agreed format.

Step Eight: Collecting and providing evaluation information

Information is collected and evaluated using the relevant evaluation tool used for input, activity, output, outcome and impact evaluations.

Step Nine: Using the findings

Monitoring and Evaluation initiatives should always be focused on the utilisation of the findings. The findings should be provided timeously to ensure that the information is used by the stakeholders and external development agents.

Step Ten: Sustaining M&E Systems within municipalities

The use of an M&E system to enhance public sector performance is a long-term process. Therefore, its sustainability is critical and is dependent on demand; structure; trustworthy and credible information; accountability; and capacity. To ensure maximum outputs from the M&E system, the M&E system itself should be monitored and evaluated.

It is critical to understand that a RBME system is continuous work in progress and does not operate in isolation to the existing M&E tools within an organisation. These systems it requires a continuous commitment, time, effort, resources and attention. To become sustainable also requires a champion who has a substantive authority within the organisation to guide the process. Outcomes-based evaluation is important because it is an effective response to the current trends of the quality revolution; consumer empowerment; increased demands for accountability; the support paradigm; and the emerging pragmatic evaluation paradigm, with emphasis on enhanced functioning.

3.11.2.3 The Systemic Monitoring and Evaluation framework (SMEF)

Lahey (2009:1) identifies the vision; an enabling environment; the infrastructure to supply M&E solutions; the infrastructure of demand; and the use of M&E information as a building block needed for an effective M&E system. Chaplowe (2008:1) outlines an M&E system for humanitarian relief and development programmes, as consisting of seven components. The first four components focus on the planning of the project, while the latter three components consider the implementation of the project. The seven components of the M&E system are as follows:

- Casual analysis framework;
- Log-frame or logical framework;
- Indicator matrix;
- Data collection and analysis plan;
- Information reporting and utilisation;
- Monitoring and evaluation staffing and capacity-building; and
- Monitoring and evaluation budgeting.

The model focuses on casual relationships between programmes and projects and it does not consider the organizational vision, mission and outcomes linked to the vision. Components of Lahey's and Chaplowe's models can be utilised by municipalities to develop a Municipal-Wide Monitoring and Evaluation System (MWMES).

3.11.2.4 Participatory Monitoring and Evaluation (PME) systems

A critical component in improving local government governance is the engagement of communities in matters that affect their quality of life. Bovaird (2002:9) notes that good local management is not only about high level of service delivery but also involves engaging local communities to solve their own problems and creating a better future for stakeholders. Municipalities should therefore engage citizens in governance and development issues to ensure that they accept the municipality as a legitimate vehicle for basic service delivery and democratic expression. The participatory approach would also assist to create a balance between the political party municipality and the communities.

According to Vernooy, Qui and Jianchu (2003:22), Participatory Monitoring and Evaluation was introduced due to the limitation of the conventional M&E which focused on the interest of the other stakeholders, in particular the communities. The establishment of indicators deciding what to monitor and how the monitoring would be conducted are managed in consultation and collaboration with donors, beneficiaries, implementers and the communities (United States Agency for International Development (USAID) (2006:8).

While the PME is more time-consuming than the traditional M&E system, it creates a sense of ownership for the recipients and has a better success rate to achieve its outcomes. According to Kusek and Rist (2004:58), the greater demand for good governance by all stakeholders; globalization; receiving aid; and higher citizen expectations require a collaborative approach to consensus building. Therefore, results-based and participatory M&E systems should be at the core of the government's efforts to improve service delivery.

Table 3.1: Advantages and disadvantages of Participatory Monitoring and Evaluation systems

Advantages	Disadvantages
Provides timely information from the field for evidence-based decision-making.	Local politics can distort data collection, analysis and decision-making.
Reinforces beneficiary accountability and prevents one perspective from dominating the M & E process.	Requires skilled facilitators to ensure that everyone understands the process and is equally involved.
Empowers beneficiaries to be active participants.	Requires the genuine commitment of local people and donors, as the indicators and reporting format may differ from traditional formats.
Builds collaboration and consensus at different levels and between all stakeholders.	Requires more time and cost to train and manage the local staff and community.
Fosters greater acceptance and internalization of findings and recommendations.	
Saves time and money in data collection	
Builds local capacity to manage, own and sustain the project programme or policy.	

Source: Chaplowe, (2008:8)

The advantages of the participatory M&E system in Table 3.1 outweigh the disadvantages. In a developmental state, the participation of communities is critical for the sustainability of the intervention and achieving greater transparency and accountability from service providers in the public sector.

Due to the nature of Participatory Monitoring and Evaluation systems which emphasise the active involvement of communities in the matters that affect their lives it is advisable that the community should be involved in all stages of the IDP process as well as have a say in how it will be monitored and evaluated to see if it delivers on the intended purpose.

3.12 CONCLUSION

This chapter has provided a definition of community participation. Community participation theories models and the basic requirements of a participation strategy have also been discussed. Chapter three also focused on principles of community involvement and the benefits thereof. The IDP process and its phases have been discussed. The role players and challenges of community participation in the IDP have been fully discussed. Methods of enhancing community participation in the IDP have been described.

CHAPTER FOUR: RESEARCH METHODOLOGY

4.0 INTRODUCTION

This chapter provides a brief overview of the inquiry design and methodological analysis of the study. Firstly, it describes the research design. The research paradigms, validity and reliability and measuring instrument are discussed. Secondly, it provides a full discussion on sampling method and sample size, data analysis and study population. Chapter four presents the process of collecting data from the target sample. Finally, the chapter deals with ethics and outlines the ethical considerations for the study. The data collected is intended to answer the questions of the study and fulfil the aims and objectives of the study. The questions about the study, problem statement, and the importance of the study, aims, objectives and the literature review survey have been discussed in Chapter One.

4.1 RESEARCH DESIGN

Mouton and Babbie (2009:74) define research design as a blueprint of how researchers intend to conduct the study. According to Welman and Kruger (2002:107), research design is defined as a set of guidelines and instruction to be followed in addressing the research problem. Yang (2008:76) argued that the purpose of the research design is to define the structure of inquiry into a research problem that will produce a valid and useful debate in the researcher's audience within the resourcefulness and time available. The inquiry design focuses on specifying and combination of key elements and methods to maximise validity. According to Creswell (2009:3), the three types of inquiry design or paradigms are the positivist, interpretivist and pragmatist paradigm.

After careful consideration, it was decided that the most suitable approach to obtaining relevant data while incorporating the aim and objectives of the study was to draw up a questionnaire. The selection of this methodology for this study was guided by concerns as to how best to address the research questions, aims and objectives.

4.2 RESEARCH PARADIGMS

The choice of different research methods and measurement techniques can be informed by an understanding of different theoretical assumptions that represent fundamental differences in assumptions about social science research (Burton and Bartlett 2009:18). Burton and Bartlett (2009:18) define a paradigm as a network of coherent ideas about the nature of the world and of the functions of researchers. Furthermore, within each paradigm, there is a general consensus on the possible research methods that are appropriate (Burton and Bartlett 2009:18). In the following section, the three research paradigms and their associated research methods are discussed.

4.2.1 Positivist paradigm

Positivism is based on the premise that for quantitative research, knowledge about the social world can be obtained objectively (Thomas 2009:74). Leedy and Ormrod (2010:107) suggest that a quantitative study is an objective reality that can be measured. To achieve this, the positivist will conduct experiments, producing results that are unaffected by the opinions and experiences of the researcher (Burton and Bartlett 2009:19).

The data collection approach favoured by many applied researchers in the positivist paradigm is the quantitative research method (Neuman 2007:63). It is defined as a social inquiry that relies on numerical measurements to conduct statistical analysis of different variables using a prepared questionnaire with specific items to which participants must respond by choosing from a predetermined set of scaled responses so as to determine if the predictive generalizations of one's theory hold true (Neuman 2007:63). Furthermore, quantitative social inquiry is a paradigm in which researchers want to gather data on social issues from which its general rules can be induced. The rationale behind the use of quantitative research is that variables can often be counted or quantified.

4.2.2 Interpretivist paradigm

In contrast to the positivist paradigm, the interpretivist paradigm is based on the principle that there is no one objective reality that exists outside of the respondents' explanations but there are different versions of events (Burton and Bartlett 2009:21). For instance, the councillors, ward committee members and community members in general might have different views on

what happens in the municipality and will act according to how they interpret events. The role of a researcher within the interpretivist paradigm is to seek to understand these actions using naturalistic forms of data collection, such use of individual perceptions (Burton and Bartlett 2009:21).

Individual perceptions can be obtained by providing participants with an open-ended way of presenting their views, which they do in their own words (Henning, van Rensburg, and Smit, 2007:5). The most common methods of data collection in the interpretivist paradigm are interviews and observations (Neuman 2007:30; Punch 2009: 140). In this sense, a researcher who adopts the qualitative approach is interested in the qualities of the phenomenon (Henning, 2004: 3) as perceived and understood by the participants of a particular situation or event (Burton and Bartlett, 2009:22). In the current study, the phenomenon is community participation.

4.2.3 Pragmatist paradigm

Pragmatist inquiry uses both the quantitative and qualitative overtures in tandem in order to appear that the overall findings of the interrogations are more reliable and valid as opposed to the use of an individual approach (Creswell 2009:4). Johnson and Onwuegbuzie (2004:17) broadly define mixed-method research as the class of research where the researcher mixes or combines quantitative and qualitative research techniques, methods, approaches, concepts or language into a single study. The definition indicates that there are few limits to what can qualify a study as mixed in its approach. However, Johnson and Onwuegbuzie (2004:20) clarify that there are two different instances according to which a study can be described as mixed, namely mixed-model designs and mixed-method designs. Mixed-model designs are constructed by mixing qualitative and quantitative approaches within and across the stages of research. Johnson and Onwuegbuzie (2004:20) explain that pragmatist designs require the researcher to make two primary decisions, namely:

- whether to operate largely within one dominant paradigm or not; and
- whether to conduct the phases concurrently or sequentially.

Various scholars agree that mixed research provides the researcher with a more reliable understanding of the phenomenon under examination rather than relying on one source of data

(Burton and Bartlett 2009:26; Cohen and Manion 2001; and Condelli and Wrigley 2005). For instance, Burton and Bartlett (2009:26) argue that several methods can produce a thorough and rigorous piece of research when different methods complement each other. This study therefore uses a quantitative approach to improve interpretive validity and reduce researcher manipulation of the research process.

4.3 RESEARCH METHODOLOGY

The case study approach was used in this inquiry, with a population of ten wards in the Umzumbe Municipality. A case study involves a case or a few cases in detail using the appropriate inquiry design and methodology with the overall objective being to develop a deeper understanding of the research phenomena, even though there are many particular research objectives and questions (Silverman 2008:260). The case study approach was chosen to obtain detailed views of respondents and issues relating to the objectives of the study. The questionnaires were developed and approved by the Durban University of Technology's ethics committee before the commencement of the study.

4.3.1 Sampling

Sampling does not refer only to people, but also to events and settings (Sarantakos 2005:118). Whatever the research questions and objectives are, the researcher will need to collect sufficient data to answer the questions and objectives of the research.

There are two types of sampling design, namely probability sampling and non-probability sampling. In probability sampling, selection is based on a true random procedure, while in non-probability sampling the selection is not based on a random procedure. In random sampling every member within a population has an equal chance of being selected. Welman, Kruger and Mitchell (2007:56) are of the opinion that probability sampling can determine the possibilities that any component or appendage of the population will be included in the sample.

According to Neuman (2007:219), qualitative and quantitative researchers normally approach sampling in different ways. Qualitative researchers tend to use non-probability sampling. Examples of a probability sample are simple random samples, stratified random samples,

systematic samples and clustering samples. For the purpose of this study, non- probability sampling using the convenience sampling method was used in identifying the 400 participants.

4.3.2 Sample size

According to Scwandt (2007:270), when a theoretical scheme is used for sampling, the size of the sample depends entirely on the nature of the study and concept being investigated. However, Struwing and Stead (2001:125) are of the view that it is not possible to identify whether an ideal sample size is good or bad, but the researcher must rather consider the purpose and goals of the study. The 400 participants for the study are constituted as indicated in Table 4.1 below:

Table 4.1: Study participants

10 Ward councillors	A questionnaire was sent to ward councillors asking them to answer all questions.
100 Ward committee members	A questionnaire in which ward committee members answering the questions was personally administered.
290 Community members	A questionnaire in which community members answering the questions was personally administered.

4.3.3 Research instruments

The main grounds for gathering data are to obtain the information required to understand the research phenomenon (Ghauri and Gronhaug 2002:140). The tone of this information and, therefore, the outcome of the inquiry undertaken is very much dependent on the measurement procedure used in the collection of data. These measurement procedures are partially dependent on whether qualitative or quantitative information is used and include the types of information measurements, as well as the types of scales used.

According to De Vos, Strydom, Fouché and Delport (2005:219), there are variables which denote categories, while other variables give measurements or counts. The variables are divided into two broad classes: categorical (or qualitative) data and quantitative (or numerical) data.

- A nominal measurement level variable indicates to which group a subject belongs or the absence or presence of some quality. No arithmetical operations like addition, subtraction, multiplication or division can be performed on such data.
- Ordinal variables are socio-economic status, class, employment status (unemployed but not seeking work; unemployed and seeking work; temporary worker; full-time worker), and disability status-any ranking such as high/middle/low / junior/mid-level/senior.
- Interval level variables take on numerical values and are usually obtained by measuring or counting. These are variables such as the IQs of students, aptitude tests, intelligence tests, personality tests and knowledge tests. Here arithmetic can be performed.
- A characteristic of a ratio scale is that there is an absolute zero on the scale, regardless of the units. Relative comparison can be made.

Data can be measured qualitatively or quantitatively. Quantitative data are measurements in which numbers are used to represent the attribute of something (Ghauri and Gronhaug 2002:142). They are in a conformation that lends itself to statistical analysis. The qualitative information represents descriptions of things that are made without assigning numbers directly. Qualitative findings are derived through in-depth insights into the trouble being investigated. Therefore, quantitative data are more objective in that the hypotheses are tested by applying statistical criteria to the measures. The researcher's opinion does not affect the test, unlike qualitative data which requires interpretation.

According to Roestenburg and Delport (2011:186), questionnaires are defined as a document containing questions designed to obtain the information necessary for the assessment of the research objectives and questions, of the study. The questionnaire is usually used to obtain biographical details, behaviour, sentiment, beliefs, convictions and attitudes (Welman, et al. 2002:146). According to Gillham (2000:5), a closed question is where the possible answers are predetermined and an open question asks the respondent to provide the answer. It is an effective and convenient method of obtaining answers to both structured and unstructured questions. It is the researcher's responsibility to evaluate the advantages and disadvantages of using the questionnaire for a particular study.

According to Olivier (2004:75) and Hair, Babin, Monet and Samouel (2003:58), there are different types of measurement that can be used in the questionnaire, namely nominal, ordinal,

proportion and interval scale. Variables measured at the nominal or ordinal level are discrete and referred to as categorical, qualitative or non-system of measurement (Hair et al. 2003:60). Interval or ratio measures are continuous and referred to as either quantitative or metric.

The scale attempts to measure attitudes and opinions. It typically uses a 5-point or 7-point scale to assess the strength of agreement or disagreement about a group of statements. A label is developed for each point on the scale to describe the intensity of the respondent's feeling. When several statements are used to describe a single concept, the sum of the scales for all of the statements is referred to as a summated ratings scale. If the scale is used for individual statements, it is referred to as a Likert scale. Likert scales are also used to measure importance or intentions.

In this study, the Likert Scale Rating instrument was used to assess the strength of agreement or disagreement about a group of statements in the questionnaire. It provided consistent measurement across all the categorised questions in the questionnaire.

4.3.3.1 Interviews

As defined by DePoy and Gitlin (2005:169), an interview is a verbal communication between an investigator and a participant (or participants) of a survey, and is either structured or unstructured. Yin (2010:134) describes a structured interview as a pre-determined set of questions directed at a participant of a survey by a researcher. According to Bryman and Bell (2007:472), an interview is one of the most frequently used techniques in qualitative research.

Using interviews in research has a number of advantages. These advantages include: the privilege of a researcher to work directly with the respondent; the opportunity to probe or ask further questions during the course of the interview; and, interviews are also usually easier for the participants (of a survey), especially if the researcher requires their perception or opinion on a certain issue. Boyce and Neale (2006:3) also mention that interviews are useful when an investigator requires elaborate information about an individual's perception and behaviour; or when the necessity to explore new problems in an in depth manner arises. This allows a researcher to have a better understanding of the participant's response. On the contrary, interviews are often time-consuming (Boyce and Neale 2006:3). Boyce and Neale (2006:3) also add that interviews require much effort and are usually costly.

4.3.3.2 Questionnaires

According to Brace (2008:4), a questionnaire is a medium of communication between a researcher and a participant of a study. It is often written and used for gathering relevant information for research. Brace (2008:4) adds that questionnaires are suitable research instruments as they are cost-effective and serve as an easy means of data collection from a large group. Sekaran (2006:237) mentions that a well-structured questionnaire should have simple wordings; the themes and variables should be well organised; and it should also have a good appearance. Questionnaires are suitable tools for finding out the opinion of a widespread population or large group. Kumar (2005:130) points out that a questionnaire has several advantages. These advantages include affordability, as compared to interviews. Furthermore, questionnaires are a fast and reliable means of data collection. They offer anonymity and confidentiality. Questionnaires usually do not involve face-to-face interaction between the researcher and respondent. This has proven to be helpful when dealing with sensitive issues. On the contrary, participants of a study might ignore the researcher by not completing the questionnaires. This invariably will result in a poor response rate. Also, in some circumstances, respondents might provide biased information. Both the poor responses and biased information will definitely affect the reliability and credibility of such research (Kumar 2005:130).

The information gathered through questionnaires was used for triangulation purposes. The purpose of triangulation in quantitative research is to increase the credibility and validity of the results. The triangulation process was handled in this study by making a comparison between responses the ward councillors, ward committees and general members of the public gave in the questionnaires.

According to Torgerson (2010:2), a poor response rate to questionnaires often reduces the statistical strength of the study as this could reduce the effectiveness of the sample size of the study. Fosnacht, Sarraf, Howe and Peck (2013:2) further highlight the importance of high response rates in survey research by stating that a low response rate threatens the source of information as well as the supposed utility of the data gathered. In the current study, of the 400 questionnaires distributed, 400 were filled by participants and returned. This reflects a 100 percent return rate of questionnaires. This is an ideal response rate, as Fincham (2008:2) concludes in his study on Response Rates and Responsiveness for Surveys, Standards, and in

the Journal which states; that an above 60 percent response rate is a reliable estimate for research purposes.

4.3.3.2.1 Questionnaire design

The questionnaire used in this study was designed by the researcher. As highlighted in a study by Coombes (2001:132), the presentation and sequencing of a questionnaire is important. A poorly designed questionnaire often has an adverse consequence on the credibility and reliability of the data gathered. The questionnaire used in this study comprised two sections which consist of closed-ended questions. The questions were designed in order to provide answers to the aim and objectives of the current study. These questions were written in both English and IsiZulu for a better understanding by respondents (see Appendix A).

4.3.4 Data collection

Data collection is obtaining useful information on key quality characteristics produced through a process. According to Gillham (2000:1) good research cannot be built on poor quality data. Initially an email was sent to the municipal manager in the Umzumbe Municipality requesting authority to conduct the research. This was intended to introduce the researcher and informing the municipal manager on how the raw data would be collected from the ten wards of Umzumbe Municipality. Ten wards councillors were contacted in advance to make an appointment because these were required to indicate the boundaries of their wards. A structured direct interview was used with ward councillors, ward committee members and general members of the public to collect quantitative data.

There are four main tools used for data collection. Data can be collected through questionnaires, interviewing of participants, observation and by reading. The researcher is required to ensure that the instruments selected are reliable and valid in conducting the study. However, the reliability and validity of a study is largely dependent upon the suitability of the instruments (Annum 2014:1). According to Adam (2009:13), primary data is information collected first hand. The data collection method in this study was questionnaires. This served as the primary data collection method. The questionnaires were hand delivered by the researcher to the 400 participants in the ten wards of the Umzumbe Municipality.

The self-administered questionnaire method involved 29 members of the community, 10 ward committee members, and one ward councillor of the 10 selected wards. This comprised of semi-structured questions with the participants completing the questionnaires. Using this method helped in examining the experiences and concerns of people who are living in the Umzumbe Local Municipality.

The questionnaires consisted of mostly closed questions with predetermined answers, and a few open ended questions. The closed questions required the respondents to indicate their opinion by locating their responses on a rating scale. However, in order to minimise bias, both negative and positive statements were included. Open ended questions in the questionnaire were intended to allow the participants the opportunity to express their views in their own words in order as to offset the bias and limitations that might have been created through the use of closed questions.

4.3.5 Data analysis

The aim of data analysis is to understand the elements of data by investigating the existence of relationship between concepts, constructs and variables with the use of descriptive and inferential statistics. The first stage in data preparation is to transform the raw data into electronic format in the form of spread-sheets. Inferential statistics, including Cronbach's alpha, were used to analyse raw data and the results are presented in a tabular, graphical and pie chart format. A statistician was consulted to assist in the interpretation of the data. The quantitative data was coded and captured on Microsoft Excel spread-sheets and analysed on the Statistical Package for the Social Sciences software (SPSS) version 10 for descriptive and inferential analysis.

4.3.5.1 Descriptive statistics

According to Durrheim (2008:192), the aim of descriptive information analysis is to describe the data by investigating the distribution of scores on each variable quantity, and whether the scores on the variable are related to each other. Descriptive statistics consist of three groups, namely, frequency numeration and frequency distribution; graphical representations of data; and sum-up statistics (Durrhein 2008:193). It includes measuring the mean, frequency, range, variance and standard deviation.

4.3.5.2 Inferential statistics

According to Durrheim (2008:192), inferential data allow the researcher to draw conclusions about the population from sample distribution data. The Cronbach alpha was used to measure internal consistency of the data within a group and it is the most commonly used reliability measurement (Roestenburg 2011:177). Descriptive and inferential statistics were used to convert raw data into meaningful information for this study.

4.3.6 Triangulation

According to Silverman (2008:212), triangulation endeavours to obtain a true disclosure of a situation by researching a situation from different method or findings. Triangulation is the process of seeking convergence and corroboration of results from different methods and designs in studying the same phenomenon. To clarify potential misconceptions in the purpose of mixed research methodology, Hammersley (2008:23) puts forward four meanings to the term 'triangulation'.

The first meaning is triangulation as validity checking, whereby the validity of an interpretation that is based on a single source of data is subjected to verification with at least one further source that is of a strategically different type (Hammersley 2008:23).

The second interpretation of triangulation occurs when the researcher collects accounts of the same event from several different groups of participants.

The third meaning is to seeking complementary information by using different research methods, such as combining statistical responses with observations of participants, in order to find converging evidence (Erzberger and Kelle 2003:461).

Lastly, triangulation is regarded as epistemological dialogue or just a position to argue that triangulation was first conceptualised as a strategy for validating results obtained by way of individual research methods. The study uses triangulation by comparing responses from the ward councillors, ward committee members and general members of the community for the achievement of better validity of the findings.

4.3.7 Validity and reliability

According to Sarantakos (2005:83) validity is a standard of preciseness, truth and relevancy of inquiry undertaking. Validity is very important in interpretive and qualitative social research. However, instead of using the term validity, qualitative researchers often use different terms such as credibility, trustworthiness or authenticity. Credibleness and authenticity of research are more important to qualitative researchers than the idea of a single edition of truth promoted by the positivist social science research approach. Neuman (2007:196) maintains that the qualitative researcher's objective is to give a fair, honest and a balanced account of social life from the standpoint of someone who lives it every day. Table 4.2 presents a summary of different types of validity.

Table 4.2: Different types of validity

Types of validity	Definition	How determined
Construct	Extent to which a set of measured items actually represents the theoretical latent construct that those items are designed to measure.	Estimated by looking at convergent validity, discriminant validity, nomological validity and face validity.
Convergent	Extent to which a set of measured variables actually represents the theoretical latent construct that those variables are designed to measure.	Estimated by looking at the factor loading, the amount of variance extracted and reliability.
Discrimination	Extent to which a construct is truly distinct from other constructs.	Comparing the variance-extracted percentages for any two constructs with the square of the correlation estimate between these two constructs. The variance extracted estimates should be greater than the squared correlation estimate.

Nomological	Determines whether the scale demonstrates the relationships shown to exist based on theory or prior research.	Looking at the correlation between the factor scores for each construct. Constructs should be positively related to one another.
Face or content	Extent to which the content of the items is consistent with the construct definition	A specific number of experts should be asked to evaluate the validity of items individually as well as for the entire instrument.
Criterion-related	Examines the relationship between the existing measures and the newly developed scales.	Evidence of criterion-related validity will be provided if the hypothesised relationships attain statistical significance.
External	Concerned with the generalizability of the results.	Generating relationships with different samples

Source: Hair, Babin, Monet and Samouel (2003)

According to Sarantakos (2005:89) and Denscombe (2007:298), reliability measures the consistence and precision of a research project. While qualitative research worker gives attention to reliability, they use terms such as consistency, applicability or dependability. Qualitative researchers use a variety of data resource and use a multiple measurement method in order to come up with reliable and dependable data (Nueman 2007:196).

For the validity and dependability of this study, the researcher used self-administered structured interviews and extensive literature review analysis to get multiple perspectives and confirm the credibility and authenticity of the study and findings. The research was programmed and carried out accordingly in an ethical and professional manner to ensure its validity and, reliability, credibility and trustworthiness.

4.4 ETHICAL CONSIDERATIONS

According to Wassenaar (2008:61), the main focus of research ethics is the welfare of the research participants, scientific misconduct and plagiarism. Approval from the Durban University of Technology institutional research ethics committee was obtained before the commencement of the study.

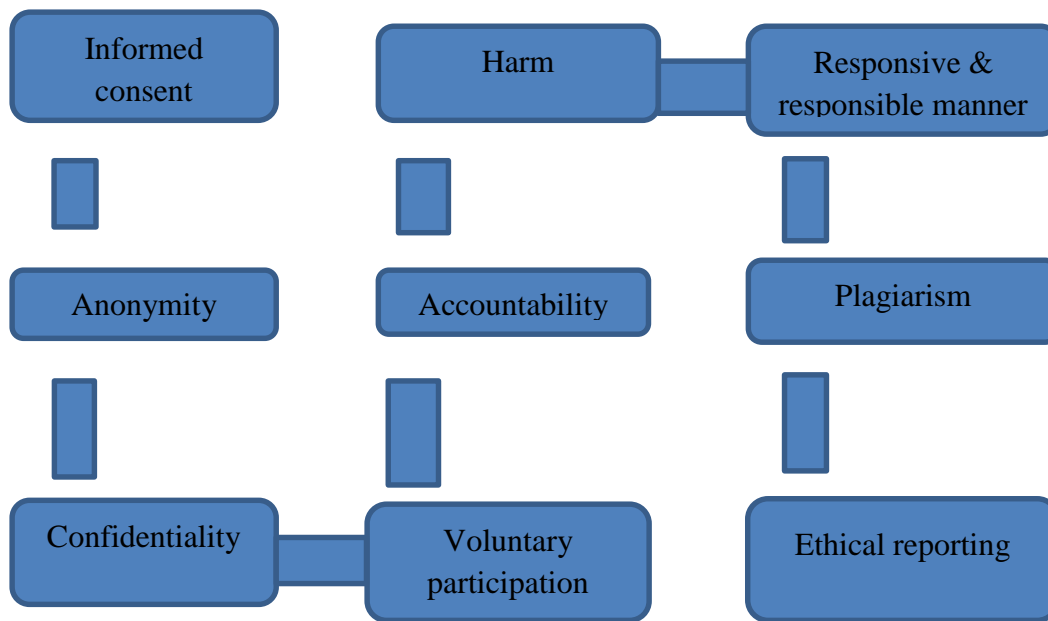
There are ethical standards that need to be considered in any intervention in people's lives and it is essential that every effort be made to avoid harmful consequences for participants. Social research workers have a moral and professional duty to be ethical and they are expected to always follow ethical considerations in their work (Nueman 2007:129).

According to Sarantakos (2005:18) and Denscombe (2007:18) basic ethical standards to be respected in social inquiry are as follows:

- Obedience to the rights and dignity of the participant;
- Honesty, truthfulness and professionalism of the researcher;
- Providing clear and truthful information about inquiry aims and operations to participants;
- Explaining the possibilities of risks and consequences the participant may encounter due to their participation in inquiry project;
- Avoidance of any physical or psychological trauma to participant;
- Right to privacy and anonymity of participant;
- Confidentiality of data collected in a research project; and
- Informed consent should be obtained from participants.

Furthermore, figure 4.1 below depicts important ethical issues that this study has complied with and each issue will be discussed in greater detail.

Figure 4.1: Ethical issues in the research



Source: Pretoria C Olkers (2001)

4.4.1 Informed consent

The aim of informed consent is to fully inform the participants in a research undertaking about the research and help them decide whether or not they want to participate. According to Sarantakos (2005:20), Neuman (2007:136) and Denscombe (2007:146) informed consent must communicate the following information namely with the subjects:

- Identity of the researcher;
- Contact details of the investigator;
- Institution at which the research is being registered;
- The people who funded the research;
- Intention, objective lens and methodology of the research;
- Potentiality benefit and danger to the participants associated with the research;
- Warrant of seclusion's and anonymity of the subjects and confidentiality of information; and
- Reserve the right to withdraw from the cognitive process at any time.

The anticipated consequences, rights and responsibilities, as well as the nature and purpose of research, should be communicated as fully as possible to the individuals most likely to be affected. Participants should be informed about the features of the research project that might

influence their decision to participate. Informed consent can be ensured by telling participants what the researcher wishes them to do and asking them for their written permission. Before the commencement of the research, the researcher obtained an ethical clearance certificate from the Durban University of Technology, which is attached as Appendix D.

4.4.2 Anonymity

Anonymity refers to the principle that the identity of participant should be kept secret during and after the research project. Participants have a right to remain anonymous. Neither the names, nor any identifiable background information of participants may be disclosed. Anonymity was ensured due to the fact that respondents completed the questionnaire in front of the researcher.

Permission to undertake the study was obtained from the Umzumbe Local Municipality manager and support gained from the ward councillors as the chairpersons of wards (see Appendix D). To protect the participants from any physical and psychological danger, the researcher made sure that the subjects remain anonymous in the study

4.4.3 Confidentiality

Researchers are responsible for protecting the security and confidentiality of obtained information. The researcher should not discuss or share any personal information related to participants without their consent. If conducting survey research, the researcher should ensure that the data collected will be used only for the stated purposes of the specific study (see Appendix B).

4.4.4 Voluntary participation

Participation in a research study should be voluntary and participants may refuse to reveal certain information about themselves and may have an opportunity to withdraw from the research study at any time. The researcher made every effort to inform the participants that participation was entirely voluntary and that participants had the right to withdraw their consent at any time (see information and consent letter as Appendices B and C)

4.4.5 Accountability

According to Voskuijl and Evers (2007:279-291), researchers may be held accountable for the manner in which survey data is used and interpreted, as well as for protecting the confidentiality and security of obtained information (see Appendix B).

4.4.6 Harm

It will be unethical for researchers to expose participants to unnecessary physical or psychological harm. According to Mouton and Babbie (2009:90) researchers need to take cognisance of the impact that their research will have on participants so as to not expose them to any unreasonable risks and harm to their emotional well-being. The researcher minimised the possibility of harm to participants by explaining that this was not a test with any right or wrong answers and that no judgements would be made about them as individuals, nor could the results in any way be linked to them (see Appendix C).

4.4.7 Responsive and responsible manner

The researcher ensured that participants were treated in a socially responsive and responsible manner by consulting numerous journal articles and taking note of how research in similar contexts has been conducted. According to Voskuijl and Evers (2007:279-291), the participants should be treated with respect and consideration, to acknowledge them as persons in specific contexts with specific needs; to protect them from possible negative consequences of the research; and to demand of them only to produce relevant and reasonable information.

4.4.8 Plagiarism

Plagiarism is the copying or paraphrasing of other people's work or ideas without full acknowledgement. It is a concern that needs to be prevented at all costs and researchers have to ensure that all references have been properly documented and listed throughout the research project. For the purpose of this study all the resources have been acknowledged (See Bibliography).

4.4.9 Ethical reporting

It is the responsibility of the researcher not to falsify, distort or leave out any findings. The researcher attempted to report results in an honest and accurate manner.

4.5 DELIMITATIONS OF THE STUDY

- This study was limited to the Umzumbe Municipality within the UGu District Municipality in the province of KwaZulu Natal and excluded the five local municipalities in the district municipality.
- This study only considers 10 wards of the Umzumbe municipality (See Table 4.2) and excluded nine wards.
- Only Umzumbe Municipality residents who are over eighteen years of age were included.
- The study considered 10 ward councillors, 100 ward committee members and 290 general members of the public from the selected 10 wards.

4.6 LIMITATIONS OF THE STUDY

Limited time and costs have reduced the scope of the research in a sense that the researcher had to travel regularly to meet respondents and issue them questionnaires to complete.

Notwithstanding these limitations, the report reflects a fairly informed picture of community participation in the IDP process in the Umzumbe Municipality.

4.7 CONCLUSION

The main focus of this chapter was to discuss the research methods and technique used to collect and analyse the information needed to find solutions towards addressing the research objectives. The chapter focused on the research design and inquiry methodology used to answer the research questions and obtain the research aims and objectives. The research approach used was a quantitative research paradigm to increase the validity and reliability of the study. Descriptive and inferential techniques were used to analyse both the outcomes of the research. The size of the sample and rating of responses was adequate enough to generalise the results to the entire population. Lastly, the study was conducted under ethical considerations. In the next chapter, the findings and analysis are discussed.

CHAPTER FIVE: DATA PRESENTATION, ANALYSIS AND INTERPRETATION OF RESULTS

5.0 INTRODUCTION

This chapter seeks to present an analysis of the findings based on the quantitative data gathered through questionnaires. The discussion and interpretation of the findings were informed by the research objectives and questions of the study.

5.1 FINDINGS AND ANALYSIS OF THE PRIMARY DATA

This section presents the results and discusses the findings obtained from respondents through the use of questionnaires in this study.

5.1.1 Response rate: Councillors, Ward committees and members of the community

In total, 10 questionnaires were sent to councillors; 100 questionnaires to ward committee members; and 290 questionnaires to community members. All were returned, which gave a 100% response rate. This response is greater than the 60% recommended by Frencheam (2008:2) for a credible and reliable, research project. Therefore, the high response rate (100%) enhances the credibility and reliability of the study.

5.1.2 Reliability Statistics

The two most important aspects of precision are reliability and validity. Reliability is computed by taking several measurements on the same subjects. A reliability coefficient of 0.70 or higher is considered as acceptable (Gliem and Gliem 2003:87). The following three tables reflect the Cronbach's Alpha score for all the items that constituted the questionnaire for councillors, ward committees and members of the community respectively.

Table 5.1: Cronbach's alpha score for all the items that constituted the questionnaire for Councillors

Objective	Question	Number of Items	Cronbach's Alpha
1	1	7 of 7	0.791
	2	6 of 6	0.682
	3	5 of 5	0.804
	4	4 of 4	0.638
	5	5 of 8	0.606
	6	7 of 7	0.844
2	1	5 of 5	0.642
3	1	6 of 6	0.895
	2	6 of 6	0.747

The overall scoring pattern exceeds or is approximate to the recommended value of 0.700, apart from four values which are only slightly less than the recommended value. The Cronbach alpha values indicate a degree of consistent scoring for the various aspects of the questionnaire.

The slightly low alpha value were obtained for the ranking phases of the IDP process in which the community participates (Objective one, Question 2) and for identifying stakeholders deciding on the development that has to take place in the community (Objective one, Question 4); from the levels of community participation used in the IDP process used in the ward (Objective one, Question 5) and from the main challenges facing ward councillors with regards to community participation in the IDP process (Objective two, Question 1). The low alpha value could be attributed to the fact that each municipality has a unique set of institutional challenges for community participation due to specific socio-economic conditions, financial and human needs.

Table 5.2: Cronbach's alpha score for all the items that constituted the questionnaire for Ward committees

Objective	Question	Number of Items	Cronbach's Alpha
1	1	7 of 7	0.878
	2	6 of 6	0.860
	3	5 of 5	0.886
	4	4 of 4	0.460
	5	8 of 8	0.567
	6	7 of 7	0.877
2	1	6 of 6	0.876
3	1	6 of 6	0.849
	2	3 of 3	0.753

The overall scoring pattern exceeds the recommended value of 0.700, apart from two values which are less than the recommended value. The Cronbach alpha values indicate a degree of consistency scoring for the various aspects of the questionnaire.

The low alpha values were obtained for identifying stakeholders deciding on the development that has to take place in the community (Objective one, Question 4) and from the levels of community participation used in the IDP process used in the ward (Objective one, Question 5). According to Smith (2008:16) participation requires a knowledge of issues so that communities can make a meaningful contribution. Members of poor communities having different perceptions of public participation due to their low education levels could have attributed to these low alpha values.

Table 5.3: Cronbach's alpha score for all the items that constituted the questionnaire for general members of the community

Objective	Question	Number of Items	Cronbach's Alpha
1	3	4 of 4	0.905
	4	6 of 6	0.838
	5	7 of 7	0.900
2	1	5 of 5	0.815
	2	5 of 5	0.874
3	1	6 of 6	0.948

The overall scoring pattern exceeds the recommended value of 0.700. The Cronbach alpha values indicate a degree of consistency scoring for the various aspects of the questionnaire.

5.2 DEMOGRAPHIC AND BIOGRAPHIC PROFILE OF THE RESPONDENTS

This section presents descriptive statistics based on the demographic and biographical information of the research study for ward councillors, ward committee members and members of the community.

5.2.1 Composition of the sample by age

The figure below indicates the age of respondents.

Figure 5.1: Composition of the sample by age of respondents

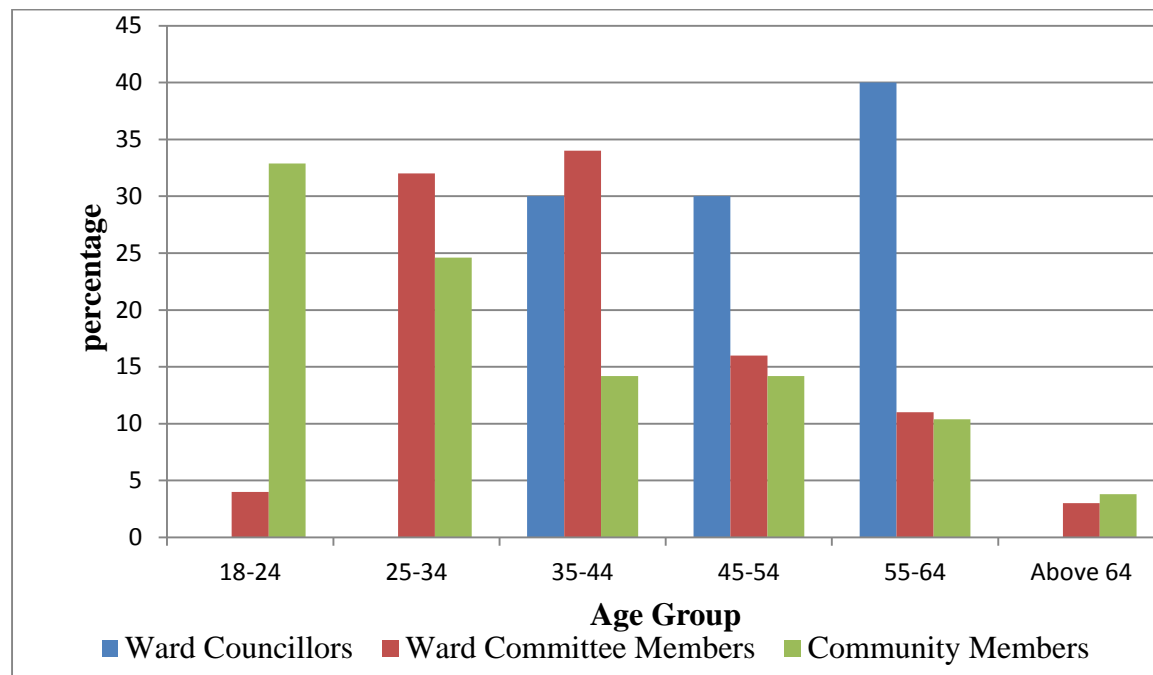


Figure 5.1 indicates that 30% of ward councillors were between the ages of 35 and 44 years and 45 to 54 years. Forty percent (40%) of ward councillor ages range between 55 and 64 years.

Ward committees had 4% between the age of 18 to 24 years, while 34% was between 35 to 44 years and 3% was above 64 years of age.

Figure 5.1 further indicates that the majority (33%) of community members were between the ages of 18 to 24 years. Nearly 25% of community members were between the ages of 25 to 34 years of age. Fourteen percent (14%) ranges between the ages of 35 to 44 and 45 to 54 years, while 10% was in the 55 to 64 years age group and 4% was above 60 years of age.

From the above findings, both youth and adults engage in community structures. However, it was noted that there were no ward councillors in the age category of 18 to 24 and 25 to 34 years. This could be attributed to the fact that a councillor's job is politically orientated and the youth lack experience in political issues.

5.2.2 Composition of the sample by gender group

The figure below indicates the gender of respondents.

Figure 5.2: Gender composition of respondents

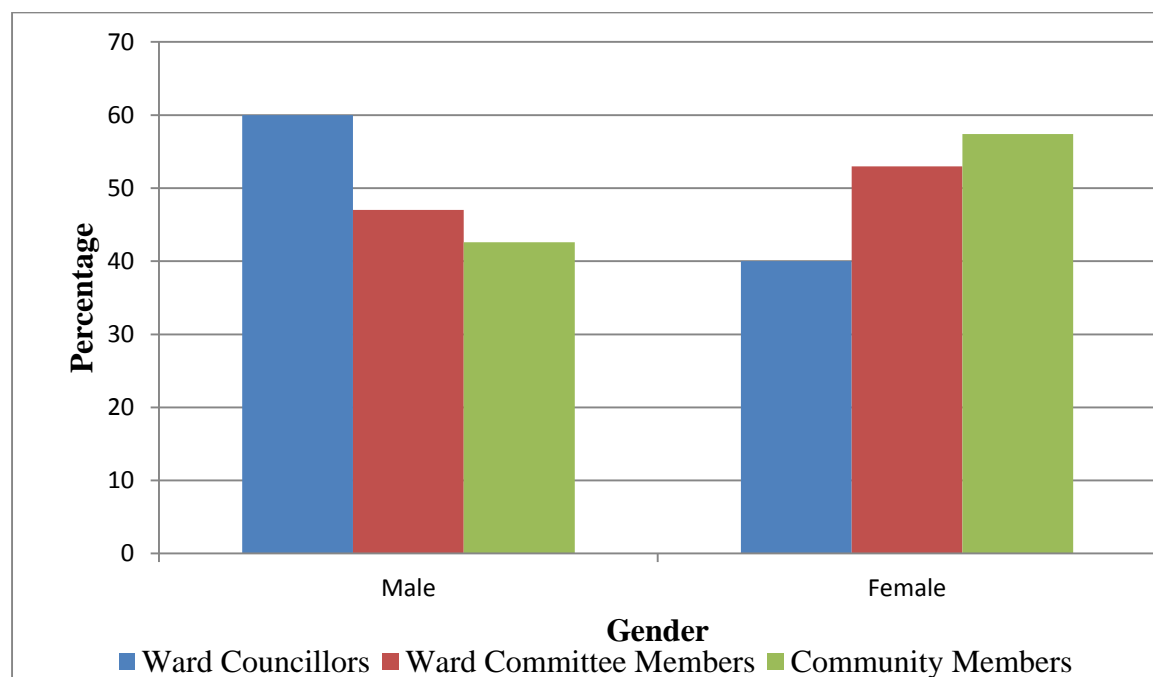
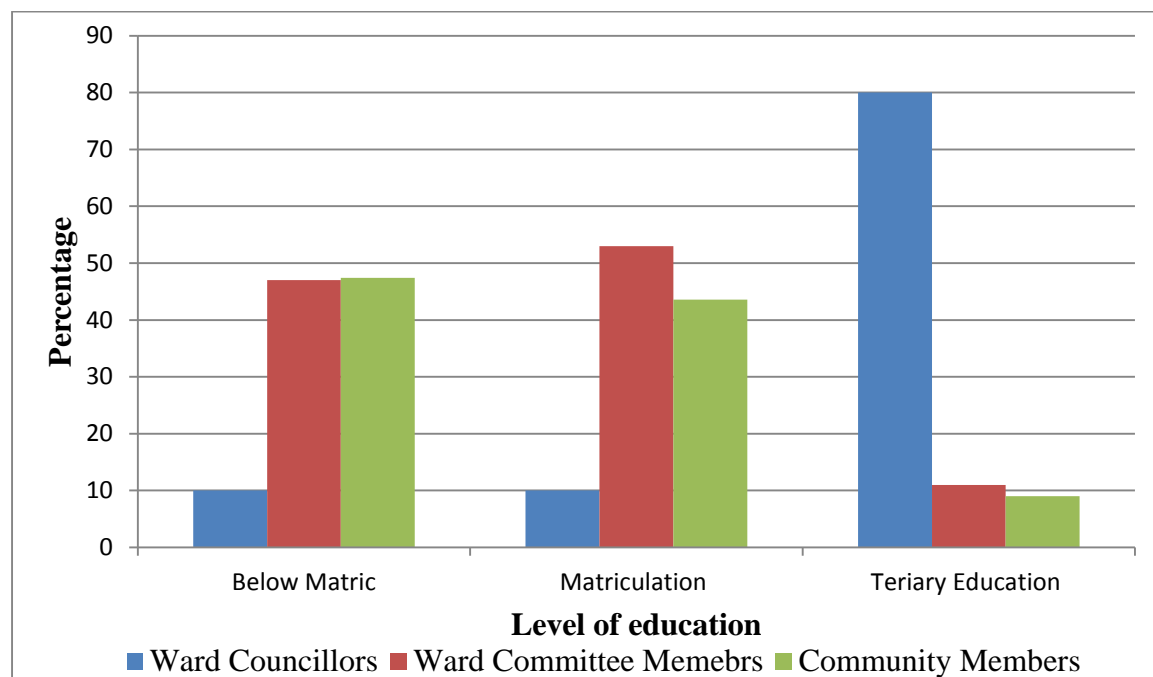


Figure 5.2 above illustrates that 60% of ward councillors were males, while 40% was females. Forty seven percent (47%) of ward committee members were males and 53% was females. Lastly, 43% of community members were males and 57% were females. From the above findings, it can be concluded that the study sample was evenly represented by both genders. In terms of gender, especially amongst ward councillors, the difference in gender distribution could be attributed to the fact that there were insufficient female candidates in the Umzumbe Local Municipality.

5.2.3 Composition of the sample by levels of education

The figure below indicates the level of education of the respondents.

Figure 5.3: Level of education of the respondents



The majority of ward councillors (80%) had at least a tertiary education qualification, while only 10% had a level of education of matriculation and 10% below matriculation. More than 50% of ward committee members had matriculation qualification; 47% was below matriculation while only 11% of ward committee members had a tertiary education. Only 9% of community members had tertiary education; 47% had matriculation qualification and 47% was below matriculation.

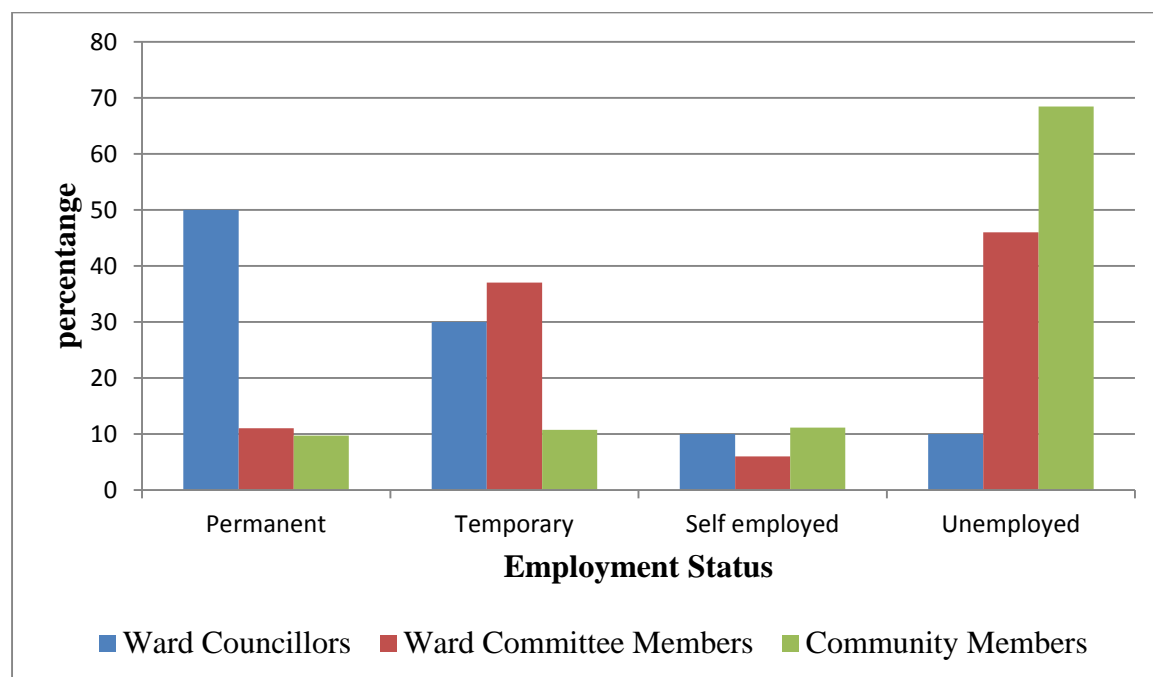
The demographic characterisation of study respondents play an important role in the data analysis, as the age, gender, marital and employment statuses contribute to how respondents interpret statements or questions contained in the questionnaire.

The above findings indicate that the majority of the ward councillors are more qualified than the ward committee members and community members. This could affect public engagement to discuss developmental issues. The level of education of community members directly involved with community participation plays a critical role as most of the municipality documents are written in English language. Therefore the 47% of community members who were at matriculation and below could have challenges in understanding municipality documents and this could affect public engagement.

5.2.4 Composition of the sample by employment status

The figure below presents the composition of the sample by employment status of respondents.

Figure 5.4: Employment status of respondents



Only five (50%) ward councillors were permanently employed, 30% was temporarily employed, 10% was self-employed and the other 10% was unemployed.

Only 11% of ward committee members were permanently employed, 37% was temporarily employed, only 6% was self-employed and a majority of respondents (47%) were unemployed. This makes ward committees more effective in attending community issues since they spend most of their time within their communities.

A large number (68%) of community members were unemployed, while 11% was self-employed, 11% was temporarily employed and only 10% was permanently employed.

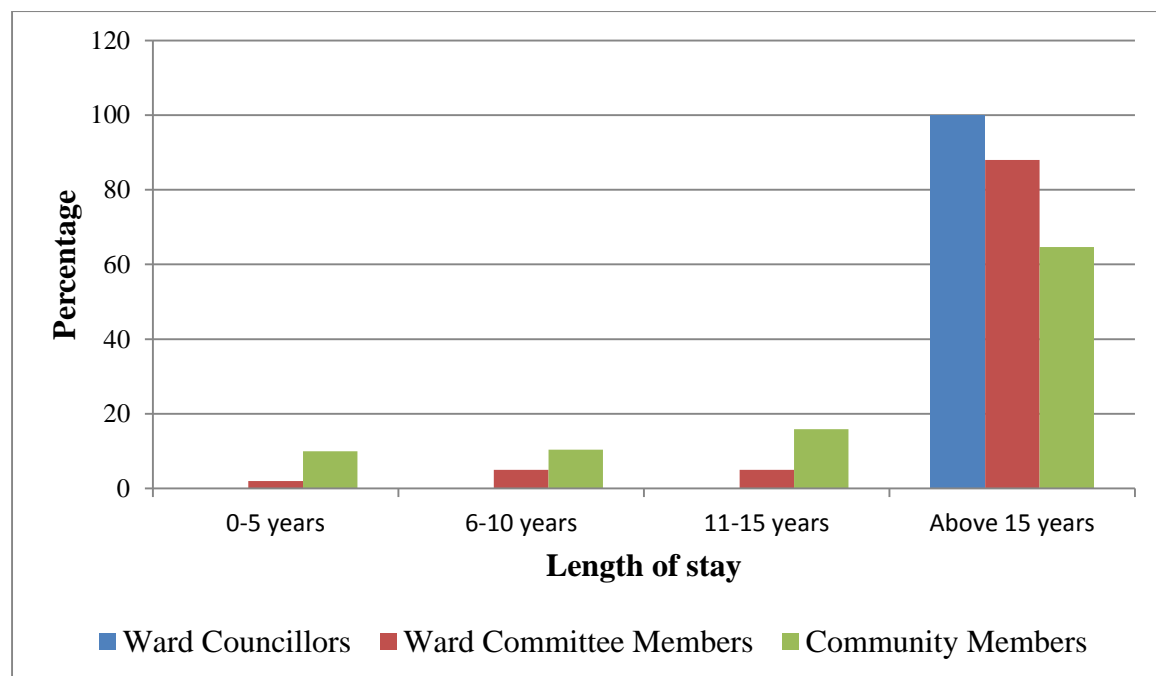
There is a high level of unemployment in the area, with approximately 68% of the population classified as unemployed. The educational profile and literacy levels in the study area, are also

consistent with the characteristics of the respondents, as there is a low level of residents with tertiary qualifications in the population of the Umzumbe Local Municipality.

5.2.5 Composition of the sample by length of stay of respondents

The figure below represents the composition of the sample by length of stay of respondents in the Umzumbe Local Municipality.

Figure 5.5: Length of stay of respondents



One hundred percent (100%) of ward councillors had been staying in the Umzumbe local Municipality for more than 15 years. Therefore the ward councillors should have sufficient exposure and an understanding of the needs and aspirations of the community.

Eighty eight percent (88%) of ward committee members had been residing in this municipality for more than 15 years and should understand the critical issues of the Umzumbe Local Municipality residents. While 5% had been in the area for a period of 11 to 15 years, another 5% had been in the area for a period of 6 to 10 years and only 2% had been in the area for a period of 0 to 5 years.

Sixty five percent (65%) of community members lived in the area for more than 15 years and should understand the state of development of the Umzumbe Local Municipality. Only 16% had been living in the area for a period of 11 to 15 years, while 10% had been in area for a period of 6 to 10 years and only 10% had been in the area for 0 to 5 years.

Based on the length of stay, the respondents should understand the nature and state of socio economic development of the Umzumbe local Municipality, thus making the findings more reliable and valid

5.3 DATA ANALYSIS

Levels of disagreement (negative statements) were collapsed to show a single category of “Disagree”. A similar procedure was followed for the levels of agreement (positive statements). This is allowed due to the acceptable levels of reliability. The results are first presented using summarised percentages for the variables that constitute each section. Results are then further analysed according to the importance of the statements.

5.3.1 Objective 1: Investigate the extent of community participation in the IDP process

5.3.1.1 Purpose of community participation in the IDP process

The table below presents the findings from ward councillors (WC) and ward committee members (WCM) on the purposes of community participation in the IDP process.

Table 5.4: Ward councillors and ward committee members' responses on the purposes of community participation in the IDP process

Statement	WC			WCM		
	D %	NS %	A %	D %	NS %	A %
Increase citizen awareness	0	0	100	3	8	89
Gain information on citizen views	0	10	90	4	6	90
Decide between different options for development	0	0	100	4	24	72
Empower local community	0	0	100	2	5	93
Meet statutory requirements	0	10	90	2	7	91
Select projects that give the most benefits	10	0	90	2	7	91
Promotes good local governance	0	10	90	2	3	95

WC= Ward Councillors; WCM= Ward Committee Members; D= Disagree; NS= Not sure and A= Agree.

5.3.1.1.1 Increases citizen awareness

The table above illustrates that 100% of ward councillors agreed with the purposes of community participation in the IDP process as they are listed in Table 5.4. The findings are be individually stated and due to the interrelatedness of the findings, a general discussion is be provided.

Eighty nine percent (89%) of ward committees agreed with the purpose that community participation in IDP process to increase citizen awareness, while 8% of ward committees were not sure about this purpose and a minority of respondents (3%) disagreed with the purpose.

The majority of both ward councillors and ward committee members consider community participation in the IDP process increases citizen awareness. This could be attributed to the fact that public notices are made and meetings held with the community.

5.3.1.1.2 Gain information on citizen views

Table 5.4 indicates that 90% of ward councillors agreed that gaining citizen views about their development is the purpose of community participation in the IDP process, while 10% of them were not sure about this purpose.

In a similar table ninety percent (90%), of ward committee members were in agreement that one of the purposes of community participation in the IDP process is to gain information on citizen views about their development, while 6% of respondents were not sure about this purpose and only 4% disagreed with the above purpose.

Moningka (2000:12) argues that involving the community in projects may increase local ownership of projects and enhance a sense of responsibility for maintaining the services provided by projects. This aspects is essential for the durability and continuity of development projects.

5.5.1.1.3 Decide between different options for development

The table illustrates that 100% of ward councillors agreed that deciding between different options for development is the purpose of community participation in the IDP process. The same table also illustrates that 72% of ward committee members agreed that deciding between different options for development is the purpose of community participation in the IDP process, while 24% was not sure of this purpose and only 4% did not agreed with the same purpose.

According to Theron (2005:95), community projects initiated by community members themselves would be taken care of more than those imposed upon them by municipality representatives. Therefore, it is important for community members to participate in the IDP process.

5.3.1.1.4 Empower local community

One hundred percent (100%) of ward councillors agreed that empowering local communities is the purpose of community participation in the IDP process. Ninety three percent (93%) of ward committee members also agreed with the fact that empowering local communities is the purpose of community participation in the IDP process, while 5% of respondents were not sure about this purpose and only 4% of respondents did not agreed.

From the findings of the study, it is evident that the majority of both ward councillors and ward committee members consider community participation in the IDP process as empowering the local community. This could be attributed to the fact that public meetings are held whereby community members are given an opportunity to air their views about service delivery.

5.3.1.1.5 Meet statutory requirements

Table 5.4 also illustrates that 90% of ward councillors agreed that the purpose of community participation in the IDP process is to meet statutory requirements, while 10% of respondents were not sure about this purpose. The same table also illustrates that 91% of community members agreed that the purpose of community participation in the IDP process is to meet statutory requirements, while 7% of respondents were not sure about this purpose and only 2% disagreed with the purpose.

This finding can be attributed to the fact that people do not look at participating in the IDP process as their right but as a way of meeting statutory requirements as indicated in Chapter 2 of the Constitution that municipalities must encourage community participation, consultation and involvement of the community in the activities and functions of municipalities.

5.3.1.1.6 Select projects that give the most benefits

Table 5.4 indicates that 90% of ward councillors agreed that one of the purposes of community participation in the IDP is to select projects that give the most benefits, while 10% was not sure about this statement. Ninety one percent (91%) of ward committee members agreed with ward councillors that selecting projects that gives the most benefits to the community is the purpose of community participation in the IDP process, while 7% was not sure about this and only 2% disagreed with the above purpose.

5.3.1.1.7 Promotes good local governance.

Table 5.4 also illustrates that 90% of ward councillors agreed that the purpose of community participation in the IDP process promotes good local governance, while 10% of respondents were not sure about this purpose. A majority (95%) of ward committee members were in agreement with ward councillors that community participation in the IDP process promotes good local governance, while 3% was not sure about this purpose and only 2% disagreed with the above purpose.

Ward councillors play an important role in service delivery. In an attempt to improve service delivery, ward councillors need to strengthen forces with the municipal administration in enhancing efficiency and effectiveness. It is strongly recommended that ward councillors adhere to the Batho Pele Principles.

Principles which Joseph (2002:10) proposes advocate a culture of good, effective public service-including those working for municipalities. Ward councillors should consult and inform members of the community residing in their wards regarding the level and quality of public services. The information provided should indicate the accurate level of service standards. They should ensure that services are equally accessed by everyone and that redress is rendered when services are not delivered (Joseph 2002:18).

5.3.1.2 Reasons for involving community members in the IDP process

The following table present findings from ward councillors and ward committee members on the reasons why community members are involve in the IDP process.

Table 5.5: The reasons for involving community members in the IDP process

Statement	WC			WCM			CM		
	D	NS	A	D	NS	A	D	NS	A
	%	%	%	%	%	%	%	%	%
Ensures development responds to community	0	0	100	2	10	88	17	23	60
Better need identification by communities	0	0	100	2	4	94	15	13	72
Improves service delivery	0	0	100	3	6	91	18	24	58
Community empowerment	0	0	100	5	27	68	18	34	48
Promote transparency and accountability	0	0	100	6	6	88	17	27	56
Better resource distribution	0	0	100	3	17	80	26	26	48
Increased level of information sharing in communities	0	10	90	2	10	88	15	23	61

WC= Ward Councillors; WCM= Ward Committee Members; D= Disagree; NS= Not sure and A= Agree.

For all the reasons for involving community members in the IDP process, 100% of ward councillors agreed except for increases the level of sharing information in communities where 90% agreed and 10% was not sure. The average level of agreement for this section was 99%. Most of the statements have 100% values, except for increases the level of sharing information in communities (90%), which does not favourably compare with the views of community members.

5.3.1.2.1 Ensures development responds to community

Table 5.5 above illustrates that 88% of ward committee members were in agreement with ward councillors that involving community members in the IDP process ensures that development responds to community needs, while 10% was not sure about this statement and only 2% disagreed. The table also indicates that 60% of community members agreed with ward councillors and ward committee members that involving community members in the IDP process, ensures that development responds to community needs, while 17% was not sure and 23% disagreed.

5.3.1.2.2 Better need identification by communities

Ninety four percent (94%) of ward committee members agreed with ward councillors that one of the reasons for involving community members in the IDP process is better need identification by communities, while 4% were not sure about this reason and only 2% disagreed with the above reason. Seventy two percent (72%) of community members agreed that community participation in the IDP process is for better need identification, while 13% was not sure and 15% disagreed.

5.3.1.2.3 Improves service delivery

Table 5.5 also illustrates that 91% of ward committee members agreed that involving the community in the IDP process improves service delivery, while 6% of respondents were not sure about this reason and only 3% disagreed. The table also illustrates that only 60% of community members agreed that involving community members in the IDP process improves service delivery, while 24% was not sure about this reason and 18% disagreed.

The low level of agreement of community members could be due to ward councillors not living in the area as well as inadequate local economic development.

5.3.1.2.4 Community empowerment

Only 68% of ward committee members agreed with ward councillors that involving community members in the IDP process ensures community empowerment, while 27% was not sure about this statement and 5% disagreed with ward councillors. Forty eight percent (48%) of respondents agreed that involving community members in the IDP process ensures community empowerment, while 34% was not sure about this statement and 18% disagreed.

It is noted that there is a difference in the responses of ward councillors, committee members and community members about community empowerment being one of the reasons for involving community members in the IDP process.

This finding may be attributed to the fact that the concept of local government is new and people are not well educated on the importance and reasons for participating in the IDP process, as well as community member's high level of unemployment. Kellerman (2008:195) observes that participation should not be a spontaneous exercise but rather appropriate local and institutional process and structures are key issues to be addressed.

5.3.1.2.5 Promote transparency and accountability

Table 5.5 also indicates that 88% of ward committee members agreed with ward councillors that involving community members in the IDP process promotes transparency and accountability, while 6% was not sure about this and 6% disagreed with the ward councillors. The table also indicates that 56% of community members agreed with the fact that involving community members in the IDP process promotes transparency and accountability, while 27% of respondents was not sure about this reason and only 17% disagreed.

Isaac and Franke (2002:187) argue that the selection of beneficiaries for development schemes have been the main source of corruption. In the People's Campaign, transparent procedures are laid down to ensure that beneficiaries are selected on the basis of objective criteria with the participation of the people. This increases the transparency and accountability of municipal officials.

5.3.1.2.6 Better resource distribution

Involving community members in the IDP process improves better resource distribution as indicated by the 80% of ward committee members who agreed with this statement; 17% was not sure about this statement and only 3% disagreed. Most community members (48%) indicated that involving community members in the IDP process makes for better resource distribution, while 26% was not sure and 26% disagreed.

According to Hofisi (2014:1132), participation must be established in various phases as follows, planning and decision-making; implementation; evaluation; and finally a phase in

which benefits are derived. The majority of ward councillors and ward committee members consider better resource distribution as one of the reasons for community participation, while community members do not agree. This could be attributed to the fact that citizens are not provided with an opportunity to negotiate the terms of their development with the government. Instead, they are presented with an IDP document which is prepared by municipal officials.

5.3.1.2.7 Increased level of information sharing in communities

The table indicates that 88% of ward committee members were in support of the statement that involving community members in the IDP process increases the level of information sharing in communities. However, 10% was not sure of the reason and only 2% disagreed with the reason. The average level of agreement for this section is 85%. Most of the statements have high values except that of community empowerment (68%). Sixty one percent (61%) of community members agreed, while 23% was not sure and 15% disagreed.

It is evident that the factors as they are listed in Table 5.5 are critical reasons for involving community members in IDP process.

5.3.1.3 Community participates in the following phases of the IDP process

The table below presents findings from ward councillors and ward committee members on the phases of the IDP process in which the community participates.

Table 5.6: Ward councillors and ward committees responses on the phases of the IDP process in which the community participates

Phases	WC			WCM		
	R	S	Mott	R	S	Mott
	%	%	%	%	%	%
Meetings to discuss IDP issues	0	10	90	13	50	37
Understanding different projects	0	30	70	14	38	48
Selecting methods to undertake projects	10	30	60	16	38	48
Assisting in the details of how projects will be undertaken	30	20	50	17	34	49
Identify projects that can be undertaken together	0	30	70	22	29	49
The community approves the project to be undertaken	0	20	80	31	11	58

WC= Ward Councillors; WCM= Ward Committee Members; R= Rarely; S= Sometimes and Mott= Most of the time.

5.3.1.3.1 Meetings to discuss IDP issues

Table 5.6 illustrates that 90% of ward councillors indicated that meetings were held to discuss IDP issues and communities regularly participating, while only 10% indicated that communities were only participating sometimes. Only 37% of ward committee members indicated that at meetings to discuss IDP issues, communities were regularly participating, while 50% indicated that communities were only participating sometimes and only 13% indicated that the communities rarely participated in this phase.

The difference between what ward councillors and ward committee members indicated when it comes to meetings to discuss IDP issues could be attributed to the low level of education of ward committee members. Hence, they do not understand at which levels of the IDP community participation takes place. If ward councillors do not convene regular meetings, it

paralyses the functioning of the ward committee. Consequently, this affects community development which is the ultimate objective of the ward committee structure (Qwabe and Mdaka 2011:68).

5.3.1.3.2 Understanding different projects

Just over two thirds (70%) of ward councillors indicated that understanding different projects of the IDP is the phase in which the communities were most participative, while 30% indicated that in the same phase communities were only sometimes participative. Just over one third (48%) of ward committees indicated that understanding different projects of the IDP is the phase in which the communities were most participative, while 38% indicated that, in the same phase, communities were only participating sometimes and only 14% indicated that the communities rarely participated in this phase.

The findings indicate that rural communities are not participating in the IDP process. Participation in integrated development plans must result in real shifts and practice. According to Fung (2003:100), institutionalists argued that the key to making participation real lies in conducive institutional designs which entail decision-making processes and rules enabling intended beneficiaries to participate (Fung 2003:100).

5.3.1.3.3 Selecting methods to undertake projects

Table 5.6 also shows that 60% of ward councillors indicated that in selecting methods to undertake projects, communities were regularly participating in the phases of the IDP process, while 30% indicated that communities were only participating sometimes and 10% indicated that communities rarely participated in this phase.

Forty eight percent (48%) of ward committees indicated that in selecting methods to undertake projects communities were regularly participating, while 36% indicated that in the same phase communities were only participating sometimes and 16% indicated that the communities rarely participated in this phase.

Only 48% of ward committees indicated that the community and community organisations participated in selecting methods to undertake projects. This is not in line with section 152 of the Constitution (1996:51) which states that the objectives of local government are to

encourage the involvement of communities and community organisation in matters of local government.

5.3.1.3.4 Assisting in the details of how projects will be undertaken

Fifty percent (50%) of ward councillors indicated that in assisting in the details of how the projects will be undertaken, communities were regularly participating, while 20% indicated that communities were only participating sometimes and 30% indicated that the communities rarely participated in this phase.

Forty nine (49%) of ward committee members indicated that communities were most of the time participating in assisting in the details of how the projects will be undertaken, while 34% of respondents indicated that communities were sometimes participating and 17% indicated that the communities were rarely participated in this phase.

According to section 42 of the MSA (2000:48), a municipality must establish appropriate mechanisms, processes and procedures that involve the local community in the development, implementation and review of the municipality's performance management system and, in particular, allow the community to participate in the setting of appropriate key performance targets of the municipality.

5.3.1.3.5 Identify projects that can be undertaken together

Seventy percent (70%) of ward councillors indicated that the identification of projects that could be undertaken together was the IDP phase in which the communities were most participative, while 30% indicated that communities were participating sometimes. Forty nine percent (49%) of ward committees indicated that community members were participating most of the time in the identification of projects that could be undertaken together, while 29% indicated that communities were participating sometimes and 22% indicated that communities rarely participated in this phase.

In terms of section 16 sub-section 4 of the MSTA (1998:38) the local community is encouraged to get involved in the affairs of the municipality. In this regard, the community can participate in municipal planning processes like, the integrated development plan (IDP) process in the preparation, implementation and review.

5.3.1.3.6 The community approves the project to be undertaken

Lastly Table 5.6 illustrates that 80% of ward councillors indicated that the approval of the projects to be undertaken was the phase in which the communities were participating most of the time, while only 20% indicated that communities were participating sometimes.

The table also illustrates that 58% of ward committee members indicated that the approval of the projects to be undertaken was the phase in which the communities were most participative, while only 11% indicated that communities were participating sometimes and 31% indicated that communities rarely participated.

According to ward councillors, meeting to discuss IDP issues, understanding different projects for development, selecting different methods to undertake projects and approval of projects to be undertaken were the phases of the IDP process in which communities were most participative in the Umzumbe Local Municipality. Participation of the community in the approval of the projects is highlighted as one of the keys to effective local government. One important argument for participation is that if stakeholders are included in decision-making, they will become self-reliant and development programmes will be seen as legitimate (Theron in Davids et al 2005:111).

5.3.1.4 Tools used to share information with community members

The table below present findings from ward councillors, ward committees and the community on how often the following tools were used to share information with the community.

Table 5.7: Ward councillors, ward committees and community member's responses on the tools used to share information with the community

Tools	WC			WCM			CM		
	R	Su	Mott	R	Su	Mott	R	Su	Mott
	%	%	%	%	%	%	%	%	%
Public meetings	0	0	100	18	34	48	28	32	40
Brainstorming sessions	0	50	50	33	27	40	35	28	36
Work group discussion	30	20	50	37	25	38	48	25	37
Workshops	20	30	50	41	18	41	57	19	23
Focus group	20	30	50	34	20	46	62	18	20

WC= Ward Councillors; WCM= Ward Committee Members; CM= Community Members R= Rarely; S= Sometimes and Mott= Most of the time.

5.3.1.4.1 Public meetings

Table 5.7 illustrates that 100% of ward councillors indicated that public meeting were mostly used to share information with the community in order for them to participate in the IDP process. Ward committee members (48%) indicated that public meeting was mostly used to share information with the community, while 34% of respondents indicated that it was sometimes used and only 18% indicated that it was rarely used. The table also illustrates that 40% of community members indicated that public meetings were most used to share information with the community, while 32% indicated that public meetings were sometimes used and 28% of respondents indicated that they are rarely used.

The lower response rate to public meeting as a tool used to share information with the community could be that this tool basically does not constitute community participation because it merely requires the community to judge a finished or almost finished product (Putu 2016:90). Public meetings ought to be used to facilitate effective needs assessment and

communication. Therefore these meetings should be considered central to realising authentic public community participation.

5.3.1.4.2 Brainstorming sessions

The table also illustrates that 50% of ward councillors indicated that brainstorming sessions were used most of the time to share information with the community in order for them to participate in the IDP process and 50% indicated that brainstorming was sometimes used.

Table 5.7 also shows that 40% of ward committee members indicated that brainstorming sessions were most used to share information with the community 27% indicated that brainstorming was sometimes used; and only 33% indicated that it was rarely used. Thirty six percent (36%) of community members indicated that brainstorming was most used to share information with the community, while 28% indicated that brainstorming was sometimes used and 35% indicated that brainstorming was rarely used.

Due to the level of education of respondents, it is impossible to use brainstorming sessions to share information, since this method involves the exchange of ideas. Fryer (2011:29) points out that Habermas proposed that social beings are reliant on communication. Without communication, the bases of shared understanding and cooperation upon which social relations depend will not be established. Therefore, not only is being social key characteristic of humanity; so is communication.

5.3.1.4.3 Work group discussion

Table 5.7 also illustrates that 50% of ward councillors indicated that work group discussion was most used to share information with the community, while 20% indicated that work group discussion was sometimes used and 30% indicated that it was rarely used to share information.

The table also illustrates that 41% of ward committees indicated that work group discussion was most used to share information with community, while 25% indicated that work group discussion was sometimes used and 37% said that work group discussion was rarely used to share information. The table also illustrates that 27% of community members indicated that work group discussion was most used to share information with the community, while 25%

indicated that work group discussion was sometimes used and 47% indicated that it was rarely used to share information.

The lower response rate on the work group discussion emanates from the fact of low education levels amongst participants. Participation requires knowledge of issues so that communities can make a meaningful and mature contribution (Smith 2008:16). The level of education, more especially in rural areas, is largely below the levels of the issues that normally require participation. Issues of development have technical elements. In some cases even the ward councillors cannot publicly explain the development decision because they do not understand the technicalities.

5.3.1.4.4 Workshops

With regards to the use of workshops to share information with the community, 50% of ward councillors indicated that this tool was most used, while 30% of respondents indicated that workshops were sometimes used and 20% said workshops were rarely used.

With regards to the use of workshops to share information with the community, 41% of ward committee members indicated that this tool was most of the time used, while only 18% indicated that workshops were sometimes used and 41% said workshops were rarely used. Only 24% of community members indicated that this tool was most used, while 19% indicated that workshops were sometimes used and 57% indicated workshops were rarely used.

If ward councillors do not convene regular meetings, it paralyses the functioning of the ward committee. Consequently, this affects community development which is the ultimate objective of the ward committee structure (Qwabe and Mdaka 2011:68). It is important for any leader to convene meetings to discuss issues, to take decisions, to give feedback and to communicate information,

5.3.1.4.5 Focus groups

Table 5.7 illustrates that 50% of ward councillors indicated that focus groups were most used to share information with the community, while 30% indicated that the tool was sometimes used and only 20% indicated that focus groups were rarely used.

Forty six (46%) of ward committee members indicated that focus groups were most used to share information with the community, while 20% indicated that the same tool was sometimes used and 34% indicated that focus groups were rarely used. Lastly, the table illustrates that 20% of community members indicated that focus groups were most used to share information with the community, while 18% indicated that the same tool was sometimes used and 62% indicated that focus groups were rarely used.

Councillors need to communicate council activities such as council decisions, projects, planning and policy-making processes to the public in the interests of increasing transparency and promoting public involvement in these activities (Councillor Induction Programme, Handbook for Municipal Councillors 2006:49). It should be noted that the manner in which information is communicated is very important because whatever the ward councillor says may be misinterpreted and misconstrued by various people depending on their linguistic understanding, cultural background, mood and the context in which the information was communicated (Hand book for Municipal Councillors 2006:410).

5.3.1.5 Stakeholders decide on the development

The table below presents findings from ward councillors in which stakeholders decide on the development that has to take place in the community.

Table 5.8: Stakeholders decide on the development that has to take place in the community

Stakeholder	WC			WCM		
	R	S	Mott	R	S	Mott
	%	%	%	%	%	%
Community members	0	10	90	41	29	30
Municipal officials	20	20	60	25	21	54
Councillors	10	20	70	18	7	75
All of the above participate	10	10	80	36	23	41

WC= Ward Councillors; WCM= Ward Committee Members; R= Rarely; S= Sometimes and Mott= Most of the time.

5.3.1.5.1 Community members

Table 5.8 shows that 90% of ward councillors indicated that community members most decided on the development that had to take place in the community and only 10% indicated that community members were sometimes given an opportunity to decide on their development. Thirty percent (30%) of ward committee members indicated that community members most of the time decided on the development that had to take place in the community, while 29% indicated that community members only sometimes decided on their development and 41% indicated that community members rarely decided on the development that had to take place.

The lower response rate (90% versus 30%) community members deciding the nature of the development that has to take place in the community by respondents could be attributed to the fact that community members are not participating in the IDP process. According to Putu (2016:90), in most cases the finished or almost finished development document is normally presented to the community without the incorporation of their inputs.

5.3.1.5.2 Municipal officials

The table also illustrates that 60% of ward councillors indicated that municipal officials were most of the time decide on the development, while 20% indicated that municipal officials were sometimes decide on their development and only 10% indicated that municipal officials were rarely deciding on the development.

While 54% of ward committee members indicated that municipal officials most of the time decided on development, meanwhile 21% indicated that municipal officials only sometimes decided on development and 25% indicated that municipal officials rarely decided on the development.

5.3.1.5.3 Councillors

Seventy percent (70%) of ward councillors indicated that councillors decide on development most of the time, while 20% indicated that councillors sometimes decide on development and only 10% indicated that councillors rarely deciding on development.

The table also illustrates that 75% of ward committee members indicated that councillors decide on the development most of the time, while 7% indicated that councillors sometimes decided on development and 18% indicated that councillors rarely decided on the development.

According to Eriksen (2001:23), leadership involves interpersonal relationships engaged in finding solutions to collective problems relative to objective, but also normative, parameters. In order to succeed, leaders must be able to relate to the social and political climate, norms, established value, and realms of understanding within an organisation (Eriksen 2001:23). Councillors have not been formally trained for the leadership roles that they must perform. They are unfamiliar with what is expected from them and what local governance is about. They think that they are the ones who should decide on development that has to take place. Councillors assumed their leadership role without knowing the values that they should have. This could be one of the reasons why ward councillors decide on development on behalf of the community.

5.3.1.5.4 All of the above participate

Lastly, Table 5.8 indicates that 80% of ward councillors responded that community members, municipal officials and councillors decided most of the time about the development that had to take place. Forty one percent (41%) of ward committee members indicated that community members, municipal officials and ward councillors regularly participated in deciding on the development that has to take place. More often than not, municipal officials and councillors are involved in the decision making process (75%). The average for “Most of the time” in this section is 75% and the lowest value is for municipal officials.

5.3.1.6 Levels of community participation used in the municipality for the IDP process

The table below presents findings from ward councillors on the different levels of community participation that are used in Umzumbe Municipality for the IDP process.

Table 5.9: Respondents levels of community participation used in ward for the IDP process

Levels of community participation	WC			WCM		
	Su	Mu	Mou	Su	Mu	Mou
	%	%	%	%	%	%
Citizen power	0	20	80	39	35	26
Delegated power	20	10	70	40	10	50
Partnership	0	20	80	10	40	50
Placation	10	10	80	10	38	52
Consultation	0	0	100	2	11	87
Therapy	10	20	70	11	25	64
Informing	0	0	100	9	9	82
Manipulation	80	0	20	60	15	25

WC= Ward Councillors; WCM= Ward Committee Members; Su= Sometimes used Mu= Moderately used and Mou= Most used.

5.3.1.6.1 Citizen power

Table 5.9 illustrates that 80% of ward councillors indicated that citizen power was the most used level for community participation and only 20% indicated that it was moderately used. In the table, it is illustrated that 26% of ward committee members indicated that citizen power was the most used level for community participation, while 35% indicated that it was moderately used and 39% said it was sometimes used.

The lower response rate on citizen power as a level of community participation could be attributed from the fact of low education levels amongst ward committee members. According

to Smith (2008:16), participation requires knowledge of issues so that communities can make a meaningful contribution.

5.3.1.6.2 Delegated power

Seventy percent (70%) of ward councillors indicated that delegated power was the most used level of community participation in Umzumbe Municipality, while 10% indicated that it was moderately used and 20% indicated that it was sometimes used. Meanwhile, 50% of ward committee members indicated that delegated power was the most used level of community participation in Umzumbe Municipality, while 10% indicated that it was moderately used and 40% indicated that it was sometimes used.

According to Theron (2005:118) in the delegated power level of participation the public acquires the dominant-decision making authority over a particular plan or programme. However, in the case of the Umzumbe Local Municipality, this is not happening (as findings indicate).

5.3.1.6.3 Partnership

Just over two third (80%) of ward councillors indicated that partnership was the most used level of community participation for the IDP process and only 20% indicated that it was sometimes used. Half (50%) of ward committee members indicated that partnership was the level of community participation most used for the IDP process, while 40% indicated that it was moderately used and only 10% indicated that partnership was sometimes used.

In the partnership level of participation, power becomes distributed through negotiations between the public and those in power (Theron 2005:118). This is not seen in the case of Umzumbe Local Municipality as it is indicated by the findings of the study.

5.3.1.6.4 Placation

Just over two thirds (80%) of ward councillors indicated that the placation level for community participation was most used, while 10% indicated that it was moderately used and 10% indicated that it was sometimes used. Just over half (52%) of the ward committee members indicated that the placation level for community participation was most used, while 38% indicated that it was moderately used and 10% indicated it was sometimes used.

According to Arnstein (1969:217), placation is a higher level of tokenism which allows the have-nots to advise, but the power holders retain the continued right to decide. Partnership enables citizens to engage in trade-offs with traditional power holders. According to ward councillors, community members participate in giving advice to municipality in terms of development initiatives that have to be undertaken, whereas committee members feel that there is no participation.

5.3.1.6.5 Consultation

One hundred percent (100%) of ward councillors indicated that consultation was the most used level of community participation for the IDP process in Umzumbe Municipality. Meanwhile, 87% of ward committee members indicated that the consultation level was most used for community to participate in the IDP process, while 11% indicated that it was moderately used and only 2% of ward committee members indicated that it was sometimes used.

In summary, these results are not surprising given the fact that a great deal of interaction between local authorities and their communities is required to ensure that all stakeholders are at least informed about the expectations of the community and the ability of municipal councils to deliver services (Davids 2002:37). Municipal councils through their councillors and ward committees, should always work with people in their areas to identify their needs and then respond to those needs and ensure that service delivery is improved. The government cannot be accountable if communities have no way of finding out what the government is doing (Joseph 2004:9). However, the municipality will only know the needs and problems of the community when the ward councillor collects this information from the community on behalf of the municipality.

5.3.1.6.6 Manipulation

Just over two thirds (80%) of ward councillors indicated that manipulation was the level sometimes used for community participation and only 20% indicated that it was moderately used. Meanwhile, only 25% of ward committee members indicated that manipulation was the level most used for community participation for the IDP process at Umzumbe Municipality, while 15% indicated that it was moderately used and 60% of ward committee members indicated that it was sometimes used.

The lower response rate on manipulation from both ward councillors and ward committee members could be linked to the fact that manipulation and therapy describe levels of non-participation and are deliberately created by some as a substitute for genuine participation (Arnstein 1969:217).

5.3.1.7 Invitation to Ward Committee meetings

The following figure represents community responses on how often they were invited to attend meetings organised by ward committees.

Figure 5.6: Invitation to Ward Committee meetings

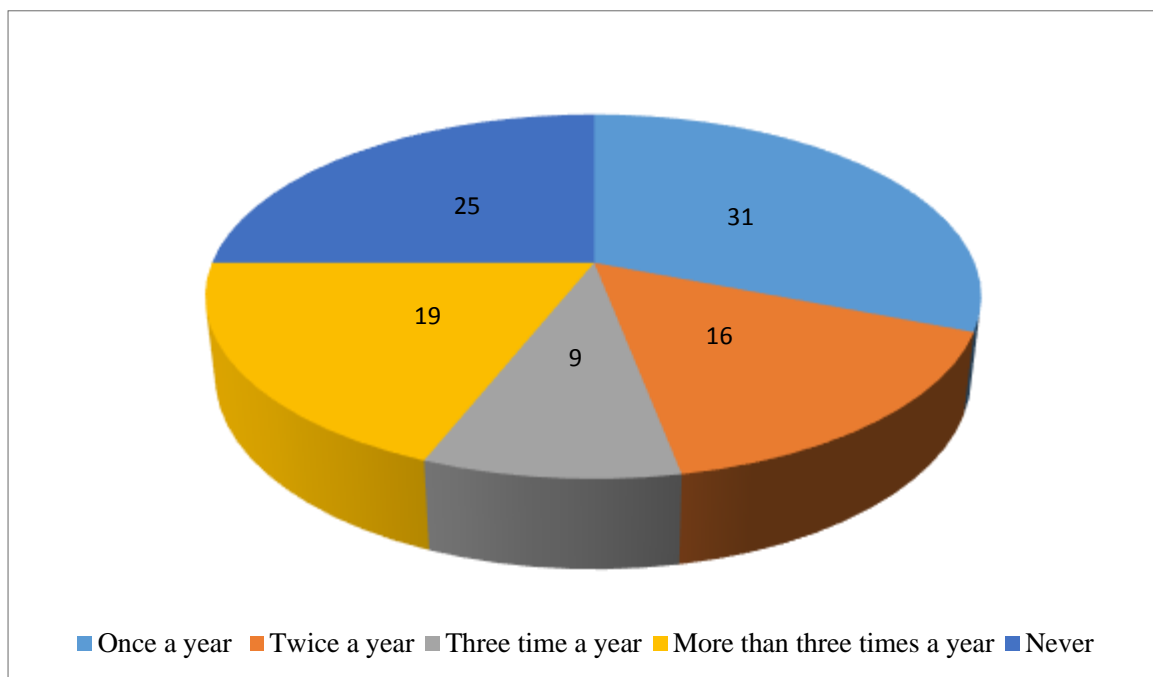
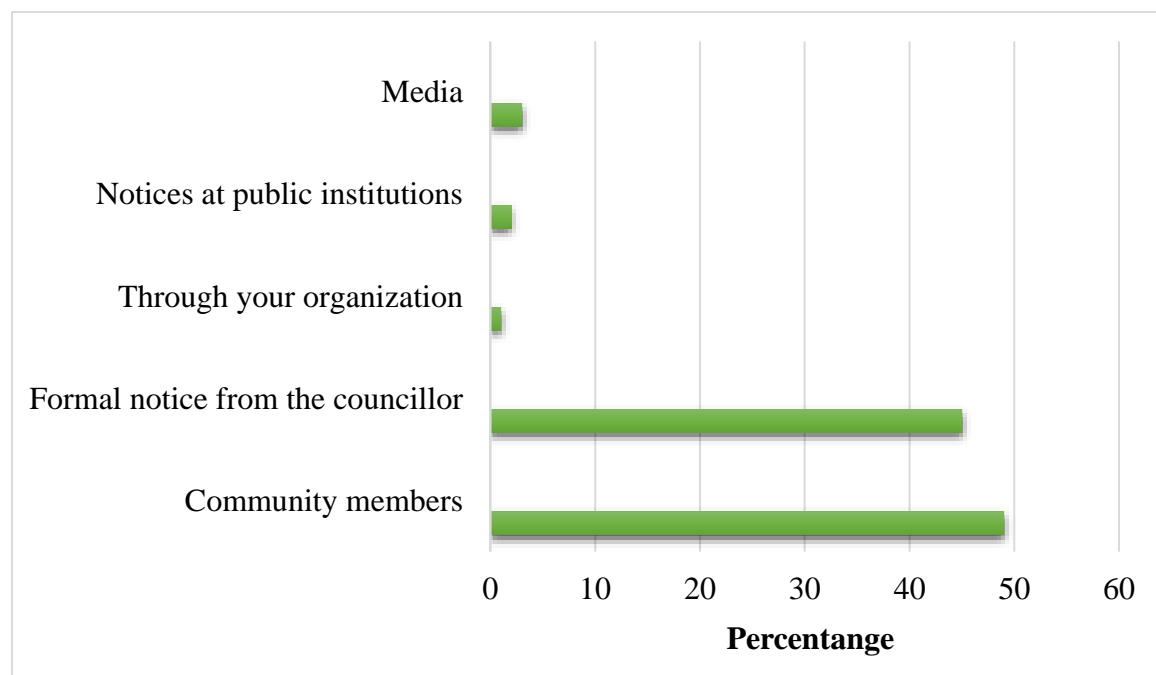


Figure 5.6 indicates that 31% of community members indicated that they had been annually invited to attend meetings called by ward committees and below one third (27%) had never been invited to attend these meetings. This can be attributed to a number of factors such as poverty levels, high illiteracy levels and in the accessibility of ward committee members.

5.3.1.8 How the community knows about the integrated development planning (IDP) process conducted by the municipality?

The following figure represents responses from the community of Umzumbe Local Municipality with regard to how they know about the IDP process.

Figure 5.7: Methods in which community members get to know about IDP processes conducted by municipality.



Nearly 95% of the respondents identified other community members and notices from the councillor as the method used to inform community members about the IDP process. This means that it is important for the municipality to consider alternative methods to communicate with its community other than relying on only a single method as this can disadvantage other community members from getting information. However, in Figure 5.7, the frequency of community members being invited to ward committee meetings is low.

5.3.1.9 Community concerns are seriously considered by the following structures

The following figure represents community responses on whether the community concerned are seriously considered by the municipality, ward councillors and ward committee members.

Figure 5.8: Community responses on whether their concerns are seriously considered

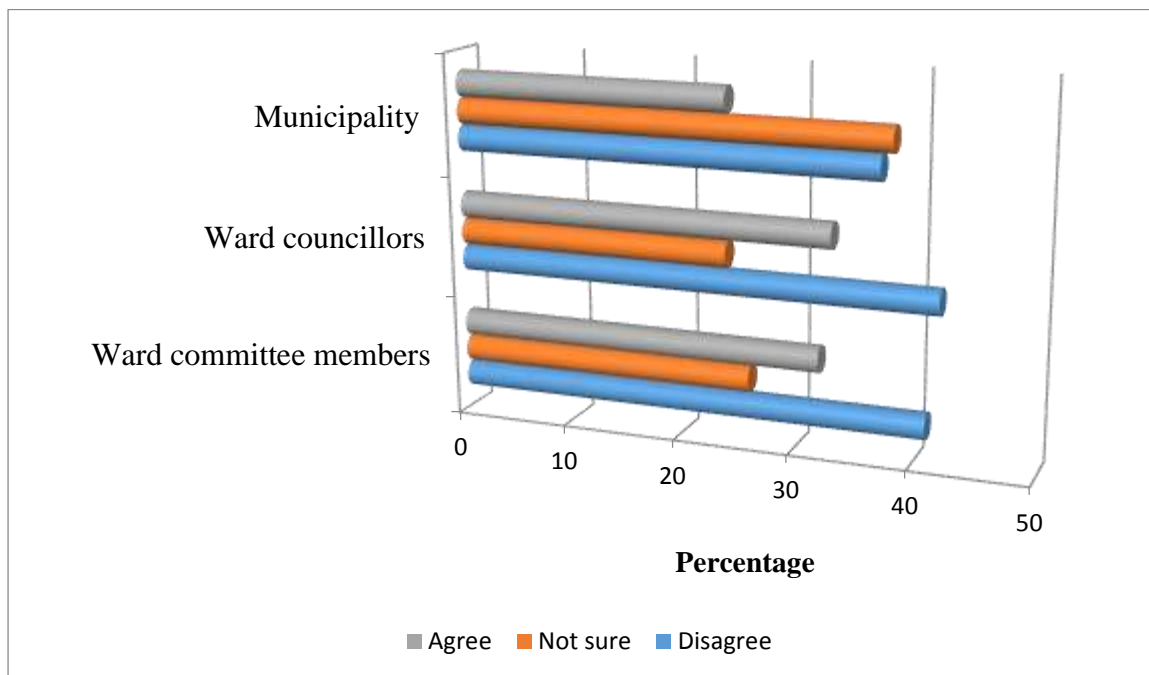


Figure 5.8 illustrates that only 24% of community members agreed on the fact that the municipality considered their concerns seriously and attended to them, while 38% was not sure of this and 37% disagreed with this.

Thirty three percent (33%) of community members agreed that ward councillors do take their issues seriously and attend to them. However, due to insufficient funds their problems are not resolved on time. Meanwhile, 24% was not sure with this and 42% disagreed.

Thirty two percent (32%) of community members agreed that ward committee members consider their issues seriously and attend to them, while 26% was not sure about this and 41% disagreed with this.

It is noted that the levels of disagreement are higher than that of agreement for all options. This could be attributed to the fact that basic service delivery is not as fast as people would want to see and there is lack of communication as indicated in Figure 5.6. Therefore people feels that their issues are not well addressed.

5.3.1.10 Community members attending meetings convened by the following structures

The figure below presents community responses on whether they had attended meetings convened by the various structures.

Figure 5.9: Community attended meetings convened by the following structures

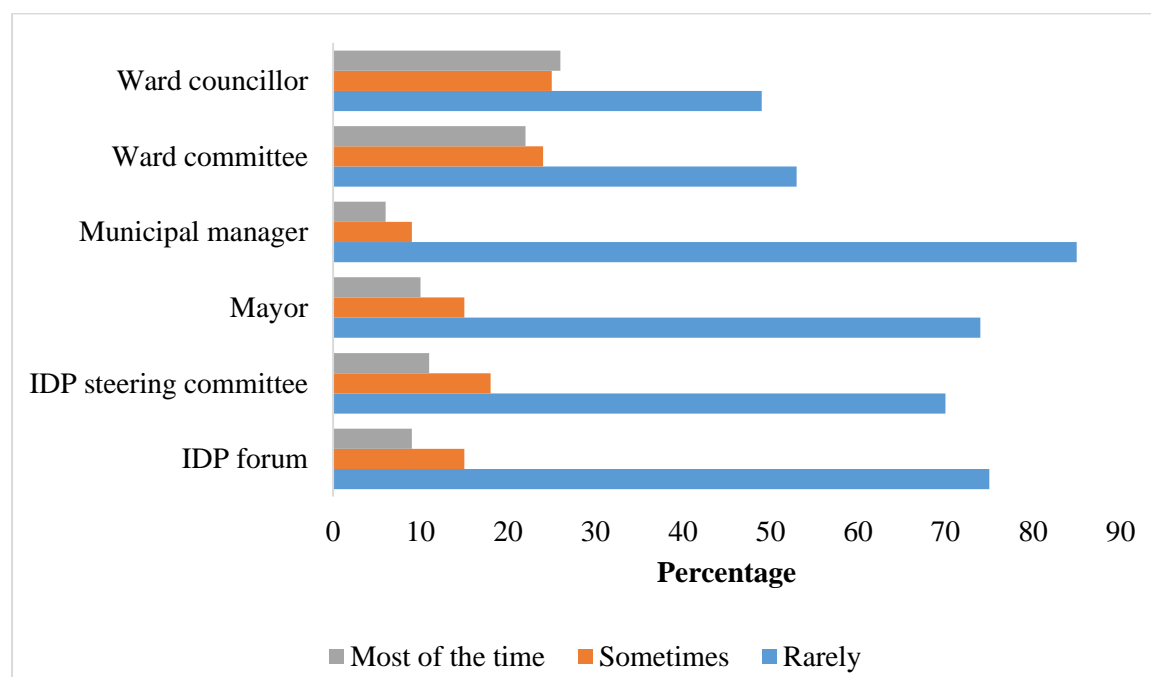


Figure 5.9 illustrates that only 26% of community members had regularly attended public meetings called by ward councillors in their area, while 25% indicated that they had sometimes attended such public meetings and 49% of community members indicated that they rarely attended meetings called by ward councillors.

The same figure also illustrates that only 22% of community members indicated that they had regularly attended public meetings called by ward committees in their area, while 24% indicated that they had sometimes attended such public meetings and 53% indicated that they rarely attended these meetings.

Figure 5.9 also shows that 6% of community members indicated that they had regularly attended public meetings called by municipal managers in their areas, while 9% indicated that

they sometimes attended such public meetings and 85% indicated that they rarely attended meetings called by municipal managers.

Figure 5.9 illustrates that only 10% of community members suggested that they had regularly attended public meetings called by the mayor in their area, while 15% indicated that they had sometimes attended such public meetings and 74% of community members indicated that they rarely attended such meetings.

Figure 5.9 illustrates that only 11% of community members indicated that they had never attended a public meetings called by the IDP steering committee in their area, meanwhile 18% indicated that they sometimes attended such public meetings and 70.59% indicated that they rarely attended meetings called by the IDP steering committee.

Lastly, the figure illustrates that only 10% of community members indicated that they had regularly attended public meetings called by the IDP forum, while 15% indicated that they had sometimes attended public meetings and 75% indicated that they rarely attended meetings called by the IDP forum.

It is evident that there is poor attendance by community members when meetings are called by the various municipal role-players, as presented in Figure 5.9. This could be attributed to the fact that ward councillors are not residing in their wards and the IDP steering committee and IDP forums are not visible in the community as respondents (ward committee members and community members) commented.

5.3.1.11 Additional comments on investigating the extent of community participation in the IDP process

Ward councillors indicated that community members should be consulted and be leaders in project identification for development in order to improve service delivery. They further commented that due to the large size of wards in rural municipalities it is difficult to involve every community member in the IDP meetings because of transport problems; location of the meetings; understanding of the role of “parties”; perceptions that they are not taken seriously; etcetera. Municipalities should budget for transport to attend meetings.

Ward committee members indicated that community participation promotes trust and partnership between councillors, ward committees and the community. They further commented that the community gets an opportunity to presents their views in as far as service delivery is concerned. Therefore, participation should be promoted amongst them. Community participation helps to use public monies effectively and efficiently. There should be a working relationship between the traditional authorities and councillors in order to encourage people to participate in IDP programmes.

However, community members commented that the community is not invited to attend IDP meetings due to the lack of trust between the community and councillors. They further commented that even if the community is invited they could not attend meetings due to the unavailability of transport to take them to places the meetings are being held. They recommended that municipalities should provide the means for people to be transported when they are called to attend meetings. People are not well educated about the importance of the IDP, therefore they do not participate.

5.3.2 Objective 2: Investigate the challenges facing communities with regards to participating in the IDP process

5.3.2.1 Responses by ward councillors on the challenges of community participation in the IDP process

The following table present findings from ward councillors with regards to the main challenges they faced in participating in the IDP process.

Table 5.10.1: Main challenges faced ward councillors in participating in the IDP process

Challenges	Ward Councillors		
	Disagree %	Neutral %	Agree %
Lack of understanding of the IDP process.	40	20	40
Lack of leadership training.	40	10	50
Lack of financial resources provided by the municipality.	50	10	40
Lack of community interest in attending meetings.	0	30	70
Political party affiliation.	60	20	20

D= Disagree; NE= Neutral and A= Agree.

5.3.2.1.1.1 Lack of understanding of the IDP process

Table 5.10.1 indicates that 40% of ward councillors agreed that the lack of understanding of the IDP process by ward councillors was the challenge councillors are faced with, regarding participating in the IDP process; while 20% were neutral on this statement and 27% disagreed.

The results are surprising that the councillors do not understand the IDP process. According to section 29 of the Municipal Systems Act (2000:36), municipalities must find ways in which they can consult communities and residents on their desires and aspirations. In this regard, according to Marais (2007:7), the MSA requires that an IDP should be developed by all municipalities in a manner that actively involves citizen, and emphasizes the significance of building capacity and distributing resources for community participation.

Municipal officials must also find ways through which they will provide for community participation in the drafting process and the review of the IDP. This process could lead to confidence-building in the community so that it has the capacity to impact the IDP process in a meaningful way, which in turn improves public service delivery in their local area.

5.3.2.1.1.2 Lack of leadership training

The same table indicates that just half (50%) of the ward councillors agreed that the lack of training in leadership for the ward councillors also poses a challenge for them to participate in the IDP process, while 10% was neutral about this and 40% disagreed with the above challenge.

This training in leadership is inadequate for capacity building and, it does not take place on a scale to realise the kind of meaningful participation as identified by Smith (2008:16).

5.3.2.1.1.3 Lack of financial resources provided by municipality

Table 5.10.1 illustrates that 50% of ward councillors indicated that the lack of financial resources provided by the municipality to participate in the IDP process was also a challenge, while 10% was neutral about this challenge and 40% disagreed with this challenge.

5.3.2.1.1.4 Lack of community interest in attending meetings

Above one third (70%) of ward councillors agreed that the lack of community interest in attending meetings also poses a challenge to ward councillors for participation in the IDP process, while 30% was neutral about this statement.

Numerous reasons have been cited for the lack of community interest in participating in development matters however, according to Smith (2008:16), the lack of community interest in attending meetings is the result of a lack of trust as residents may not have confidence in the elected leaders, ward councillors, ward committee members and/or municipal officials to effectively deliver on programmes and projects.

5.3.2.1.1.5 Political party affiliation

The table also illustrates that only 20% of ward councillors agreed that political affiliation was a challenge for ward councillors to participate in the IDP process, while 20% were neutral on this challenge and 60% disagreed.

5.3.2.2 Responses by ward committees on the challenges of community participation in the IDP process

The following table present findings from ward committees with regards to the main challenges they faced in participating in the IDP process.

Table 5.10.2: Main challenges faced ward committees in participating in the IDP process

Challenges	Ward Committee Members		
	Disagree %	Neutral %	Agree %
Lack of understanding of the IDP process.	27	21	52
Lack of leadership training.	13	13	54
Lack of financial resources provided by the municipality.	20	16	64
Lack of community interest to attending meetings.	18	9	73
Political party affiliation.	51	4	45
Failure by ward committee members to convene monthly meetings.	48	3	49

5.3.2.1.2.1 Lack of understanding the IDP process

Table 5.10.2 indicates that 52% of ward committee members agreed that the lack of understanding of the IDP process by ward committee members was a challenge faced by ward committee members while 21% were neutral on this statement and 27% disagreed.

The results are surprising if ward committee members not to understand the IDP process in the fact that according to section 28 of the Municipal Systems Act (2000:35), municipalities must find ways in which they can capacitate ward committees in order to ensure that they are able to execute their roles and responsibilities. In this regard, according to Marais (2007:7), the MSA requires that an IDP should be developed by all municipalities in a manner that actively involves citizens and emphasizes the significance of building capacity and distributing resources for community participation.

5.3.2.1.2.2 Lack of leadership training

Fifty four percent (54%) of ward committee members indicated that the lack of training in leadership for committee members also poses a challenge for them to participate in the IDP process, while 13% were neutral about this and 33% disagreed that this is a challenge.

According to Smith (2008:16), leadership training is inadequate, capacity building does not take place on the scale to realise the kind of meaningful participation intended. As a result, the first newly established ward committees do not grow beyond the formative stages. It became apparent that ward committees do not know what to do and there is no coherent support for them in terms of organisational guidance.

5.3.2.1.2.3 Lack of financial resources provided by municipality

Table 5.10.2 also illustrates that 64% of ward committee members indicated that the lack of financial resources provided by the municipality to participate in the IDP process is also a challenge, while 16% was not sure about this challenge and 20% disagreed that is challenge.

5.3.2.1.2.4 Lack of community interest in attending meetings

Just above two-third (73%) of ward committee members agreed that the lack of community interest in attending meetings also pose a challenge for ward committee member participation

in the IDP process, while only 9% was neutral about this statement and 18% disagreed with this challenge.

Numerous reasons have been cited for the lack of community interest in participating in development matters. However, according to Smith (2008:16), the lack of community interest in attending meetings is the result of a lack of trust as residents may not have confidence enough in the elected leaders, ward councillors, ward committee members and/ or municipal officials to effectively deliver on programmes and projects.

5.3.2.1.2.5 Political party affiliation

Forty five percent (45%) of ward committee members agreed that political affiliation was also a challenge for ward committee members to participate in the IDP process, while only 9% was not sure of this challenge and 51% disagreed.

Smith (2008:16) argued that political issues always cause conflict in the community. The elected officials, especially the ward representatives are challenged that if someone does not belong to the political party that is in the area, there will be no service delivery for them. If one is to be considered, he or she must be a card-carrying member of a certain party. This act limits the involvement of certain people within the community and it becomes selected participation, whereby political interest takes precedence over the interest of the public for service delivery. Poor governance hinders participation and hence service delivery.

5.3.2.1.2.6 Failure to convene monthly meetings

The table also indicates that 49% of ward committee members agreed that failure to convene monthly meetings by ward committee members is also a challenge posed to ward committee participation in the IDP process. Three percent (3%) was neutral about this challenge and 48% disagreed with the challenge.

According to Smith (2008:16), failure to convene monthly ward committee meetings is another challenge facing ward committee members and causes delays for the delivery of services. Community members will not know about the services that the government delivers to the community unless there are informed.

5.3.2.3 Responses by community members the challenges of community participation in the IDP process

The following table present findings from community members with regards to the main challenges they faced in participating in the IDP process.

Table 5.10.3: Main challenges faced community members in participating in the IDP process

Challenges	Committee Members		
	Disagree %	Neutral %	Agree %
Lack of understanding of the IDP process.	27	32	41
Lack of community interest to in attending meetings.	48	21	31
Failure by ward committee members to convene monthly meetings.	30	38	41
Lack of knowledge of the importance of IDP.	40	20	40
Lack of information for community members.	46	23	31

5.3.2.1.3.1 Lack of understanding of the IDP process

Table 5.10.3 indicates that 41% of community members agreed that the lack of understanding of the IDP process by community members was a challenge that the community was faced with, when it comes to participating in the IDP process; while 32% was not sure of about this and 27% disagreed.

The results are surprising for community members not to understand the IDP process. According to the Municipal Structures Act (1998:38), municipalities must encourage the community to get involved in affairs of the municipalities through capacitating community

members. In this regard, the community can participate in municipal planning processes like, the IDP process in the following stages, namely preparation and review.

5.3.2.1.3.2 Lack of community interest in attending meetings

Only 31% of the community members agreed that the lack of community interest in attending meetings pose a challenge for community members' participation in the IDP process while 21% was not sure about this and 48% disagreed with this challenge.

Numerous reasons have been cited for the lack of community interest in participating development matters. However, according to Smith (2008:16), the lack of community interest in attending meetings is the result of a lack of trust as residents may not have confidence in the elected leaders, ward councillors, ward committee members and/ or municipal officials to effectively deliver on programmes and projects.

5.3.2.1.3.3 Failure to convene monthly meetings

Forty one percent (41%) of community members agreed that the failure to convene monthly meetings by ward committee members was also a challenge faced by community members in participating in the IDP process. Twenty eight percent (28%) of respondents were not sure about this challenge and only 30% disagreed with the challenge.

According to Smith (2008:16), failure to convene monthly ward committee meetings is a challenge that most of the ward committees are faced with as it causes community members not participate in service delivery meetings. Community will not know about the services that the government delivers to the people unless there are informed. Failure to convene monthly meetings causes delay in the delivery of services.

5.3.2.1.3.4 Lack of knowledge on the importance of the IDP

Table 5.10.3 also indicates that 40% of community members were in agreement that the lack of knowledge on the importance of the IDP was a challenge for their participation in the IDP process, while 20% was not sure about this and 40% disagreed with the above challenge.

The results are surprising for community members not to understand the importance of the IDP process. According to Municipal Structures Act (1998:38), municipalities must encourage the

community to get involved in the affairs of the municipalities through capacitating community members. In this regard, the community can participate in the municipal planning processes for like the IDP, in the following stages, namely preparation and review.

5.3.2.1.3.5 Lack of information for the community members about the IDP

Lastly, the same table illustrates that 31% of community members agreed that a lack of information for community members to participate in the IDP process was also a challenge, while 23% was not sure and 46% disagreed.

According to Smith (2008:16), the participation of community members is beset by the lack of access to information which is the result of poor communication strategies. The public is expected to participate in the core municipal processes. However, without proper understanding of the targets and indicators for development as set out in the integrated development plan (IDP) and the ability to disaggregate these to their own ward areas, community members may not be expected to provide meaningful participation.

5.3.2.2 Additional comments on the challenges of community participation in the IDP process

Ward councillors indicated that communities do not attend meetings and IDP roadshows due to the unavailability of transport to the meeting venues. Therefore municipalities should make a budget available to transport people in order to attend meetings and IDP roadshow meetings. People are reluctant to attend meetings due to political reasons; trust; and transport problems. Most people lack an understanding of community participation since local government is still new and the IDP concept seems to be a waste of time for them. Therefore, municipalities should educate people on the importance of getting involved with municipal initiatives in their area.

Ward committee members commented that sometimes community members do not attend IDP meetings due to conflict between political parties and lack of trust between councillors and ward committees. Eventually, people will complain about poor service delivery. In most cases when development is undertaken it is not what is expected by the community which results such projects being destroyed by the community. Development comes slowly and, as a result, the community loses hope and ends up fighting with councillors. They further commented that

since most councillors are permanently employed, they do not have time to attend to community issues.

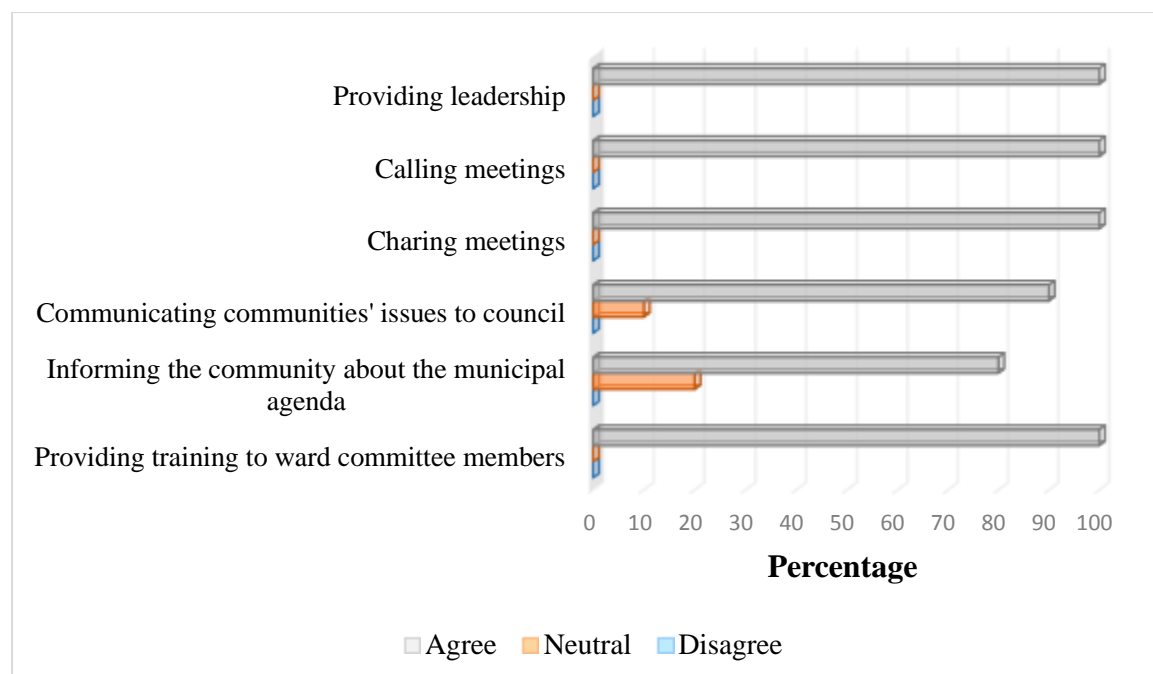
Community members commented that councillors and municipal officials only come into their ward/area to present an IDP document which is already completed without the communities' inputs. They further commented that most of councillors are not residing in the area/ward and therefore they do not know about the IDP preparations. Some councillors are permanently employed. As a result, they do not have time to attend to community issues for service delivery.

5.3.3 Objective 3: The role of ward councillors and ward committees in community participation

5.3.3.1 The role of ward councillors in community participation

The following figure represents findings from ward councillors on their roles in community participation in the IDP process.

Figure 5.10: The role of ward councillors in community participation



The average level of agreement is 95% with all the values being high. This implies that ward councillors understand their roles as listed in Figure 5.10. However, the extent to which ward councillors execute their functions is not part of this study and is therefore not known.

Capacity building by the municipality; interacting with other councillors; involvement in the Local Municipal Council and committee, and higher levels of education creates greater awareness of their roles.

5.3.3.2 The role of ward committees in community participation

The following table presents findings from ward councillors, ward committees and community members on the roles of ward committee members in community participation.

Table 5.11: Ward councillors, ward committees and community members' responses on the roles of ward committee members in community participation

Roles	WC			WCM			CM		
	D	NS	A	D	NS	A	D	NS	A
	%	%	%	%	%	%	%	%	%
Advise councillors on matters affecting communities in the ward	0	0	100	2	5	93	22	25	52
Serves as participatory structures in the municipality	0	10	90	1	6	93	36	21	43
Serves to mobilise community actions	0	10	90	2	3	95	34	20	45
Ensures contact between the municipality and community	0	10	90	1	2	97	36	26	38
Participate in the stakeholder cluster forums	0	0	100	4	13	83	38	24	38

Facilitate community participation in the IDP process	0	0	100	1	5	94	32	25	43
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WC= Ward Councillors; WCM= Ward Committee Members; CM= Members of the Community; D= Disagree; NS= Not sure and A= Agree.

5.3.3.2.1 Advise councillors on matters affecting communities in the ward

Table 5.11 illustrates that 100% of ward councillors agreed that ward committee members advise councillors on matters affecting communities at the ward level. Meanwhile, 93% of ward committee members agreed that ward committee members advise ward councillors on matters affecting the community at the ward level, while 5% was not sure of this function and only 2% disagreed with this function. The table also illustrates that 52% of community members agreed that ward committee members advise councillors on matters affecting the community at the ward level, while 25% was not sure of this function and only 22% disagreed with this function.

Due to the low level of education of community members, it is difficult for them to understand the different roles of ward committee members. Hence, there is a gap in the understanding of the roles of ward committees between ward councillors and ward committee members.

5.3.3.2.2 Serves as participatory structures in the municipality

Table 5.11 illustrates that 90% of ward councillors agreed that ward committees serve as participatory structures in the municipality and 10% was not sure of this function. Ninety three percent (93%) of ward committee members agreed that ward committees serve as participatory structures in the municipality, while 6% was not sure and only 1% disagreed with this function. Over one-third (43%) of community members agreed that ward committees serves as participatory structures in the municipality, while 21% was not sure of this function and 36% disagreed with this function.

The high level of illiteracy amongst community members played a critical role in understanding the role of ward committee members as a participatory structure in the municipality. As a result, community members did not agree with ward councillors and ward committee members.

5.3.3.2.3 Serves to mobilise community actions

Table 5.11 also illustrates that 90% of ward councillors agreed that ward committees also serves to mobilise community actions, while 10% was not sure of this function. Ninety five percent (95%) agreed that ward committees also serve to mobilise community actions, while 3% was not sure of this function and only 2% disagreed with the same function. The table also illustrates that 45% of community members agreed that ward committees serve to mobilise community actions, while 20% was not sure of this function and 34% disagreed.

The demographic characteristics of the study respondents play an important role in the data analysis, as the level of education, age and employment status contribute to how respondents interpret statements or questions contained in the questionnaire.

5.3.3.2.4 Ensures contact between the municipality and community

A majority (90%) of ward councillors agreed that ward committees ensure contact between the municipality and community, while 10% was not sure of this function. A significant 97% of ward committee members agreed that ward committees ensure contact between the municipality and community, while 2% was not sure of this function and only 1% disagreed with this function. Just over one-third (38%) of community members agreed that ward committees ensure contact between the municipality and community, while 26% was not sure of this function and 36% disagreed with this function.

In terms of section 74 of the Local Government Municipal Structures Act (No. 117 of 1998), the powers and functions of ward committees are firstly, to make recommendations on any matters affecting a ward to the ward councillor or through the ward councillor to the council; and secondly, to also exercise powers and perform duties that may be allocated to it by the council. Ward committees would also act as a resource through which non-political organisations could consult with ward committees. The role of ward committee members is, however, limited as their function is intended to be advisory to ward councillors and meant to provide assistance with communicating with communities and performing political mobilisation functions. Ward committees are the primary vehicle for interaction between local citizens and government, though they have no delegated authority.

5.3.3.2.5 Participate in stakeholder cluster forums

With regards to ward committees participating in stakeholder forums as its function, 100% of ward councillors agreed with this function, while 83% of ward committee members agreed with ward councillors about this function, 13% was not sure of this function and only 4% disagreed with the same function. Table 5.11 also indicate that 38% of community members agreed with this function, while 24% was not sure of this function and 38% disagreed.

The difference in the level of agreement between ward councillors, ward committees and community members could be attributed to the fact that community members did not understand the question due to low level of education amongst the community members (Smith 2008:16).

5.3.3.2.6 Facilitate community participation in the IDP process

One hundred percent (100%) of ward councillors agreed that ward committee members facilitate community participation in the IDP process. The table illustrates that 94% of ward committee members agreed that ward committee members facilitate community participation in the IDP process, while 5% was not sure of this function and only 1% disagreed with this function. Lastly, the table also illustrates that 43% of community members agreed that ward committee members facilitate community participation in the IDP process, while 25% was not sure of this function and 32% disagreed with this function.

From the above findings, both ward councillors and ward committees understand the roles and responsibilities of ward committees listed in Table 5.11. However, the extent to which ward committees execute their functions is not part of this study and is therefore not known.

Putu (2006:14) identified ward committees as the means of facilitating community engagement in local government. It is envisaged that if ward councillors and ward committees both understood the roles of ward committees and are able to engage with the community and talk about the issues of community participation and the communities are part of municipality service delivery initiatives, the engagement of communities service delivery protest as reported in the daily press can be drastically reduced.

5.3.3.3 The support that ward committee members received from different structures to carry out their duties

The following figure represents findings from ward committee members on the support they receive from different structures to adequately execute their functions at ward level.

Figure 5.11: The support that ward committee members received to adequately carry out their duties

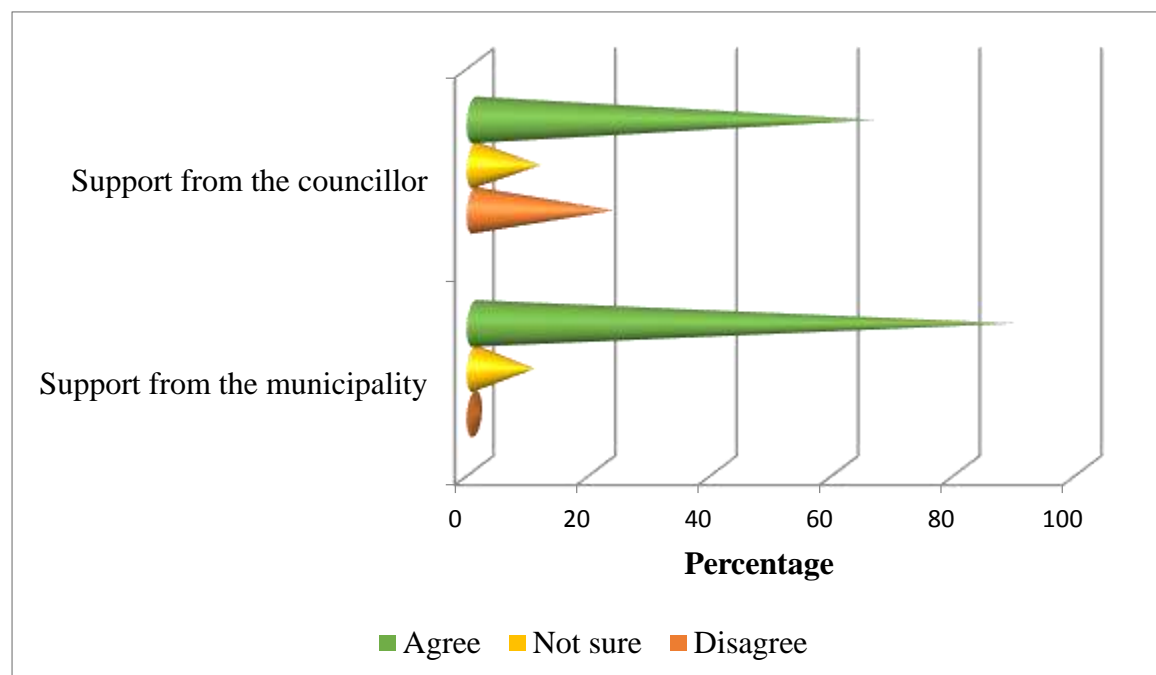


Figure 5.11 illustrates that 66% of ward committee members indicated that they agreed that a support from ward councillors is adequately to help them to execute their functions at ward level, while 11% was not sure about this and 23% disagreed, indicating that the support from councillors was not enough.

The same figure also illustrates that 89% of ward committee members agreed that support from the municipality was enough for them to execute their functions at ward level, while 10% was not sure about this support and only 1% disagreed. For this section, the respondents showed a higher rate of agreement than disagreement. The average agreement is 77%.

The capacity development unit from the municipality should continuously provide support to ward committees to ensure that ward committees understand and engage with community members.

5.3.3.4 The extent to which community members are satisfied with the manner in which ward committee members were selected in their wards

The following figure presents findings from general members of the community on the extent in which they are satisfied with the manner in which ward committee members were selected in their wards.

Figure 5.12: The extent in which community members are satisfied with the manner in which committee members were selected in their wards

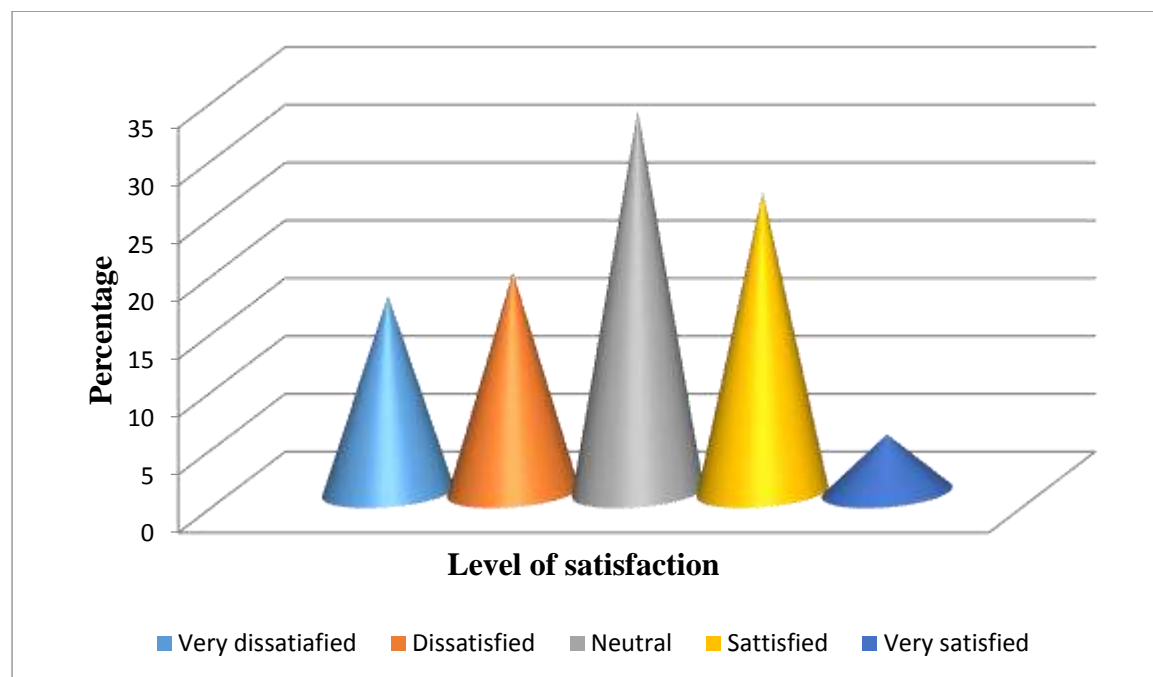


Figure 5.12 above illustrates that 17% of community members indicated that they were very dissatisfied with the manner in which ward committees were selected in their wards, while 19% of community members were dissatisfied. However, the highest percentage (33%) could not comment on the manner in which ward committees were selected, while 26% was satisfied and only 5% was very satisfied.

From the above findings, it can be concluded that community members were aware of the existence of the ward committees in their ward. However they were not happy with the manner in which these committees were selected. According to Smith (2008:16), the relatively high level of dissatisfaction can be attributed to the fact that the manner which is used to nominate and select members of ward committees gives mixed feelings that ward committees are merely regarded as the extension of ruling party programmes.

5.3.3.5 The relationship of ward committee members with general members of the community

The following table presents findings from general members of the community with regards to relationship they have with ward committee members.

Table 5.12: Frequency rating of the relationship between committee members and general members of the community

	Frequency	Percent	Cumulative value
Very bad	29	10	10
Bad	51	18	28
Neither good nor bad	109	38	66
Good	84	29	95
Very good	15	5	100
Total	288	100	

From the above table, it is clearly indicated that only 10% of community members rated the relationship between ward committees and the community as very bad, while 18% indicated that the relationship is bad. Over one-third (38%) was not keen to comment on this, and only indicated that it is neither good nor bad, while 29% rated it as good and 5% indicated that the relationship is very good.

These results are consistent with Figure 5.12 where respondents indicated that they were not happy with the manner in which ward committees were selected in their wards. This could be attributed to the fact that ward councillors had an influence on the election of ward committee

members, since most the councillors influence people to elect people who belong to the same political party as the councillors. Therefore ward committees are merely regarded as the extension of ruling party programmes.

5.3.3.6 The level of happiness with the level of communication between committee members and the members of the community

The following figure represents findings from general members of the community with regards to the level of happiness with the level of communication between committee members and general members of the community.

Figure 5.13: The level of happiness with the level of communication between committee members and members of the community

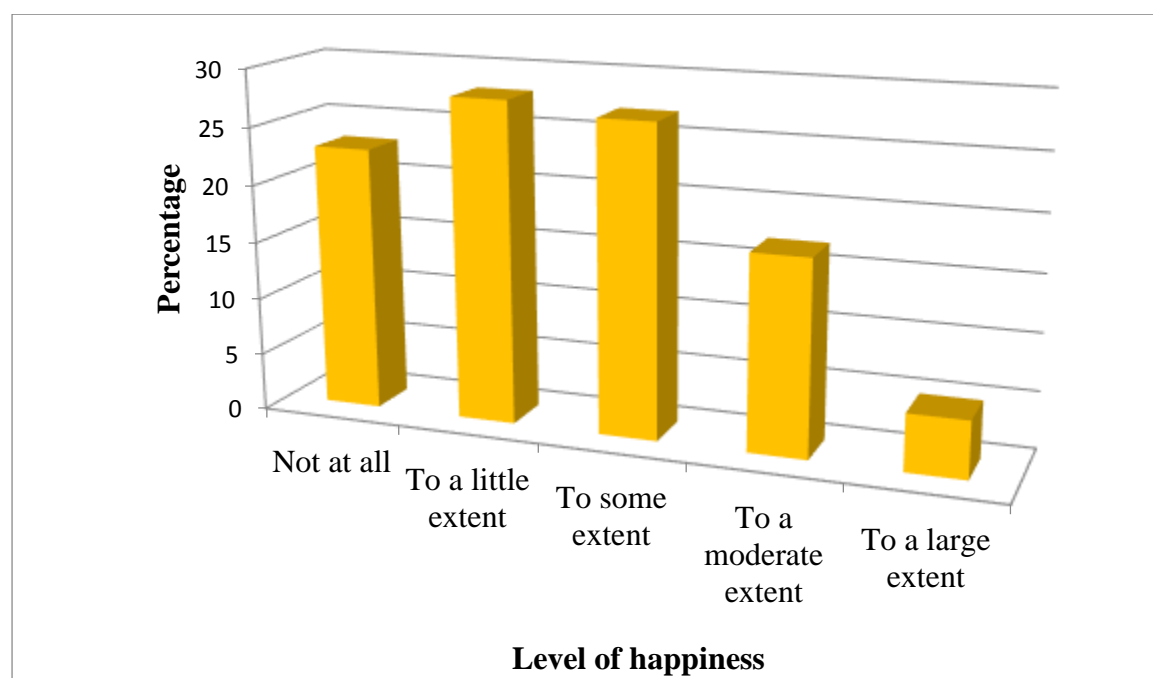


Figure 5.13 illustrates that 23% of community members indicated that they were not at all happy about the level of communication between the ward committees and community members, while 28% were happy to a little extent. Twenty six percent (26%) indicated that they were happy to some extent, while 17% were happy to a moderately extent and 5% indicated that they were happy to a large extent about the level of communication.

From these findings, it can be concluded that there is not enough communication between communities and ward committees, since there is a conflict of political affiliation among the ward committees and community members. This is a conflict in a sense that, elected officials, especially the ward representatives would not provide service delivery if someone does not belong to the political party that is in the area. If one is to be considered, he or she must be a card-carrying member of a certain party. This practice is limiting the involvement of certain people within the community and it becomes selected participation.

5.3.3.7 Additional comments on the role of ward committee members in community participation

Ward councillors indicated that ward committee members do a lot of work in ensuring that development reaches all people within the Umzumbe Local Municipality even though there are challenges for some ward committee members to meet with the community.

Ward committee members indicated that, at least, there is some development in the area due to the work done by ward committees. More training for ward committee members should be provided. However the scope of work is beyond the ward committee members' reach and is done on a voluntary basis. The work of ward committees creates expectations that they will be remunerated. This lead to high expectations and hopes that employment would be created out of these exercises.

Community members commented on the roles of ward committees in community participation. These comments are captured as: "I do not know whether the ward committee exists or not. There is no trust between the ward committee members and ward councillor and as a result ward committee members are not allowed by the councillor to hold meetings with the community in the absence of councillors. Ward committee members only attend to issues from the people who belong to the political parties of the ward committee members. Ward committee members are doing nothing to help us."

5.4 CONCLUSION

This chapter has analysed and interpreted data from self-administered questionnaires to ward councillors, ward committees and general members of the community.

The analysis of data was done individually and a general discussion then for the three research objectives of the study followed. Chapter six will deal with conclusions and recommendations.

CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS

6.0 INTRODUCTION

The aim of the study was to evaluate rural community participation in the Integrated Development Planning (IDP) process in the Umzumbe Local Municipality. This chapter provides the general conclusions and recommendations with regard to the objectives of the study.

6.1 CONCLUSIONS TO THE KEY RESEARCH OBJECTIVES

6.1.1 The first objective was to investigate the extent of community participation in the IDP process

This objective was achieved through empirical study where the researcher investigated the involvement of community members in the IDP. However, most respondents indicated that the community is not fully participative in the IDP process of the municipality. The empirical study also indicated that communities in Umzumbe do not attend meetings that seek to give information regarding community development due to various reasons.

6.1.1.1 Purposes of community participation in the IDP process

6.1.1.1.1 There is a high level of consensus, i.e. (90%) on the purposes of community participation in the IDP process.

6.1.1.1.2. Amongst the ward councillors and ward committee members the purposes of community participation in the IDP is as evinced in table 5.4. Key purposes of community participation in the IDP process, that form the basis and importance of community participation in the IDP process, were increased citizen awareness; gaining information on citizen views; deciding between different options for development; empowering local communities; meeting statutory requirements; selecting projects that yield the most benefits; and promoting good and sound local governance.

6.1.1.1.3. One noticeable variant between ward councillors (100%) and ward committee members (72%) related to deciding between the different options available to speed up development.

6.1.1.2 Reasons for involving community members in the IDP process

6.1.1.2.1 The levels of consensus between the ward councillors and ward committee members were higher than that of community members (See Table 5.5).

6.1.1.2.2 Communities are aware that the reasons for engagement are to ensure that development responds to community needs (60%); to improve service delivery (58%); to increase levels of information sharing in communities (61%); and better identification of the needs of the communities (72%).

6.1.1.2.3 Communities do not consider the following reasons of community participation, namely community empowerment (48%), promote transparency and accountabilities (56%) and better resource utilisation.

6.1.1.3 Phases of the IDP in which community participate

It is interesting to note that the differences between the ward councillors and ward committee members are much more salient (table 5.4 and 5.5).

6.1.1.3.1 The greatest difference between the ward councillors (90%) and ward committee members (37%) is in the community participating in meetings to discuss IDP related issues.

6.1.1.3.2 Issues of concern also related to the understanding of different projects (ward councillors 70% and ward committee members 48%); identification of projects that can be undertaken concurrently (ward councillors 70% and ward committee members 49%); and community approval of projects to be undertaken (ward councillors 80% and ward committee members 58%).

6.1.1.3.3 The greatest coincidence amongst ward councillors (50%) and ward committee members (49%) related to assisting in the details of how projects will be undertaken and

selecting methods to undertake such projects (ward councillors 60% and ward committee members 48%).

6.1.1.4 Tools for sharing information with community members

6.1.1.4.1 The levels of disagreement between ward committee members and community members were higher than that found in ward councillors. (See Table 5.7).

6.1.1.4.2 The greatest difference amongst ward councillors (100%), ward committee members (48%) and community members (40%) is noticeable in public meetings to discuss IDP issues.

6.1.1.4.3 Issues of concern also related to brainstorming session understanding (ward councillors 50%, ward committee members 40% and community members 36%); Work group discussion to share information (ward councillors 50%, ward committee members 38% and community members 37%); Workshops (ward councillors 50%, ward committee members 41% and community members 23%); and focus groups (ward councillors 50%, ward committee members 46% and community members 20%).

Approximately ninety percent of respondents indicated that the sharing of information with community members was poor. This deprives the communities of their right of access to information.

6.1.1.5 Stakeholders decide on the development that has to take place in the community

6.1.1.5.1 The greatest difference between the ward councillors (90%) and ward committee members (30%) is in the community members making decisions on the development that has to take place in the community. Another difference between the ward councillors (80%) and ward committee members (41%) is in the 'all of the above stakeholders participate in the deciding on the development that has to take place in the community' (See Table 5.8)

6.1.1.5.2 The greatest similarities between the ward councillors (60%) and ward committee members (54%) related to a top down approach adopted by municipal officials and ward councillors on deciding on the development that has to take place in the community (ward councillors 70% and ward committee members 75%).

6.1.1.6 Methods used to inform community members about the IDP proces conducted by the municipality

6.1.1.6.1 Information is disseminated through formal notices and by word of mouth. Community members and formal notices from ward councillors (94%) have been identified as tools in use to inform the community to know about the IDP process.

6.1.1.6.2 Issues of concern also related to media use (3%), notices at public institutions (2%); and through political party organization (1%) being the methods used to inform community members about the IDP process.

These are the methods used to inform and invite members of the community to attend IDP meetings and it is in these meetings when community members had an opportunity to participate in the IDP process.

6.1.2 The second objective was to investigate the challenges facing communities with regard to participating in the IDP process

This objective was achieved by means of the literature review in chapter three, on challenges in community participation. The findings of the study indicated that community members encountered numerous problems which affect their participation in the IDP processes.

6.1.2.1 Challenges affecting community members from participating in the IDP process

6.1.2.1.1 The following are the main challenges affecting community members participating in the IDP process, namely lack of information for community members about IDP process (31%); lack of community interest and apathy to attend meetings (31%); lack of understanding of the IDP process (41%); lack of knowledge of the importance of the IDP process (40%) and failure of ward committee members to convene monthly meetings (41%). These have been identified by community members as the major challenges for rural communities to participate in the IDP process.

6.1.2.2 Challenges affecting ward councillors and ward committees from participating in the IDP process

6.1.2.2.1 The following are the main challenges affecting ward councillors and ward committees from participating in the IDP process, namely the lack of leadership training (ward councillors 50% and ward committee members 54%); lack of financial resources provided by municipality (ward councillors 40% and ward committee members 64%); political party affiliation (ward councillors 20% and ward committee members 45%); and lack of understanding of the IDP process (ward councillors 40% and ward committee members 52%).

6.1.3. The third objective was to examine the role of ward councillors and ward committees in promoting community participation in the IDP process

6.1.3.1 Roles and responsibilities of ward councillors

6.1.3.1.1 On roles and responsibilities of ward councillors in promoting community participation in the IDP process, there is a high level of agreement (95%) average.

6.1.3.1.2 Between the ward councillors and ward committee members the roles, and responsibilities of ward councillors in promoting community participation in the IDP process were illuminated. (See Figure 5.10). Key roles and responsibilities in the IDP process were to provide leadership to ward committees; call meetings; chair meetings; and provide training to ward committee members.

6.1.3.1.3 The greatest differences between the ward councillors (90%) and ward committee members (10%) related to communicating communities' issues to council. Another noticeable difference between ward councillors (80%) and ward committee members (20%) related to informing the community about municipal agenda.

6.1.3.2 Roles and responsibilities of ward committees.

6.1.3.2.1 The levels of agreement between ward councillors and ward committee members were higher than that of community members. (See Table 5.11).

6.1.3.2.2 The greatest difference amongst the ward councillors (100%), ward committee members (88%) and community members (38%) is in the participation of ward committees in the stakeholder cluster forums.

6.1.3.2.3 Another salient difference amongst the ward councillors (90%), ward committees (95%) and community members (38%) is in ensuring contact between the municipality and community.

6.1.3.2.4 Issues of concern also related to advising councillors on matters affecting communities in the ward (ward councillors 100%; ward committee members 93% and community members 52%); serving to galvanise community action for development (ward councillors 90%, ward committee members 95% and community members 45%), serving as participatory structures in the municipality (ward councillors 90%, ward committee members 93% and community members 43%); and facilitating community participation in the IDP process (ward councillors 100%, ward committee members 94% and community members 43%).

6.2 DEMOGRAPHIC INFORMATION

In terms of demographic information, the main conclusions are as follows:

- The majority of the ward councillors, ward committee members and community members are 44 years of age and above.
- Both genders are adequately represented as ward councillors, ward committees and community members.
- The majority of ward councillors have tertiary education, while the majority of ward committee members and community members have matric and are graduates.
- The majority of ward committee members and community members are unemployed, with approximately 90% of ward councillors have some form of employment.
- Over 80% of ward councillors, ward committee members and community members have resided in the Umzumbe Local Municipality for more than 15 years.

6.3 RECOMMENDATIONS

In light of the above findings and discussion, recommendations will be made below. Due to the interdependent and interrelated nature of the issues, recommendations for all three objectives would be collectively discussed.

6.3.1 Upgrade levels of education/capacity development for ward councillors, ward committee members and community members

Regular capacity-building programmes should be offered to ward councillors and ward committee members to assist them in carrying out their tasks and roles meaningfully and more effectively. It is further proposed that they should harness capacity-building, since their functions are complementary thereby enhancing teamwork.

During the study it came clear that respondents understand the purposes of community participation. However, it is recommended that the Umzumbe Municipality focuses on existing mechanisms such as izimbizo/ community indaba and ward committees, which can educate and encourage people to participate and have meaningful contribution to the municipality's business. Funding for the training of the community to engage meaningfully in community participation should be made available. The capacitation of members of the community will in turn help them understand all the different phases in which they can take part in.

6.3.2 Poverty alleviation and economic development to create employment

The Umzumbe Local Municipality through the office of Local and Economic Development, should come up with projects in the community which will create employment. These projects should be owned and driven by the community members.

6.3.3 Encourage youth and adults to engage in public forums

Public participation should be designed in a way that it involves every community member, including youth and adults. This could be achieved by making transport available to commute adults to and from the meetings.

6.3.4 Encourage involvement of all stakeholders in the identification of development initiatives

Ward committee members who participated in this study expressed the need for the municipality to ensure that there is a working relationship between the traditional authorities, ward councillors and ward committee members in order to facilitate and encourage all stakeholders in the identification of development initiatives. A lack of proper co-ordination between the ward councillors, ward committee members and traditional leaders was possibly the primary reason why service delivery programmes have often derailed and stalled in the Umzumbe Local Municipality. It is recommended that the Umzumbe Local Municipality establish a task team to investigate possible reasons for this lack of coordination and propose solutions to remedy the current challenges. Since people in rural areas still consider traditional leaders as an important stakeholders that can take leadership role in bringing about development, there should be a sound and harmonious working relationship between traditional leaders and councillors to encourage people to participate in the IDP process.

6.3.5 Co-ordination and Information-sharing sessions

During the study it emerged that the municipality and ward councillors are not doing enough in ensuring that the community as a stakeholder has access to information about the role and function of the municipality. By and large this shortcoming underscores the need to educate the community about the workings of the municipality. Sharing information between the municipality officials, ward councillors, ward committees and the populace should be viewed as an integral part of service delivery. A culture of open and on-going information-sharing should prevail, which is not limited to crisis communication, marketing or media statements only.

On the issue of calling of ward committee meetings which is currently the prerogative of the ward councillor as the chairperson, it is recommended that the notice of such meetings must reach the relevant role-players timeously. The business of the Umzumbe Municipality council and key policy decisions made by the council and its standing committees should be communicated timeously to ward committee members as well as the community. The Umzumbe Municipality should rely far less on the practice of making use of community members and formal notices from respective ward councillors for communicating with the

general populace on local government matters. It would be worth their while to consider the use of the media to communicate and invite people to attend the meetings.

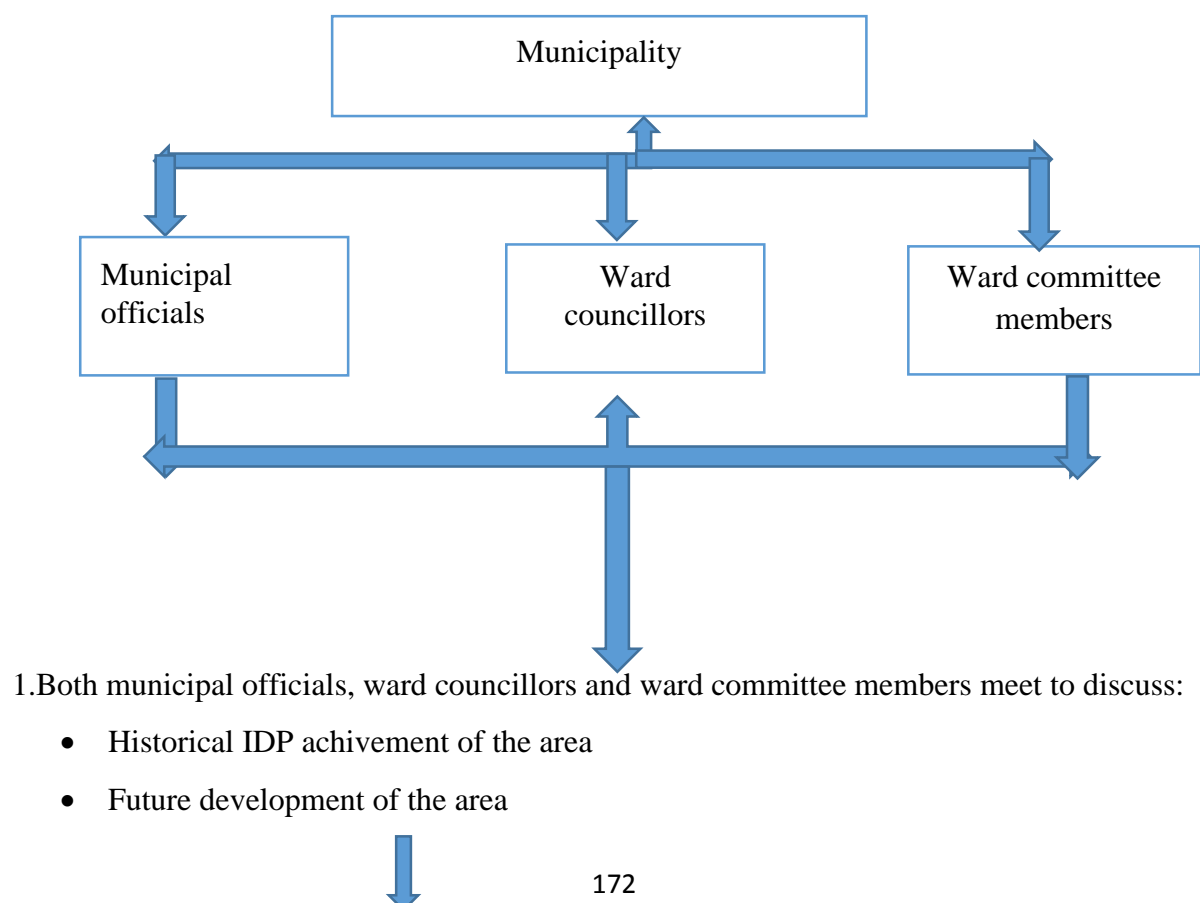
6.3.6 A system of monitoring and evaluation should be put in place to monitor community participation in the IDP process

The Umzumbe Local Municipality should develop a system of monitoring and evaluation in order to monitor community participation in the IDP process. This system should be in place to diagnose and somewhat appraise the challenges the community at large is faced with, and which result in the community not participating in the IDP process.

6.3.7 Guidelines for implementation

The following framework provides the broader guidelines for community participation in respect of the IDP process. These guidelines are recommended to be integrated and implemented through engaging all racial groups into the current IDP process of Umzumbe Municipality. These guidelines should be evaluated by means of participatory research.

Figure 6.1: Framework for community participation



2. Inform community → Set community meeting →

3. Municipal officials, ward councillors and ward community members meet to discuss proceedings for the public meeting where the community will be informed of the future development and the community is given an opportunity to give its views pertaining to future development.

→ Set community meeting

4 Finalise future IDP

Set community meeting to report back to the community

5 Municipal officials

Inform

Ward councillors and Ward committee member, informs public meeting

Municipal officials, ward councillors and ward committee members

finalise proceedings

→ Inform → Public meeting
Commencement of project

Completion of project: municipal officials, ward councillors and ward committee members to inform community members.

Table 6.1: Phases of IDP process

	Role of ward councillor	Role of ward committee	Role of community members
1. Analysis	Ward councillor organise community meetings.	During these meetings ward committee helps the community to identify their needs for deveopment.	The community identify problems they are faced with in the area. The community gives its view on how it feels about the identified issues.
All role players will assess and prioritise the identified problems in terms of what is urgent and what needs to be done. Again, role players will also collect information on availability of resources during the phase and at end of this phase. Such information will help the municipality to determine the level of development needed in the area.			
2. Strategies	Ward councillor organise and call community meeting.	Ward committee helps the community to focus their debate on finding the best viable solution towards the problems	The community debate about the best solution towards solving the problems and agree on the solutions.
Once the best solution has been identified, all roll players should decide on the development objectives. Such developments objective will lead to solving the envisaged problems as identified in phase one.			
3. Projects	Ward councillor organises and call community meeting.	Ward committee helps the community to identify the specific projects which will help to solve the identified problems.	The community working with its councillor and ward committee debates about finding a specific projects which will lead to the realisation of developments projects identified in phase two. The community should also identify

			people amongst themselves who will represent them in development subcommittees.
The identification of projects will require the involvement of all role players. The ward councillor should guide against influencing people because this will create a perception that the ward councillor is pushing his/her political party agenda.			
4. Intergration	Ward councillor organises and calls community meeting for discussing the integration of the projects.	Ward committee helps the community to integrate the development projects.	During this phase the community should carefully check if the the identified projects contribute to meetings the development objectives identified in phase two.
In this phase the ward councillor should help the community to present the development plan to the municipal council in order to be integrated with the overall municipality integrated development plan.			
5. Approval	Ward councillor organises and call community meeting for discussing the approval of the IDP.	Ward committee helps the community to carefully examine the IDP before it approve it.	The community gets an opportunity to carefully examine and comment on the draft after it has been presented to the municipal council.
6. Monitoring and evaluation	Through its development subcommittees, the community will participate in the IDP Representative Forum to monitor and evaluate the implementation of the plan as well as to see if it talks to the community needs and aspirations.		

6.4 CONCLUSION

The final chapter presented the findings that allowed the researcher to conclude that community participation in the IDP process enhance corporate governance in municipalities. Community participation can empower communities, educate communities on the workings of municipalities, improve people's material lives and build community identity. To achieve this, however, is hard work, Perhaps the hardest part of all is a change of attitude to local governance from councillors, officials and the community. Community governance must be a shared responsibility with new requirements to openness, inclusion and respect amongst all.

Chapter six of the study has discussed the findings of the study and provided general conclusions and recommendations. As part of the recommendations, a framework for community participation in the IDP process has been recommended to be adopted by municipalities. This framework will aid in the achievement of better effectiveness, efficiency and economy in municipalities thereby pushing municipalities closer to realisation of excellence.

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Appendix A

Date:

Usuku:

Ward Number:

Inamba yesigceme:

Section A: Biographic Data

Isigaba: Sokuqala

1. Age Ubudala

01	18-24	
02	25-34	
03	35-44	
04	45-54	
05	55-64	
06	64 and above 64 nangaphezulu	

2. Gender Ubulili

01	Male Isilisa	
02	Female Isifazane	

3. Education Izinga lemfundo

01	Below matric Ngaphansi kwamatibuletshe	
02	Matriculation Matikuletshe	

03	Tertiary education Imfundo ephakeme	
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4. Nationality Ubuzwe

01	Black Umuntu onsundu	
02	White Umuntu omhlophe	
03	Indian Omdabu wasendiya	
04	Colured Ikhiladi	
05	Other Noma omunye	

5. Employment status

5. Uhlobo lokusebenza

01	Permanent Uqashwe ngokuphelele	
02	Temporary Uqashwe ngokwetoho	
03	Self employed Uyazisebenza	
06	Unemployed Awusebenzi	

6. How long have you been residing in this ward?

6. Mingaki iminyaka uhlala kulesigceme

01	0-5 years Kusuka kuzero kuya kwemihlanu	
02	6-10 years Eyisithupha kuya kweyishumi	
03	11-15 years	

	Eyishumi nanye kuya kweyishumi nanhlanu	
04	Above 15 years Engaphezu kweyishumi nanhlanu	

Section B: Interview questions.

Indicate the response that is most relevant to you by using a cross (X) in the space provided.

Isigaba sesibili: Imibuzo.

Qoka impendulo eqondene nawe kakhulu ngokubeka uphawu elingu (X) esikhaleni esinikeziwe.

Objective 1: Investigate the extent of community participation in the IDP process.

1. The purposes of community participation in the IDP process.

Inhloso yokuqala: Ihlola iqhaza elibanjwa umphakathi kwintuthuko edidiyelwe

1. Injongo yokuzibandakanya komphakathi kwintuthuko edidiyelwe imayelana nalokhu okulandelayo

	Injongo	1= Strongly disagree Ngiyaphikisa kakhulu	2= Disagree Ngiyaphikisa	3= Neutral Ngiphakathi nendawo	4=Agree Ngiyavuma	5=Strongly agree Ngivuma kakhulu
1	Increase citizen awareness. Ikhuphula ukuqonda komphakathi					
2	Gain information on citizen views.					

	Inikeza izimvo zomphakathi					
3	Decide between different options for development Inikeza ukukheta okuphusile.					
4	Empower local community. Ithuthukisa umphakathi.					
5	Meet statutory requirements Ingokuhamb isana nezimiso zombuso.					
6	Select projects that give the most benefits. Ingokuqoka imisebenzi engaletha intuthuko esezingeni eliphezulu.					

7	Promotes good local governance. Ithuthukisa ukubusa kwahulumen wezasakhaya					
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2. The community participates in the following phases of the IDP process.

2. Umphakathi ubamba iqhaza kulezigaba zentuthuko edidiyelwe.

		1=Never Cha alikho iqhaza	2=Rarely Ulibamba nje	3=Sometimes Ngezinye izikhathi	4=Most of the time Ngazozonke izikhathi	5=Always Njalonjalo
1	Meetings to discuss IDP issues. Imihlangano yokubonisana ngezinhlelo zentuthuko edidiyelwe.					
2	Understanding different projects. Ukuqonda ngemisebenzi eyahlukene nentuthuko yomphakathi.					
3	Selecting methods to undertake projects. Ukukhetha izindlela					

	ezingcono zokuletha intuthuko.					
4	Assisting in the details of how projects will be undertaken. Ukulekelela ekwenzeni imininigwane ezokhomba ukuthi imisebenzi yentuthuko izokwenziwa kanjani.					
5	Identify projects that can be undertaken together. Ukukhetha imisebenzi yentuthuko ezokwenziwa.					
6	The community approves the project to be undertaken. Ukwamukela uhlelo lwentuthuko edidiyelwe.					

3. How often are the following tools used to share information with the community?

3. Ngabe lezindlela zokwabelana ngolwazi zisentsheziswa kangaki ukugqugquzela umphakathi ukuba uzibandakanye kwizinhlelo zentuthuko edidiyelwe esigcemeni sakho mayelana nezinto ezithinta umaspala?

		1=Never used Cha alusentsenziswa	2=Rarely used Kuyenzeka nje lusenthseziswe	3=Sometimes used	4=Most of the time	5=Always used Njalonjalo
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				Ngezinye izikhathi	Ngasosoke iskhathi	
1	Public meetings. Imihlangano yomphakathi.					
2	Brainstorming sessions. Ukubonisana ngesixazululo.					
3	Work group discussion. Ukubonisana kwamaqoqwana abantu abadingida okuthile.					
4	Workshops. Izigcawu zokubonisana					
5	Focus group. Isigungu esinezinhlalo ezifanayo					

4. The following stakeholders decide on the development that has to take place in the community?

4. Laba abalandelayo yibo abanquma ngokuzokwenzeka emphakathini mayelana nentuthuko

		1=Never Cha akusibo	2=Rarely Kuyenzeka nje	3=Sometimes Ngezinye izikhathi	4=Most of the time Ngasosonke isikhathi	5=Always Njalonjalo
1	Community members. Amalunga omphakathi.					
2	Municipal officials. Abasebenzi bamaspala.					
3	Councillors. Amakhansela.					
4	All of the above. Bonke laba abangenhla.					

5. The level of community participation used in the municipality for the IDP process.

5. Amazinga ahlukeni lapho umphakathi ubamba khona iqhaza kwizinhlelo zentuthuko edidiyelwe

		1=Not used at all Cha akunjalo	2=Some- times used Kuyenzeka nje	3=Moderate used Ngezinye izikhathi	4=Most used Ngasosonke isikhathi	5=Always used Njalonjalo
1	Citizen power.					

	Umphakathi yiwo othatha izinqumo.					
2	Delegated power. Uhulumeni uphethe loke uhlelo, umphakathi unikwa amandla angatheni ukuba uthathe izinqumo.					
3	Partnership. Ukubambisana.					
4	Placation. Ukwakha uxolo.					
5	Consultation. Umphakathi unikwa ulwazi ngemisebenzi eqhubekayo.					
6	Therapy. Ukulungisa okonakele.					
7	Informing. Ukwazisa					
8	Manipulation. Ulawulo nkohliso.					

6. Reasons to involve community members in the IDP process.

6. Izizathu zokubandakanya umphakathi ekuhleleni intuthuko edidiyelwe.

	1=Strongly disagree	2=Disagree Ngiyaphikisa	3=Neutral Ngiphakathi nendawo	4=Agree Ngiyavuma	5=Strongly agree
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		Ngiphikisa kakhulu				Ngivuma kakhulu
1	Ensure development responds to community needs. Kunika isiqiniseko ukuthi intuthuko igxila kwizidingo zomphakathi.					
2	Better need identification by communities. Kunika ithuba elihle ukuthi umphakathi uzisholo wona izidingo zawo.					
3	Improved service delivery. Kuthuthukisa ukulethwa kwentuthuko.					
4	Community empowerment. Kunika umphakathi amandla.					

5	Promote transparency and accountability. Kunyusa ukwenza izinto ngokungemfihlo kanye nokuzibophezela					
6	Better resource distribution. Kuletha ukwabelana ngezidingo okusezingeni eliphezulu					
7	Increased level of sharing information in communities. Kunyusa izinga lokwabelana ngolwazi emphakathini					

7. Any other comments/suggestions you may like to make on community participation in the IDP process.

7. Kukhona okunye ongafisa ukukusho mayelana nenjongo yokuzibandakanya komphakathi kwintuthuko edidiyelwe.

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Objective 2: Investigate the challenges facing communities with regard to participating in the IDP process

Inhloso yesibili: Izingqinamba ezibhekene nomphakathi mayelana nokuzibandakanya kwintuthuko edidiyelwe.

1. The following are the main challenges faced by ward councillors and ward committees in participation in the IDP process.

1. Lokhu okulandelayo kwiyzinqinamba ezibhekene namakhansela kanye namakomiti ezigceme ukuba azibandakanye ezinhlelweni zentuthuko edidiyelwe.

		1=Strongly disagree Ngiphikisa kakhulu	2=Disagree Ngiyaphikisa	3= Neutral Ngiphakathi nendawo	4=Agree Ngiyavuma	5=Strongly agree Ngivuma kakhulu
1	Lack of understanding the IDP process. Ukungaqondi ngentuthuko edidiyelwe.					
2	Lack of leadership training. Ukoshoda koqeqesho ngezinhlelo zobuholi.					
3	Lack of financial resources					

	provided by municipality Ukushoda koxhaso lwezimali elisuka kumasipala					
4	Lack of community interest to attend meetings. Ukushoda kogqozi kumphakathi ukuba uhambele imihlangano					
5	Political party affiliation. Ukungxila kwamalunga ekomiti lesingceme kumaqembu abo ezepolitiki					
6	Failure to convene monthly meetings. Ukwehluleka ukubamba					

	imihlangano yazinyanga zonke					
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2. Any other comments/suggestions you would like to make on challenges in the IDP process?

2. Kukhona ongafisa ukukusho mayelana nezinqinamba ezibhekene namakhansela ezigceme ukuba azibandakanye zenhlelo zentuthuko edidiyelwe.

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Objective 3: Examine the role of ward councillors and ward committees in promoting community participation in the IDP process.

Inhloso yesithathu: Iqhaza lamakhansela kanye namakomiti ezigceme ekuzibandakanyeni komphakathi kwizinhlelo zentuthuko edidiyelwe

1The roles of ward councillors in community participation

1 Imisebenzi yamakhansela mayela nezinhlelo zentuthuko edidiyelwe

		1=Strongly disagree Ngiphikisa kakhulu	2= Disagree Ngiyaphikisa	3=Undecided Ngiphakathi nendawo	4= Agree Ngiyavu ma	5=Strongly agree Ngivuma kakhulu
1	Provide leadership. Anika uqeqesho					

	kumalunga ekometi.					
2	Call meetings. Abiza imihlangano yekomiti					
3	Chairing meetings. Aba ngozihlalo bemihlangano.					
4	Communicatin -g communities' issues to council Andlulisele izidingo zomphakathi kumasipala					
5	Informing the community about municipal agenda. Azisa umphakathi ngezinhlelo zentuthuko.					
6	Provide training to					

	ward committee members. Aqeqesha amalunga ekomiti lesigceme.					
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2. The ward committee members execute the following roles to ensure that members of the community participate in the IDP process.

2. Amakomiti ezigceme enza lomsebenzi olandelayo ukwenza isiqiniseko ukuthi umphakathi ubamba iqhaza kwizinhlelo zentuthuko edidiyelwe.

		1=Strongly disagree Ngiphikisa kakhulu	2= Disagree Ngiyaphikisa	3=Undecided Ngiphakathi nendawo	4= Agree Ngiyavuma	5=Strongly agree Ngivuma kakhulu
	Advise councillors on matters affecting communities in the ward. Aluleka ikhansela ezintweni ezikhathaza umphakathi.					
2	Serve as participatory structures in the municipality. Asebenza njengesakhiwo					

	esibamba iqhaza kwimisebenzi yamasipala.					
3	Serves to mobilise community actions. Asebenza ukuvukuza umphakathi ukuba ubambe iqhaza kwintuthuko.					
4	Ensures contact between the municipality and community. Anika ukuxhumana phakathi kwamasipala nomphakathi.					
5	Participate in the stakeholder cluster forums. Aba yingxenywe yababamba iqhaza kwizakhiwo zamafolom.					

6	Facilitate community participation in the IDP process. Ahlela ukuzibandakanya komphakathi kwizinhlelo zentuthuko edidiyelwe.					
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3. The support from these structures helps you to adequately carry out the functions of the ward committee member in community participation?

3. Uxhaso oluthola kwilezizakhiwo ezilandelayo luyakulekelela ukuthi wenze imisebenzei yokuba ilunga lekomiti lesigceme?

		1=Strongly disagree Ngiyaphikisa kakhulu	2= Disagree Ngiyaphikisa	3= Neutral Ngiyaphakathi nendawo	4= Agree Ngiyavuma	5= Strongly agree Ngiyavuma kakhulu
1	Support from the councillor. Ukwesekwa ikhansela.					
2	Support from the municipal. Ukweseka umasipala					
3	All of the Above. Bonke laba					

	Abangasenhla					
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4. Any other comments/suggestions you would like to make on the role of ward committees in community participation?

4. Kukhona ongafisa ukukusho mayelana neqhaza lekomiti lesigceme ekuzibandakanyeni komphakathi kwizinhlelo zentuthuko edidiyelwe?

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Thank you very much for your time.

Ngiyabonga kakhulu ngesikhathi sakho

Interview question schedule for members of the community

Imibuzo ebhekiswe kumalunga omphakathi

Section B: Interview questions

Isigaba sesibili: Imibuzo

Indicate the response that is most relevant to you by using a cross (X) in the space provided.

Qoka impendulo eqondene nawe kakhulu ngokubeka uphawu elingu (X) esikhaleni esinikezelwe.

Objective 1: Investigate the extent of community participation in the IDP process.

Inhloso yokuqala: Ihlola iqhaza elibanjwa umphakathi kwintuthuko edidiyelwe.

1. How often were you invited in the Ward Committee meetings?

1. Kungabe kukangaki umenyelwa ukuba uthamele umhlangane wekomiti lesigodi?

1	Once a year. Kanye ngonyaka.	
2	Twice a year. Kabili ngonyaka.	
3	Three times a year. Kathathu ngonyaka.	
4	More than three times. Noma ngaphezule kwalokhu okungenhla.	
5	Never. Angikaze.	

2. As a community member, how did you get to know about the Integrated Development Planning (IDP) process in your Municipality?

2. Njengelunga lophakathi ngabe waziswa kanjani ngezinhlelo zentuthuko edidiyelwe?

1	Community members. Ngamalunga omphakathi.	
2	Formal notice from the councillor. Isaziso esiphuma kukhansela.	
3	Through my political party. Ngeqembu lami lepolitiki.	
4	Notices at public institutions (libraries, clinics etc.). Isaziso kwizakhiwo zomphakathi.	
5	Media (newspaper, radio, etc.). Ngemithombo yolwazi.	
6	Other. Okunye.	

3. Your community concerns are serious considered by?

3. Ngabe izikhalazo zenu ziyanakwa ilaba abalandelayo

		1=Strongly disagree Ngiphikisa kakhulu	2= Disagree Ngiyaphika	3=3=Not sure Anginaso isiqiniseko	4=Agree Ngiyavuma	5=Strongly agree Ngivuma kakhulu
1	Municipality Umasipala.					
2	Ward councillor. Ikhansela lesingceme.					
3	Ward committees. Amakomiti esingceme.					

4. You have attended meetings convened by the following?

4. Uke wayithamela imihlangano ebizwe ilaba abalandelayo?

		1= Never Cha angikaze	2=Rarely Nje	3=Ngezinye izikhathi	4=Sometimes Ngazikhathi zonke	5= Most of the time Njalonjalo
1	Ward councillor. Ikhansela lesigceme.					
2	Ward committee. Ikomiti lesigcemei.					
3	Municipal manager. Umenenja kamasipala.					
4	Mayor. Imeya.					

5	IDP steering committee. Ikomiti lentuthuko edidiyelwe.					
6	IDP forum. Isithangami.					

5. Reasons for involving community members in the IDP process.

5. Izizathu zokubandakanya umphakathi ekuhloleni intuthuko edidiyelwe.

		1=Strongly disagree Ngiphikisa kakhulu	2=Disagree Ngiyaphikisa	3=Neutral Ngiphakathi nendawo	4=Agree Ngiyavuma	5=Strongly agree Ngivuma kakhulu
1	Ensures development responds to community needs. Kunika isiqiniseko ukuthi intuthuko igxila kwizidingo zomphakathi.					
2	Better need identification by communities. Kunika ithuba elihle ukuthi umphakathi uzisholo wona izidingo zawo.					

3	Improved service delivery. Kuthuthukisa ukulethwa kwentuthuko.					
4	Community empowerment. Kunika umphakathi amandla.					
5	Promote transparency and accountability. Kunyusa izinga lokwenza izinto ngokungemfihlo kanye nokuzibophezela					
6	Better resource distribution. Kuletha ukwabelana ngezidingo okusezingeni eliphezulu.					
7	Increased level of information sharing in communities. Kunyusa izinga lokwabelana ngolwazi emphakathini					

6. Any other comments/suggestions you would like to make on community participation in the IDP.

6. Kukhona okunye ongafisa ukukusho mayelana nokuzibandakanya komphakathi kwizinhlelo zentuthuko edidiyelwe.

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Objective 2: Investigate the challenges facing communities with regard to participating in the IDP process

Inhloso yesibili: Izinqinamba mayelana nokuzibandakanya kwintuthuko edidiyelwe.

1. The following are the main challenges faced by you to participate in the IDP process.

1. Lokhu okulandelayo kwiyizinqinamba obhekena nazo ukuba uzibandakanye ezinhlelweni zentuthuko edidiyelwe.

		1=Strongly disagree Ngiphikisa kakhulu	2=Disagree Ngiyaphikisa	3=Neutral Ngiphakathi nendawo	4=Agree Ngiyavuma	5=Strongly agree Ngivuma kakhulu
1	Lack of understanding the IDP process. Ukungaqondi ngentuthuko edidiyelwe.					
2	Lack of understanding the					

	importance of the IDP process. Ukoshoda ngolwazi ngokubaluleka kohlelo kwentuthuko edidiyelwe.					
3	Lack of knowledge of community members. Ukushoda kolwazi kumalunga omphakathi.					
4	Lack of community interest in attending meetings. Ukushoda kogqozi kumphakathi ukuba uhambele imihlangano.					
5	Failure to convene monthly meetings.					

	Ukwehluleka kwekomiti ukubamba imihlangano yanyanga zonke.					
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2. How often are the following tools used to share information with the community?

2. Kungabe lezindlela zokwabelana ngolwazi zisentsheziswa kangaki ukugquguzela umphakathi ukuba uzibandakanye kwizinhlelo zentuthuko edidiyelwe esigcemeni sakho mayelana nezinto ezithinta umaspala?

		1=Never used Cha alusentsenziswa	2=Rarely used Kuyenzeka nje lusenthseziswa	3=Sometimes used Ngezinye izikhathi	4=Most of the time Ngasosoke iskhathi	5=Always used Njalonjalo
1	Public meetings. Imihlangano yomphakathi.					
2	Brainstorming sessions. Ukubonisana ngesixazululo.					
3	Work group discussions. Ukubonisana kwamaqoqwana abantu abadingida okuthile.					
4	Workshops.					

	Izigcawu zokubonisana.					
5	Focus groups. Isigungu esinezinhlolo ezifanayo.					

3. Any other comments/suggestions you would like to make on the challenges in the IDP?

3. Kukhona ongafisa ukukusho mayelana nezinqinamba obhekene nazo mayelana nokuzibandakanya nezinhlelo zentuthuko edidiyelwe

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Objective 3: Examine the role of ward councillors and ward committees in promoting community participation in the IDP process.

Inhloso yesithathu: Iqhaza lamakomiti ezigceme ekuzibandakanyeni komphakathi kwizinhlelo zentuthuko edidiyelwe.

1. The ward committee members execute the following roles to ensure that members of the community participate in the IDP process.

1. Amakomiti ezigceme enza lomsebenzi olandelayo ukwenza isiqiniseko ukuthi umphakathi ubamba iqhaza kwizinhlelo zentuthuko edidiyelwe.

		1=Strongly disagree Ngiphikisa kakhulu	2= Disagree Ngiyaphikisa	3=Undecided Ngiphakathi nendawo	4= Agree Ngiyavuma	5=Strongly agree Ngivuma kakhulu
1	Advise councillors on					

	<p>matters affecting communities in the ward.</p> <p>Aluleka ikhansela ezintweni ezikhathaza umphakathi.</p>					
2	<p>Serve as participatory structures in the municipality.</p> <p>Asebenza njengesakhiwo esibamba iqhaza kwimisebenzi yamaspala.</p>					
3	<p>Serve to mobilise community actions.</p> <p>Asebenza ukuvukuza umphakathi ukuba ubambe iqhaza kwintuthuko.</p>					
4	Ensures contact between the					

	municipality and community. Anika ukuxhumana phakathi kwamasipala nomphakathi.					
5	Participates in the stakeholder cluster forums. Aba yingxeny yababamba iqhaza kwizakhiwo zama folum.					
6	Facilitate community participation in the IDP process. Ahlela ukuzibandakany a komphakathi kwizinhlelo zentuthuko edidiyelwe.					

2. To what extent are you satisfied with the manner in which committee members were selected?

2. Kungabe weneliseke kangakanani ngendlela eyasentshenziswa ukuqoka amalunga ekomiti lesigceme sakho?

1	Very dissatisfied. Angenelisekile neze.	
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2	Dissatisfied. Angenelisekile.	
3	Neutral. Ngiphakathi nendawo.	
4	Satisfied. Ngenelisekile.	
5	Very satisfied. Ngenelisekile kakhulu.	

3. Rate the relationship of committee members with the community.

3. Ngicela ukale izinga lobundlelwane phakathi kwamalunga ekomiti lesigceme kanye nomphakathi.

1	Very bad. Bubi kakhulu.	
2	Bad. Bubi.	
3	Neither good nor bad. Buphakathi nendawo.	
4	Good. Buhle.	
5	Very good. Buhle kakhulu.	

4. Are you happy with the level of communication between committee members and the public?

4. Ngabe uthokozile ngezinga lokuxhumana phakathi kwamalunga ekomiti lesigceme kanye nomphakathi?

1	Not at all. Cha angithokozile neze.	
2	To a little extent. Kancane.	
3	To some extent. Ngithokozile nje.	

4	To a moderate extent. Ngithokozile impela.	
5	To a large extent. Ngithokozile kakhulu.	

5. Any other comments/suggestions you would like to make on the role of ward committees

5. Kukhona ongafisa ukukusho mayelana neqhaza lamalunga ekomiti lezigcemei ukuqguqguzela umphakathi ukuba ubambe iqhaza kwizinhlelo zentuthuko edidiyelwe

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Thank you very much for your time.
Ngiyabonga kakhulu ngesikhathi sakho.

Appendix B



LETTER OF INFORMATION AND CONSENT

Evaluating rural community participation in the integrated development planning process: A case study of Umzumbe Local Municipality in the province of KwaZulu-Natal.

I am currently undertaking a research project as part of my studies towards a Master's degree in Technology: Public Management at Durban University of Technology. The study aims at evaluating the rural community participating in the integrated development planning (IDP) process with special reference to Umzumbe Local Municipality.

Would you agree to complete a questionnaire for the study? The questionnaire will take approximately 20 minutes. Participation is voluntary and you are free to withdraw from the study at any time without giving reasons, and without prejudice or any adverse consequences. The information you give will only be used for research purposes and will be aggregated with other responses and only the overall or average information will be used. Your identity and individual answers will be kept totally confidential. Should you wish to discuss this further please feel free to contact me or my supervisor (Dr I. Govender, telephone: 031 3735694 or email to: ivang@dut.ac.za, or the IREC Administrator, Lavisha Deonarian: 031 373 2900 or LavishaD@dut.ac.za).

LavishaD@dut.ac.za).

Please complete the following as confirmation of your willingness to participate in this research project:

I,, have adequately discussed the study with the researcher, understand that I may withdraw from it at any time without giving reasons, and voluntarily agree to participate by completing a questionnaire.

Signature:.....Date;.....

Your assistance will be much appreciated,

Yours faithfully

Bhekuyise Mhawukelwa Khawula

Cell phone: 0823686490 Email: sixtus@mut.ac.za



(LETTER OF INFORMATION IN ISIZULU)

Lunga elizoba yingxenywe yocwaningo

Njengamanje ngenza ucwaningo njengengxenywe yesifundo zama ze-Masters: Public Management at Durban University of Technology. Ucwaningo luhlose ukucubungula iqhaza elibanjwa umphakathi wasemakhaya kwizinhlelo zentuthuko edidiyelwe.

Uyacelwa ukuthi ugcwalise iphepha lemibuzo yocwaningo. Ukuphendula kuzothatha cishe imizuzu engama-20. Ukuba yingxenywe kuwukuzinikela futhi ukhululekile ukuhoxa ocwaningweni nganoma isiphi isikhathi ngaphandle kokunika izizathu, ngaphandle futhi kokucatshangelwa noma imiphumela engemihle ezoqhamuka.

Ulwazi ozolukhipha luzosethenziselwa izinhloso zocwaningo kuphela futhi luzohlanganiswa nezinye izimpendulo kanti ulwazi oludidiyelwe noma oluhlanganisiwe kuphela oluzosethenziswa. Ukuthi ungubani kuzoba yimfihlo futhi izimpendulo zizogcinwa ziyimfihlo ngokuphelele.

Uma ufisa ukuxoxa ngalokhu kabanzi ukhululekile ukuxhumana nami noma umqaphi wami, uDokotela I Govender, 031 3735694 noma email ethi: ivang@dut.ac.za, noma umphathi we-IREC, uLavisha Deonarian: 031 373 2900 noma ku-Lavisha@dut.ac.za

Ukulekelela kwakho kuyothokozeleka kakhulu.

Umfundi: Bhokuyise Mhawukelwa Khawula

Inombolo yocingo: 0823686490

Umqaphi: Dr. Ivan Govender

Inombolo yocingo: 031 3735694

Email- ivang@dut.ac.za

Appendix C

LETTER OF CONSENT

Statement of Agreement to Participate in the Research Study:

- I hereby confirm that I have been informed by the researcher, (Bhekuyise Mhawukelwa Khawula), about the nature, conduct, benefits and risks of this study - Research Ethics Clearance Number: 21/13 FREC,
- I have also received, read and understood the above written information (Participant Letter of Information) regarding the study.
- I am aware that the results of the study, including personal details regarding my sex, age, date of birth, initials and diagnosis will be anonymously processed into a study report.
- In view of the requirements of research, I agree that the data collected during this study can be processed in a computerised system by the researcher.
- I may, at any stage, without prejudice, withdraw my consent and participation in the study.
- I have had sufficient opportunity to ask questions and (of my own free will) declare myself prepared to participate in the study.
- I understand that significant new findings developed during the course of this research which may relate to my participation will be made available to me.

_____	_____	_____	_____
Full Name of Participant	Date	Time	Signature

I, Bhekuyise Mhawukelwa, herewith confirm that the above participant has been fully informed about the nature, conduct and risks of the above study.

Bhekuyise Mhawukelwa	_____	_____
Full Name of Researcher	Date	Signature



UMZUMBE MUNICIPALITY UMASIPALA WASEMZUMBE

C/o P.O. Box 561
HIBBERDENE
4220

Tel: c/o 039 972 0005
Fax: c/o 039 972 0099
E-mail: umzumbe@umzumbe.gov

01 July 2013
Durban University of Technology
Durban
4000

Attention : Mr S. Khawula

Dear Madam

REQUEST TO CONDUCT RESEARCH

This letter has reference to your letter dated 17 April 2013 of the subject above.

It is with pleasure to inform you that, permission to conduct research within Umzumbe Municipality has been granted.

Hope you find the above in order.

Yours Faithfully,


MS N.C. MGIQUMA
MUNICIPAL MANAGER



2013 -07- 0 1

UMZUMBE MUNICIPALITY

Appendix E



MANAGEMENT SCIENCES: FACULTY RESEARCH ETHICS COMMITTEE (FREC)

19 May 2014
BB550 Umlazi
Durban
4031
Student No: 21142356
FREC No: 21/13FREC

Dear Mr B Khawula

MASTERS DEGREE IN TECHNOLOGY: PUBLIC MANAGEMENT

TITLE: EVALUATION RURAL COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS: A SPECIFIC REFERENCE TO UMZUMBE LOCAL MUNICIPALITY IN THE PROVINCE OF KWAZULU-NATAL

Please be advised that the FREC Committee has reviewed your proposal and the following decision was made: Ethical Level: 1 -Full Approval

Approval has been granted for a period of one year, after which you are required to apply for safety monitoring and annual recertification. Please use the form located at the Faculty. This form must be submitted to the FREC at least 3 months before the ethics approval for the study expires.

Any adverse events [serious or minor] which occur in connection with this study and/or which may alter its ethical consideration must be reported to the FREC according to the FREC SOP's.

Please note that ANY amendments in the approved proposal require the approval of the FREC as outlined in the FREC SOP's.

Yours Sincerely

Prof N Dorasamy
FREC: Chairperson