An exploratory study of public participation during the Integrated development planning process: a case study of Theewaterskloof Local municipality, Western Cape Province

By

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DECLARATION

I, Sakiwo Kwaza; declare that the contents of this dissertation represent my own unaided work; and that the dissertation has not previously been submitted for academic examination towards any qualification

Furthermore, it represents my own opinions and not necessarily those of the Cape Peninsula University of Technology.

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ABSTRACT

The aim of this study was to explore public participation during the Integrated Development Planning process at a selected municipality, which is Theewaterskloof Local Municipality in the Western Cape Province. South Africa, as a democratic state, has a legislative framework that promotes public participation during Integrated Development Planning. Notably, a Bill of rights in the Constitution of the Republic of South Africa, 1996, encourages the protection of human rights through acknowledging of participatory democracy whereby all citizens have to be involved in decision-making on matters that affect them.

Public participation should be understood as the working together of government and communities in governance on programmes and projects that uplift the society, at a local government level. Community participation creates a platform whereby communities at local government level have to inform people in authority directly what they want and what they do not want. Public Participation ensures that municipalities ensure a buy in from, and develop partnerships with stakeholders. It is also a concept that is often mentioned in discussions on community development.

In this study the researcher adopted a use of a case study design which entails both a qualitative and a quantitative approach. In depth interviews were conducted by the researcher with senior management of the municipality. Self-administered questionnaires were also distributed to the community in a representative sample. The findings of the study were analysed using (Statistical Package for Social Sciences) SPSS version 17 data processing computer software (quantitative data analyses).

The outcomes of the study revealed that; the community of Theewaterskloof Municipality did not actively participate during Integrated Development Planning. This thesis concludes with a set of recommendations largely stating that local government is obliged to develop an enabling environment that includes all stakeholders and should allow space for communities to interact with the municipalities on an equal footing. The recommendations are aimed at enhancing community participation in the IDP and ensuring the provision of democratic and accountable government for local communities.

GLOSSARY

CBO - Community Based Organisation

CD -   Community Development

CDW - Community Development Worker

DLG - Department of Local Government

IDP – Integrated Development Planning

LED - Local Economic Development

MEC - Member of Executive Council

MFMA – Municipal Finance Management Act

MSA – Municipal Systems Act

NGO – Non-Governmental Organisation

RSA – Republic of South Africa

SANCO – South African National Civic Organisation

SONA – State of the Nation Address

SPSS – Statiscal Package for Social Sciences

TAF - Town Advisory Forum

UNICEF – United International Children's Emergency Fund

UN – United Nations

WCM – Ward Committee Member

WHO – World Health Organisation

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CHAPTER ONE: INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 Introduction

In South Africa there are pieces of legislation that promote the participation of the public in Integrated Development Planning at a local government level, namely the Municipal Systems Act (Act No.32 of 2000, section 16.1), the Municipal Structures Act (No.117 of 1998, section 73), the Constitution of the Republic of South Africa of (1996), and the Municipal Finance Management Act (Act No.56 of 2003), however there is still a deficiency of local communities participating in municipal governance. A number of studies (Lombard, 2010; Cash & Swatuk, 2011) demonstrate that there is no consultation or full participation of communities in integrated Development Planning procedures in South Africa. Williams (2006:197), defines community participation as being understood as the working together of government and communities, in governance, on programmes and projects that uplift the society, at the local government level. One of the advantages of community participation is that the community has a platform to inform officials in authority directly about what they want and what they do not want (Mbambo & Tshishonga, 2008). This study examines the implementation of Integrated Development Planning at Theewaterskloof Local Municipality and the level of community participation.

In Integrated Development Planning, participation of the community and accountability of office representatives are vital, as this entails the delivery of services to the community (Williams, 2006:195). Shaid (2007:46), states that the opportunity for the people at ground level, through consultation and participation, to be involved in matters of governance, is a democratic right. Shaid (2007:52) further argues that it is a democratic imperative that government needs to involve communities through consultation in planning and in decision making in government affairs. Lane (2010) argues that if full participation of a community does not occur, people in authority get to do things their own way, hence it is crucial for office bearers to involve the community in government matters. Bekker and Leilder (2003:144), state that it has been long years that South Africa has had legislation that allows local involvement of the community in the running of the affairs of local government, as a symbol of democracy. In local government, democracy could be ensured if ward councillors knew the importance of public participation at ward level (Hemson,

2012:119). This study seeks to advocate for full participation of the communities in the programs in ensuring that the people develop themselves.

1.2 Problem statement

There is a perception of limited local consultation and community participation in the Integrated Development Planning (IDP) processes at Theewaterskloof Local Municipality in the Western Cape. This has led to the municipality not prioritising the needs of local communities, which has exacerbated service delivery protests by local communities. In South Africa, as an independent country, consultation with, and involvement of, the local community is a democratic right and is entrenched in the Constitution and other legislative frameworks (Madzivhandila and Maloka, 2014:652). Through community participation and consultation, communities have a chance to hear about programmes and projects that the government is implementing for them and they are also ensured the right to provide feedback to the future and finished projects and programmes directed at them. Satisfaction of the community with service delivery, by government, is also demonstrated during the process of consultation and community participation (Moloka, 2013:456). A municipality has a duty to communicate certain information to its communities (Hussen, 2011:12). A study of this nature aims to improve community participation as well as consultation with communities in the IDP process.

1.3 Objectives of this study

- ✓ This study has the following objectives
- ✓ To examine the design of the IDP through the improvement of delivery of services within the community in that municipality.
- ✓ To investigate the extent to which communities are currently involved in the IDP process.
- ✓ To examine challenges that are experienced by communities during their participation in the IDP process.
- ✓ To explore what chances are possible through public participation during the IDP process and in the aftermath.

1.4 Study questions

The following are the questions that this study wants to answer:

- Does the design of the IDP improve service delivery within the community of the municipality?
- Are communities involved in the IDP process at Theewatersklof Municipality?
- What are challenges that are experienced by communities when they participate in the IDP process at Theewatersklof Municipality?
- What are the benefits of the communities when they participate in the IDP process and aftermath?

1.5 Importance of the research

A study of this nature is important as a reminder and as a guide for government officials regarding consultation with communities in decision making that affects them. As the government has the duty to deliver services to the community, a study of this nature is intended to foster strategies that the government has had to embark on in putting in place a people centred approach in decision-making, and government has to identify the needs of communities, as well as prioritising those identified needs, and to provide mechanisms in solving identified needs. This study also highlights the importance of the accountability of government officials in working together with communities. Lastly, the study will be beneficial to communities themselves as it highlights the importance of their full participation in the development programmes designed by their local government officials.

1.6 Delineation of the study

This study is located within the discipline of public administration (government activity) and focuses on the general area of service delivery. The study focusses on the importance of community involvement by government during the implementation of an IDP process at Theewaterskloof Local Municipality in the Western Cape Province. Theewaterskloof Local Municipality is located in the Overberg District Municipality in the Province of the Western Cape. Theewaterskloof is defined as a category B municipality. Surrounding this municipality are various types of vegetation such as vineyards, crops, fruit fields and fynbos. The economy of this municipality depends on agriculture as there are crop and fruit fields. This municipality also attracts tourists as there are big dams and unique natural assets. Lastly, within this municipality there is a peaceful and safe environment.

1.7 Preliminary literature review

Public Participation

Public participation is described differently by different researchers, for instance, according to Sithole (2012:22), participation of the public involves engagement with the community in development activities, in order to change their lives. Melo (2013:45) further argues that public participation is where there is mutual consent between stakeholders and office bearers in decision making and in the utilisation of resources. Bekker and Leilde (2012:144) state that public participation is where local government involves the community, as citizens of the country, in complying with policies in the running of the affairs of the municipality. This study highlights the fact that IDP provides a platform for the community to engage with government on issues of local development and also involves the community in decision making processes. Meyer and Theron (2012:9), argue that public participation is both a bonding interaction and a building block in the relationship between stakeholders in development. The building blocks in participation need to involve empowerment, cohesion, sustainability and empowerment. Meyer and Theron (2012:15) further argue that public participation is concomitant with the actions of the community, groups or individuals. Public participation can contribute to human growth through developing and promoting of self-esteem, pride, initiative, innovation, accountability and cohesion (Burkey, 2012:25). Public participation brings government to the people; working together with other civil society stakeholders in implementing programs and projects that improve the lives of the community and, in so doing, transform civil society (Burkey, 2012:35).

Citizen participation in South Africa has been defined differently by different researchers. For Bekker, (2012:29) citizen participation is a requirement, meant to ensure that citizens have a voice in decisions affecting the public. According to Bekker (2012: 31) the principle of participation in governance is a democratic right. Phago (2012:238) argues that participation of members of the community in governance matters (at all spheres of government) is not only a requirement, but is an important right for all citizens. Matsiliza, (2014:113), states that the principle of participation by communities in decision making ensures that everyone has the right to participate and to give input. Participation thus allows ordinary citizens the opportunity to exercise power in the taking and making of decisions that affect them. Citizens are the main beneficiaries of government activities, decisions and policies and it is important that they should always be consulted.

Brynard, (2012:2) argues that the policies of government allow participation, by, and consultation, with, the community, therefore it is crucial for the community to be involved in programmes and projects designed by government. Citizen participation is important because of the following reasons: government officials become accountable and responsive to the community, democracy becomes enhanced and Citizen Participation shows that there is cohesion between government and citizens as well as fair communication (Melo, 2013:239). This study is guided by definitions that are presented above, although it attempts to develop a greater understanding of the participation of the community in Integrated Development Planning at Theewaterskloof Local Municipality in the Western Cape Province.

1.8 Integrated Development Plan

The Local Government Municipal Systems Act (Act No.32 of 2000), section 25, stipulated a strategic plan on the management and development of the municipalities in South Africa. The IDP involves a cohesive approach between the community and government at local government level, so as to integrate, among others, economic sectorial, and spatial perspectives on the allocation of scarce resources so as to provide sustainable growth, equality and empowerment of the disadvantaged and marginalised (DLG, 2000:15). Development of local government, the area in which the community resides, needs to see local government preparing their own IDP as a means of promoting servicing and development in their jurisdiction, (South Africa, 2000). For local development, government cannot work in isolation and aloof from the community. The *onus* is on Government for working with the community and stakeholders, like community based organisations, in planning and implementing programmes and projects. (South Africa, 1998). While the legislative framework allows for full participation of communities in their development, there is still a deficiency of full involvement by communities in integrated development planning in South Africa. The *rationale* of this research is to explore the level of community participation in the IDP at Theewaterskloof Local Municipality.

1.9 Dimensions of community participation

According to Bhengu (2011:45), there are various dimensions of community participation witnessed in the battery of 1998-200 local government legislation. There are a number of interfaces between communities and elected representatives, including their areas of residence. The first,

introduced in 1999 (DPLG, 2005:6), was facilitated through these Acts (Yaye, 2012:99). Yeye (2012: 100) further argues that, some initiatives like Izimbizo projects, launched in 2001 in all spheres of government, namely national, provincial and local, sought to engage with selected communities on projects and programs of government; also to give feedback to the community and to hear the needs of the communities. There are stakeholders such as Community Development Workers (CDW), launched in 2003 to combine the endeavours on strengthening working together as a participatory interface between government and citizens for their development (Bhengu, 2011:66). In spite of that, this study aims to highlight the importance of the channels of communication between government and the community.

1.10   Legislative framework on public participation

The Constitution of the Republic of South Africa, of 1996, sets out the core function of local government, which encourage the involvement of community in the affairs of the municipality. The Municipal Systems Act (Act 32 of 2000), states that a municipality has to have processes and procedures in place in order to enable a municipality to develop its communities.

The Local Government Municipal Structures Act (Act 117 of 1998), requires a municipality to achieve the goals stipulated on section 152 of the Constitution (RSA, 1996). This Act further requires laws governing the process and procedures for electing members of Ward Committees. This Act also requires establishing Ward Committees a means of encouraging public participation. It further emphasises the aim of a ward committee. The duty of the ward committee, as set out by the Act, is to make recommendations on matters affecting the ward councillor.

The Local Government Transition Act (Act 97 of 1996), stipulates that representation of members in the forums must promote a principle of inclusivity. The Local Government Act in Schedule 1, needs representatives in the negotiating forums from the main sectors of the community. This Act also allows stakeholders such as the local chamber of commerce and industry to apply for recognition of status in the forums. Democratic countries use public participation in order to show that their institutions provide the community with an opportunity to express their voice at grassroots level. Public participation holds government officials accountable, and accelerates delivery of services to the community. Communities are provided with a quick response on

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challenges that are facing them. Despite the legislative framework mentioned above in terms of public participation, there is still a gap in consultation with, and participation by, communities in IDP processes. This study aims to mitigate the challenges faced by communities in this regard.

1.11 Definition of key terms

Community: a group people residing in a certain area (Lombard, 2010).

Participation: people actively involved in in an event, for instance in decision making, by government (Craythorne, 2010:741).

Community participation: the active involvement of the community in the programmes, allowing the communities to develop themselves (Tshabalala & Lombard, 2010:397).

Development: the upliftment of society in their lifestyle (Lombard, 2010:109).

Public Consultation: formal engagement of the public in decisions that are going to affect their lives (Craythorne, 2010:98).

Citizen Participation: deliberate involvement of the community in the affairs of government (Langton 2012:17).

Governance: function, action, process or quality of government (Cloete, 2013:72).

Policy: a written document, having laws, regulating how things need to be done. (Cloete, 2013: 74).

1.12 Research Methodology

According to Bless (2000:45), research is undertaken in a planned and systematic manner and every researcher, therefore, has to develop and use specific tools and methods to obtain data relevant to the study. According to Bless & Higson (2000:45), quantitative and qualitative methods comprise the two types of Research Methodologies. The study adopted a mixed (Qualitative and Quantitative) methodology.

1.12.1 The Qualitative approach

This approach deals with a method that develops descriptive data, normally drawn up in the researcher's own language (Mouton, 1983:128). Authors like Poggenpoel and Myburgh (2005:304), indicate that this approach involves a deep exploration of a clearly defined field of

study. According to this approach it is vital as it provides a researcher with an opportunity to gain a deep understanding of the social world and experience of people. This approach derives the explanation from the data itself and produces the analytical, conceptual and categorical components (Bless, 2000: 56) to the community through IDP processes. The researcher used methods such as in-depth interviews to managers. The survey to be administered to managers are going to be qualitative. Qualitative methodology is relevant to this study as the researcher needs to recommend to the municipality mechanisms which to improve citizens' participation in the IDP processes as well as improving the level of public participation. In this qualitative approach, reliability and validity testing are going to be used.

Validity refers to the potential of a research design or an instrument to achieve or to measure what is supposed to be achieved or measured. It is concerned with the data collection procedures (Bless & Higson-Smith:2000). In this study the Constructive Validity Measurement Technique was used, to measure validity. During the interviews the researcher asked questions specifically designed to obtain the desired information. Reliability involves accurate and consistent measuring of data, (Bless, 2000: 58).

1.12.2 Quantitative approach

According to Brynard and Hanekom (2006:37), the quantitative approach involves analytical study and its major purpose is to prove a universal statement. The quantitative approach has the following characteristics: data is in the form of numbers, the focus is concise and narrow, and results are based on large samples sizes, representatives of the population. This approach, using numbers, allows a greater precision in reporting results and is a powerful method of mathematical analysis that can be used in the form of computer software (William & Mohamed, 2007:77-78). In this study, a quantitative method technique is going to be utilised in order to assist in evaluating the level at which community involvement occurs during IDP processes. In this study the researcher considers it important to discover the communities' opinions regarding the IDP process within their municipality. The reason for a researcher to use this approach is due to involving larger numbers of respondents in a study. This quantitative approach is going to be utilised with community members by means of a Likert scale questionnaire. The survey of the community was in a quantitative as there were many community members. In this approach valid and reliable

measuring instruments are going to be used. A Likert scale is a rating scale in which a researcher assesses the behaviour or attitude of respondents on a questionnaire. The respondents were selected an appropriate response on a scale ranging from 1-5 points. By adding up the scores of the scale points represented by the reaction of the respondent and, assessed by the rate, the attitude of the respondent towards a particular issue can be determined (Huysamen: 2011).

1.12.3 Sampling methods

Sampling deals with counting or measuring in order to explain how the specific data would be drawn (Nkatini, 2005:38). Probability and non-probability sampling are the two types of sampling (Nkatini, 2005:41). In this study the researcher used probability and non-probability sampling. When a population is big, probability sampling, or random sampling, is used (Moutin, 2001:164). As the municipality of Theewaterskloof has thirteen wards, eight wards were selected with four of the wards close to town and other four far from town. The individuals within the population had a chance of being involved in the sample. This sample was advantageous to the researcher as it was a representation of the population and did not favouring other units of analyses. The researcher ensured that each individual had an equal chance of being selected. A sample was drawn from the community as they are the one that the IDP is directed to, together with Community Development Workers (CDWs). Respondents were selected by means of random sampling and participated by choice. In non-probability sampling of government employees, purposeful sampling was used because the researcher required well informed subjects, hence IDP officials, like Municipal Manager, Councillors Managers and Supervisors within the municipality, were selected in order to provide information on the IDP process and, in particular, challenges that they experienced. These participants were selected on the basis of the position they occupied, with the assumption that they were appointed to their positions because they possessed the necessary skills and qualities. The data was collected through in-depth interviews and the survey was administered to the respondents by the researcher, based on their willingness to participate in the research, without a breach of confidentiality; also questionnaires were used as a tool to collect data from the 300 community members. The survey of government officials was qualitative by means of interview questions and the survey of the community, quantitative, by means of a questionnaire.

1.12.4 Target Population of the Study

A target population is a real population to be studied (Nkatini, 2005:38). The researcher in this study targeted the communities, residing in the above mentioned wards, thirteen wards, ward councillors and officials within the IDP office at the municipality, as they are the people who are working in the planning and implementation of IDP. Office bearers in the department of Planning, Social and Economic Development have a duty of implementing the IDP aimed at the community. Councillors and Ward Committees, who have a duty of marketing the IDP and liaise between community and government. Furthermore, the following participants were sampled using a structured interview and they participated in a qualitative survey.

- Ward councillors (8).
- Members of SANCO (4).
- Municipal Manager (1).
- Community Development Workers (5).
- Community-Based Organisations (4).
- Community-Based Planning (4).
- NGOs (4).
- Ward Committee Members (5).

1.12.5 Case study

Leedy, (2001:157) argues that a case study focusses on the understanding of a person's situation or that of a small number of cases in great depth; furthermore, that a case study is a research method that can focus on the understanding by presenting all dynamics in a single setting.

Case studies may have one or more cases and a number of levels of analyses (Yin, 2013). Furthermore, case studies have a design comprising more than one level of analysis in study (Yin, 2013). Case studies have a combination of qualitative (for example, words) and quantitative (e.g., numbers) methodologies, or both. Qualitative evidence is gathered from interviews and observations. Finally, case studies are also utilized for various purposes, for example, to give description (Kidder, 2012). In this study the researcher used observations and interviews with the community and municipal officials of the Theewaterskoof municipality in order to conduct an in-depth, exploratory study. A case study cannot produce reliable data regarding the broader class,

however it may be important in the preliminary stages of research as it produces a hypothesis that may be tested systematically on a large number of cases (Abercrombie et al. 2012: 34).

1.12.4 Data collection

According to Ferreira (2006:78) interviews (structured, semi-structured and in-depth), questionnaires and observation, are the methods of collecting data in research. Through face-to-face interviews, direct information is obtained (Lynn, 1996:23). Structured, unstructured and semi structured interviews are the three types of interviews (Ferreira, 2006). Ferreira further argues that a structured interview becomes more rigid (Ferreira, 2006). The researcher has many questions that s/ he may not deviate from, whereas unstructured interviews have great potential for gathering data and the researcher may ask all questions related to the study (Ferreira, 2006). In this study the researcher utilised the structured interview when interviewing government officials, like ward councillors and managers within the office of IDP. The aim was to obtain information regarding methods of communication and consultation between the municipality and residents regarding IDP process as well as challenges and positive affirmations experienced during an IDP process. A major purpose of utilising the interview was to solicit a response that is more based on the knowledge available to respondent than on the phrasing of the pattern of asking, which may lead the respondents, and will thus elicit a different set of responses than in a structured interview.

Questionnaires are the tools of collecting data from participants in a survey that seeks to collect accurate information of the phenomena under study (Poggenpoel & Myburgh, 2005:304). The questionnaire, designed for the purposes of this study, was distributed to the members of the community residing at Theewaterskloof local municipality. Questionnaires are advantageous to the researcher as the respondents will have sufficient time to respond to questions or statements on the questionnaire. The questionnaires were intended to solicit the community's perceptions regarding IDP processes within Theewaterskloof municipality. The questionnaires were administered by a researcher and two research assistants over two days. The questionnaire was quantitative in design and was based on a Likert scale model of 1-5 responses, ranging from strongly disagree to agree. The researcher designed the questionnaire to comprise Likert like questions as well as closed ended questions. A purpose of this method was to quantify responses in SPSS version 17, data processing computer software. This system is user friendly as it is

accurate and saves a lot of time. The problem was, though, that respondents might provide valuable qualitative information which the questionnaire might not pick up as the questionnaire disallowed comments. There is absence of a degree of the feelings or emotions of the respondents. The area of the study was divided into the locations in order to get a reply from ranges of sample representatives. Questionnaires were distributed to eight (8) wards within the municipality of Theewaterskloof Municipality (four close to town and the other four far away from town). Individuals of these wards were given enough time to complete the questionnaire. Questionnaires sought to assess the understanding of community members, of IDP, whether they participated in, and were consulted on, in terms of the IDP processes in their community as well as the pros and cons of current methods of communication during IDP processes in their municipality. Three hundred questionnaire were distributed to the community members residing within the municipality.

1.13 Ethical guidelines

Hemson (2007:35) argues that it is impossible to do research without having an ethical statement. The researcher in this study has scrupulously observed ethics, as the participants were going to have access to the information generated. The researcher was of the opinion that some information might have a negative impact on participants. Certain respondents might end up being victimised by elected officials through publicising certain information. The researcher at all times sought to comply with ethical values, such as bringing no harm to participants. A researcher has to be aware of the risks that might occur. The researcher has the *onus* of protecting subjects from any kind of harm. If there is danger or a risk, the researcher is going to take precautions in order to avoid that. During the survey period respondents had the right to stop if they felt unsafe or at risk of being victimised. Confidentiality, informed consent and anonymity of respondents were respected. The researcher further agreed to conduct the research in line with the published ethical rules of Cape Peninsula University of Technology.

1.14 Analysis of   Data

In data collection a researcher is involved in what is called a preliminary gathering of data (Taylor, 1994:53). Hereby the researcher removes data that is not valuable and includes data which is valuable to the research (Brynard & Hanekom, 2006:46). In this study different data collection

instruments were used. In this study the researcher collected and analysed data *via* the questionnaire, using modernised, specialised data processing and computer software which was vital and user friendly in order to read and interpret information collected from respondents in a quantitative form. The information was easy to analyse and interpret as the researcher utilised the services of a statistician, who assisted with the processing of information. Programme processing that was used in this study is SPSS (version 17 statistical software). The advantage of this software is that it makes it easy to process qualitative information from interviews with open ended questions. There was going to be a use of fixed questions that was important as it was then a matter of differentiating responses received by the researcher. Analysis and interpretation thus, was based on differentiation and comparison of the answers and what was discussed. In order to ensure complete accuracy, the researcher captured data on separate occasions to ensure that data first captured, corresponded with the last. This ensured that accurate data was generated by the statistical software.

1.15 Organisation of Chapters

Chapter One: Introduction and Background

Chapter One entails the introduction and background of the research. It comprises the statement of the problem, objectives of the research, questions of the research and significance of the research. The chapter further outlines the delineation of the study, some literature review pertaining to methodologies relating to the study and the definition of key concepts used in the study. The collection of data and methods of research, ethic statement and method of data analysis is dealt with.

Chapter Two: Literature Review

This chapter deals with the literature review. This chapter investigates international perspectives of the implementation of IDP. This chapter also reviews the literature in South Africa around Integrated Development Planning and participation as well as the institutional framework.

Chapter Three: Research Methods

This chapter entails research methods. Empirical survey methods for data collection for research purposes are going to be featured in this chapter. Data processing is discussed in this chapter

Chapter Four: Presentation of data analyses and research finding

This chapter covers the research findings using cross tabulation tables. Findings of the research is analysed and discussed in relation to the literature review in chapter 2.

Chapter Five: Conclusion and Recommendations

Chapter Five articulates conclusions that are going to be drawn from the empirical study. Findings from the study will be listed and recommendations for future research is made. Limitations of the study will also be identified.

CHAPTER TWO: LITERATURE REVIEW

INTERNATIONAL, NATIONAL AND INSTITUTIONAL SCENARIOS IN PUBLIC PARTICIPATION.

2.1 **Introduction**

This chapter identifies international, national and institutional scenarios in public participation. South African experiences in public participation are going to be discussed. Key concepts such as community participation during the IDP process, delivery of services, levels of community participation during IDP process, challenges faced by communities when participating in the IDP process and opportunities brought through public participation during IDP process at the municipality will also be dealt with. Methods of ensuring effective and efficient administration in local governance such as governance and principles of governance as well as ethical values will be dealt with. This chapter also explores institutional frameworks including legislation as well as plans to highlight the importance of public participation.

2.2 International perspectives on public participation.

Public participation is mostly associated with the idea of involving local people in social development (Barnes, 2011:41). This study aims to investigate public participation during the IDP process at Theewaterskloof local municipality. As public participation is associated with the idea of involving local people in social development, this study seeks to investigate the level at which citizens participate in the IDP process. The most vital influences come from the third world community development of the 1950's and 1960's, Western and social work and community radicalism (Sanof, 2012:43). Planning processes in most developed countries have emphasized working together and communitarian forms of social and economic organisations, emphasizing a value of self-help and self-efficiency, advocating that the poor and the oppressed should be mobilised in order to promote social and economic progress (Sanof, 2012:44). A study of this nature seeks to explore the opportunities that are created by public participation. Currently, public participation theory suggests that the politicians and bureaucrats have exploited ordinary people and that such people have been excluded from the community development process (Bucek and Smith, 2010:31). The authors further argue that the leading proponents of public participation are found in international agencies such as the United Nations (UN), the World Health Organisations

(WHO), and the UN International Children's Emergency Fund (UNICEF). The emergence of public participation theory informed the approach of the United Nation's popular participation programs that required the creation of opportunities for all people to be politically involved and to share in the development process (Bucek, 2010: 41). This study seeks to examine whether local communities are participating fully in the IDP process. Social work is primarily concerned with the problems of needy individuals and their families. It has also, since its inception in the late nineteenth century, focused on communities seeking to improve social services (Sanoff, 2012:50). Community organizations have thus become an accepted method of social work, incorporating such notions as social planning (Sanoff, 2012:52). Conventional methods of community work were transformed into more radical approaches, urging people to take direct political action to demand change and improvements (Bragerand Specht: 2011). This study aims to investigate the obstacles that the communities encounter during the designing and implementing of an IDP.

Abbot (2010:31-32) states that public participation can traced to ancient Greece. For contemporary democratic governments, the concepts gained profound importance during the 1960s. Studies relevant to public participation received significant academic attention, indicating that public participation is a requirement in ensuring that citizens have a choice to be made in public decisions. According to Bekker (2012:29) the phenomenon of participation in the public affairs of democratic governments is a well-established concept. The role and significance of public participation is not only encouraged through national elections, but is also enshrined in the constitution of RSA, thereby making it a constitutional right of every citizen, even beyond the elections (Chandhoke: 2011: 26). This view is supported by Phago (2011:238), who states that that the participation of community members in governance matters is not only a requirement, but is an important right for all citizens. Melo (2010) regards public participation as a process that allows ordinary people the opportunity to exercise power over decisions that affect them. Citizens are the main beneficiaries of government activities, decision and policies. It is therefore important that they should always be consulted, as the citizens are the beneficiaries of government activities. This study aims to find out whether their opinions and ideas are taken into consideration during the IDP process.

2.3 Community participation in South Africa

Nearly three decades into democracy, South Africa is still a deeply divided and unequal society (Williams, 2011: 33). The author further argues that one of the main vehicles to transforming the South Africa of yesteryear into a prosperous, united country, is effective public participation where we can move from walking apart (power over people) to walking together (power with people). James, (2013:17), argues that public participation creates a new direct link between the decision makers and the public that they serve by ensuring that a dialogue is conducted with the public before decisions are made. This study seeks to determine the dimensions on which communities participate during the IDP process. Shaw and Martin (2012: 27) state that communities differ and so too the people in those communities. A one size fits all strategy of planning will never work. This is why community involvement is significant, ensuring that communities are involved in all the activities that affect their own development. In the local government sphere, communities have an obligation to participate in the integrated development planning. The participatory process is not necessarily conducted in a way that reflects the contribution from the municipal officials, political counterparts, organised structures and the constituencies that they serve (Houston, 2012:18). This study explores the importance of working together of different stakeholders, such as government officials and communities, in the IDP process.

Craythorne (2012:313) finds that public participation is derived from section 152 (1) (E) of the Constitution, where municipalities are required to promote the involvement of communities and community organisations in the matters of local government. Public participation, therefore, is not a choice at the local government sphere but a constitutional requirement. The author further argues that there are other, different, structures that are involved in ensuring that community participation takes place, and those structures include councillors, ward committees and the Community Development Workers (CDW's). This study aims to promote co-operation by different stakeholders towards achieving one common goal, that is, identification of the needs of the community and the design of the measures aimed at satisfying them. These structures assist the municipality in keeping the community involved, and that does not always happen (Houston, 2012:22). The development of a Public Participation and Community Policy will assist in ensuring that public participation is conducted in a manner that suits both the public and the municipality

(Craythorne, 2012: 315). This study examines the level of participation of citizens in the IDP process at local government level.

Reddy, (2013: 25), states that public participation is an active process in which the beneficiary or client influences the direction and execution of a development project, with a view to enhancing clients' well–being in terms of income, personal growth, self-reliance or other values that they cherish. The author further argues that the grouping of sectors assists in avoiding conflicting ideas during execution and implementation of the development programs. This study aims to articulate the need for a municipality to commit to ensuring that people will be champions of their own development, so as to improve service delivery, eliminate protests, explore opportunities brought by public participation and to put in place communication channels and strategies that will assist in ensuring that all stakeholders are involved and are well capacitated.

2.4 **Community Participation in the IDP Process.**

Participation is a vital component in planning and in decision making (Lane, 2012). As the process of participation is crucial, local participation broadly refers to a formal engagement of communities in the local decision making structures with regard to a process of development planning and implementation (South Africa, 2011). This means that organisational development including government bodies and other institutions must promote formal structures and mechanisms in order to enhance the processes of local participation in planning and decision making in relation to services and development (Reddy, 2013). A study of this nature aims to determine dimensions on which communities participate during the IDP process. In South Africa, the approach of integrated development planning has been made at all spheres of government so as to encourage local participation in development affairs. A concept of integrated planning entails a participative approach in order to integrate economic, sectorial, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of limited resources between sectors and geographical areas and across the population, in a manner that provides sustainable growth, equality and upliftment of disadvantaged and marginalised people (Department of Local Government White Paper, 2000:15). Developmentally speaking, local governments in the country have policy mandates of creating their own integrated development planning for services and development in their jurisdiction (South Africa, 2000). There are legislative frameworks that are relevant at local government level in order to promote active

participation of the community in the running affairs of the municipality, and in the upliftment of society and the involvement of civil society in decision-making. Most studies show that there is still a lack of full participation among local communities in the municipal integrated development planning process in South Africa.

2.4.1 **Participation as a Democratic Process**

Putu (2012:26-27) states that participation is where there is a sharing of control by stakeholders in deploying the resources for their development. Tau, (2013:1577) states that a citizen's participation is the method that gives individual citizens a platform, in policy formulation, to give input into matters that directly affect their community. This study aims to emphasise the importance of community participation during the IDP process. Bucek and Smith (2010:47) argue that as a result of public participation, the needs of the community are identified and prioritised during an integrated development planning process. People's lives are improved through the projects that are implemented. This study seeks to come up with strategies to encourage participation of local community members during the integrated development planning process. Williams (2011: 37-38) states that South Africa lacks a strong structure of society that can stand for the best interests of the majority of citizens. Communities also suffer an apparent shortage of capacity, by local citizens, in responding to issues of governance. There is a need for individual citizens and local stakeholders to have input into the socio-economic development of the community (Robinson, 2013:29-31). As the local community comprises the beneficiaries of the projects in their areas, the core objective of this study is to encourage full participation of the local community, and their involvement, during the planning of the IDP process in the projects that are initiated in their municipality. This study also investigates the importance of the involvement of the community in decisions that affect them directly and, through community participation, to assist the government in becoming aware of the needs of the community. Participation of the community in the IDP process is largely determined through planning (Lane, 2012). For complete local participation, citizens need to be involved in all aspects of decision making in a process of development (Dale, 2013). This study seeks to support a people centred approach, which is where there are no stumbling blocks in the level of participation and where the process is fair to the local community. According to Emmet (2013), effective local participation during the IDP process has been recognised in developing countries as an effort to implement a people centred-approach.

Some developing countries have adopted a policy to implement a people centred approach (Emmet (2013). This study's focus is on the involvement of communities in identifying community needs and the interest of the community which needs to be taken into consideration when implementing projects.

The matter of effective local participation in the IDP in South Africa and other developing countries has been a concern for many researchers and scholars (Mohamed, 2012, 29). The author further argues that participation of local citizens in government affairs has been enhanced in policies of local government in the development of local citizens. This study investigates how the local community is involved in the development of their areas. A similar study was conducted by Cash and Swutuk (2011). That research study in the municipality of Stellenbosch analysed the effectiveness of the IDP participation process. A finding of that particular study was that there was no effective involvement of communities in their development by the IDP. Also, there was a lack of commitment by government officials and the community. A study of this nature, therefore, will encourage the fact that communities need to participate in decision making and in the initiation of projects.

2.5 Level of public participation during the IDP process

According to Chandhoke (2012:53), public participation comprises a group and the methods that are put in place to engage the public/ community on matters that affect them. The author further argues that all communication strategies are open to all equally. As the objective of this research is to measure the level of public participation during the IDP process, it is vital to classify the methods of participation during the IDP process at local government level. This study aims to encourage community participation, which is the direct interaction of ordinary, local community members in matters of planning, administration as well as upliftment programmes at a local level. In this study, the presentation of local participation methods aims to effectively enhance more meaningful forms of interaction and empowerment of community participation by government officials. The following are the levels of public participation:

Public hearing/ inquiries**:** According to Fagence (2010:31), public hearing refers to a small or big number of interested local citizens that have an interest in a certain matter. True participants are experts and politicians making presentations. This method of participation might take weeks,

usually months. Also it might be conducted during weekdays or afterhours. It is usually held on weekdays, during working hours. It includes presentation by agencies on matters of information and education. During public hearings listeners have a right o to ask questions. As this research focusses on investigating whether the opinions of the local community are taken into consideration, through public hearings, the community has a chance to raise their concerns and to get feedback from government officials regarding proposed projects and programmes.

Referenda: Fagence (2010:33) argues that this method entails members of national or local population and happens proportionally. Under this method, participants cast a vote at an individual point in time. The vote is normally a choice between single or double options. All parties or groups that are participating have equal influence. Under this method of participation, the final outcome is binding (Fagence, 2010:33). As this study is investigating whether citizens have a voice in decision making, through this level of participation, the community has an opportunity to participate in decision making in the affairs of the municipalities. They will inform government officials regarding the projects that they need in their municipality.

Public opinion surveys: - Under this method of participation, a fairly big sample (e.g. 100s or 1,000s) normally represents the area segments of importance. This method of participation is usually conducted by written questionnaire or telephonic survey. Some deal with questions, and are utilised for sharing information (Brager and Spech, 2011:46). The objective of this current study is to find out whether the local community members of Theewaterskoof are given an opportunity to have a say in proposed projects in their area.

Negotiated rule making: This method of participation involves a limited group of stakeholders and representatives. For instance, on a general committee that works with stakeholder's representatives, agreement requires a response to a question that is specific (Brager and Spech, 2011:48). This study encourages consultation and engagement of local communities and stakeholders in making of decisions.

Consensus conference: A method of participation that involves a selection of 15 to 20 public members, chosen by working committees, representative of the public. For instance, prepared demonstrations by teachers, in order to inform panellists of a subject. This method of participation has an independent assessor questioning experts chosen as witnesses by stakeholders on the panel

Cameron and Stone (2010:28). The purpose of this study is to find out whether government officials go out to the local community that they are serving, to inform them about the projects that are being planned in their area.

Citizen/ public advisory committee: This method of participation involves a group that is chosen by a sponsor to stand for the opinions of a group in a local community. This method takes a certain period of time (Coetzee and Graaff, 2010: 56). This strategy encourages local community members and stakeholders in a society to select members of a committee to represent the interests of a society to municipal officials, by informing municipal officials about what the community wants to have done in their area.

One of the purposes of this research is to measure the level of public participation during the integrated development planning process. Through the above mentioned models of participation there is the creation and development of consensus between government officials, local stakeholders and citizens on the implementation of projects suggested during the IDP consultation process. Citizens have a voice in decision making during the IDP process. There is also a fair communication process. There is the creation of internal cooperation among government officials, working with the citizens and promoting intergovernmental relations.

2.6 Service delivery improvements strategies in Local Government.

Firstly, to examine a design of IDP by improvement of delivery of services within the community in the municipality is an objective of this study. According to the Constitution of the Republic of South Africa, 1996, delivery of services is the mandate of the government of the day. Brager and Spech (2011:46) argue that government has to ensure that communities have access to basic services that dignify human beings and the quality of their lives. Municipalities, as one of the spheres of government that is closer to the community, have a mandate to deliver quality services to the community that they are serving in order to change the life style of the community, and to consult and engage the community in the development of their areas of residence. In order for a municipality to make its area a safe area to reside in and for the citizens to feel satisfied with the quality of life in their area, government officials have to improve the delivery of services to the people (Brager and Spech, 2011:46). This study focuses on encouraging government officials to be held accountable and to be dedicated to improving the lives of the community through the IDP.

Even in this decade, South Africa is still experiencing a big challenge when it comes to ensuring that local municipalities are providing professional and quality service delivery to the community (Robinson, 2011:5). In the State of the Nation Address (SONA) by President Zuma on 8 February 2016, he said that "…municipalities need to ensure that quality services are delivered to all the communities equally; there is a need for municipalities to create economic development and conditions for sustainable delivery of services". That statement, made by president Zuma, highlights the crucial and vital delivery of services at the level of the presidency. One of the core objectives of this study is based on the improvement of service delivery, through the IDP, within the community. Barnes, (2011:15) states that quality service delivery is a mandate that government needs to achieve and that delivery of services need to be enjoyed by everybody. The author also states that government, especially in the local sphere, like the municipality, needs to be transformed by offering services to the people (Barnes, 2011:18). One of the means of transforming service delivery by municipalities is by delivering day to day quality services, in order to improve the lifestyle of residents in their areas (Cameron and Stone, 2010:28). Cameron and Stone, (2010:29) further argues that in order for government to satisfy communities through delivery of services, government needs to listen and respond by prioritising the needs of the community. This study aims to investigate whether the community is satisfied with the level of service delivery in their area and how the community feels about quality of life in the area that they reside in.

Sanoff, (2012:25) argues that in order for government to show the significance of the engagement of the community in improvement and delivery of services to the community, government promulgated a principle called *Batho Pele*, translated as "putting people first." According to Sanoff, (2012:25), the principle, as articulated by government, strives to make government officials to be service delivery oriented, to the extent that they pursue professional delivery of services, and to be dedicated to their work for and with the community. *Batho Pele* principles are relevant to this study and to service delivery, for instance, on the principle of consultation, a researcher would try to find out whether the communities are, indeed, consulted by municipalities in order to determine what is expected from them when it comes to the delivery of services. Also, the researcher would attempt to discover the methods of consultation between local communities and municipal officials, and whether those methods are effective and efficient. When it comes to service standards, this study seeks to find out whether the services that municipalities are

delivering to their communities are of sufficiently high quality or not; furthermore, whether the lives of community members are changed and whether community members are satisfied with projects implemented by the municipality. On this principle, the researcher wanted to investigate what the community was promised in terms of service delivery versus what was done or not done: did the government engage with the community and notify them of the reasons for either delivery or non-delivery? This study seeks to find out whether government officials are open and transparent when it comes to the utilisation of public money on proposed projects. What is the integrity of government officials with regard to the utilisation of funds and on the quality of projects? This study also seeks to determine the proposed and implemented projects in terms of the value for the money that was budgeted for them. This study investigates the satisfaction of citizens with the services that are delivered to them, and how they are involved in the projects that are implemented, through participation in IDP processes.

2.6.1 Service delivery, good governance and ethical approach

Wood (2013: 23) states that governance is where the public and private sector comply with systems such as policies and values in the execution of their affairs, economic, social and political. Wood (2013:23) further argues that governance deals with the way power is wielded in the administration of a country's social resources for economic development. Good governance goes hand in hand with principle in the private and public sector (Bayat and Meyer, 2011:33). A study of this nature aims improve service delivery within the communities in the Municipality. Coetze and Graaff, (2010:56) find that in order for democracy to be practiced it is important that government public officials adhere to the values of governance in order to render effective and efficient quality service delivery. The notion of bringing the government to the people is important, not only in strengthening civil society, but also in mobilisation of the population in implementing the programmes of reconstruction and development necessary to transform the civil society (Barnes, 2011:18). This study investigates the improvement of service delivery through IDP within the community. In order for services to be delivered effectively, governance systems need to be responsive to people's needs. A high standard of quality of delivery of services can be achieved when technical mechanisms of governance such as accountability and management capacity are in place, in order to respond to the challenges of service delivery. This study focusses on investigating accountability responsiveness of government officials on programmes and projects

that are created through the IDP, in order to improve service delivery. A study of this nature aims to highlight ethical government officials as exemplars of efficient governance in local government. The following are the principles of good governance and an ethical approach for effective and efficient service delivery.

Diversity is crucial in a community process in order to understand differences between people, and also has to be taken into consideration during participation. Despite the differences within communities there is a need to reach agreement (Tau, 2013:158). A study of this nature aims to identify government officials who are understand the diversity of the community that they are leading, so as listen to all citizen's needs. This study aims to find out whether diversity is taken into consideration during public hearings in meetings on IDP processes.

Inclusivity and public participation: according to Putu, (2012: 45), public participation addresses how government institutions that deals with access to information and reporting on projects. Local stakeholders and civil society need to be placed in the centre of an approach to decision making (Barnes, 2011:25). This study promotes reporting and feedback on projects and programmes to the community, by municipal officials.

Transparency/ Openness is where there is an updated reliable and timely flow of economic, political and social information and is encouraging honesty on the part of people that are involved (Bucek and Smith, 2010:36). In order for public institutions to render quality service to the community they need to observe this principle and to make information available (Checkoway, 2011:23). One of the problems challenging transparency and openness is that there are people who have information but who fail to disclose that information (Wood, 2009:41). This study investigates how open municipal officials are in the implementation of projects and the expectation of services to be delivered to the community.

Flexibility deals with a space capable of change in order to ensure participation (Robinson, 2013:56). The author further argues that it is needed for methodological timing. It is a built in a participatory process and has principles that allow adequate public engagement and a better management of quality of inputs. This study investigates whether a time schedule for meetings between government officials and the local community is flexible or not.

Accessibility of information: this is an assessment of whether there are effective communication channels between society and government and whether these channels are used by a group of people in order to make their needs known by government (Mouffe, 2010: 25). Mouffe (2010: 25) further argues that access to information refers to the democratic right of the public to have access to information that is on record; written documents that people in administration have. When the public have that information, it makes them to be interested in the administrative running of the affairs of government (Cameron and Stone, 2010: 46). This research study investigates how the public (community) obtains information on the administration of projects in their community. The objective is to measure their perception of how they participate in the IDP process.

Accountability: according to Checkoway (2012:23), this entails the obligation to disclose, and to be liable for the actions undertaken. There exists legislation, or policies, that allows public officials to be held accountable for their actions and on their failure to act when they were supposed to do so (Checkoway, 2012:23). Institutions of government like municipalities are obliged to follow the legislative framework on behalf of the citizens to take control of the utilisation of limited resources (Banes, 2011:55). The author further argues that at a local sphere of government, municipal officials like councillors need to be liable for their actions. This study seeks to find out how accountable and dedicated municipal official are in the IDP process as well as on projects that are initiated.

According to Putu (2012:45), when the public is participating in the IDP process, there is a need for full participation of all stakeholders that are involved, such as local citizens and government officials, for instance, in local government, personnel such as the Municipal Manager and Councillors. There is also a need for commitment in decision making that is reached during this process. The author further argues that there is a vital need in development for effective accountability on actions and a better cooperation of role players that are involved in a public participation process (Tau, 2013:143). This study encourages government officials to have a high standard, and they must measure themselves to ensure that they meet the desired standard of quality and, in so doing, give local citizens valued and quality services. The public participation process on IDP needs to be further developed so that services to the community may be delivered by municipal officials in an efficient and effective way (Fagence, 2010: 58).

Values such as respect, commitment, trust are crucial in a process of participation. Trust entails integrity and honesty (Abbot, 2010:52). The author further argues that if there is no respect, commitment and trust between municipal officials and the local citizens during processes of participation in the IDP there could be a poor quality of the services that are delivered to the community, and this also results in unfinished projects. This study seeks to investigate the level of participation in public participation during the IDP process. Trust, commitment and respect are vital and is needed for all stakeholders that are involved, such as government officials and citizens. In order for services to be delivered effectively and efficiently through the IDP there is a need for government officials to implement the public participation legislation framework as explained in this study.

2.6.2 Legislative framework on Public Participation

Putu (201315) argues that in South Africa there is a legislative framework that promotes public participation. In order for municipalities to function effectively and efficiently during the IDP process, they are obliged to adhere to the public participation legislative framework. This legislative framework provides guidelines on how local government should function and how municipalities should interact with communities. The following is the legislative framework on public participation:

2.6.2.1 The Constitution of the Republic of South Africa of 1996

Section 152 and 153 of the Constitution of the Republic of South Africa 1996, make mention of matters "…to provide a democratic and accountable government for local communities and to encourage the involvement of community organizations in the matters of local government". This statement shows that municipalities are obliged to mobilise engagement of the local community by formulating participation methods which are conducive and effective. As participation of the public is entrenched in the constitution of the Republic of South Africa, this study focusses on finding out whether local communities are satisfactorily participating in the IDP process. If they are participating, did they participate fully and if they are not, what is the *rationale* for that?

2.6.2.2 The Local Government: Municipal Structures Act (No117 of 1998)

Chapter 4, sections 75-79 suggest that municipalities need to have committees for wards and that these could be the machines to encourage participative democracy at a local sphere of government, like the municipality. Section 16(4) encourages full participation of the community in the matters of the municipality. This section also entrenches the involvement of local community in preparation and drafting of integrated development planning. Section 19 (2) of the Municipal Structures Act, states that municipal officials in authority, such as municipal managers and councillors, need to annually review the projects that are implemented during the IDP process; also to prioritise the needs of the community, in partnership with the local community. This Act encourages openness and transparent public participation and involvement of local citizens in the making of decisions. A core objective of this study is to investigate whether, during the participation process in the IDP, the needs of the community are prioritised; also whether views and opinions of citizens are taken into consideration by government officials.

2.6.2.3 The Local Government: Municipal Systems Act (No.32 of 2000)

Chapter 5 and section 28 of the Municipal Systems Act (2000), states that a municipality needs to prepare and have a plan of action that shows how the municipality will align with the plans of other departments. This chapter also states that among the objectives of a local municipality is the engagement of all stakeholders in planning the IDP. Municipal officials are to be held accountable for the duties or tasks that are delegated to them. They should also ensure that needs identified by local residents are prioritised during the IDP process. Section 4 of the Municipal Systems Act, Act 32 of 2000 also gives council and municipal officials the task of enhancing engagement with local residents and to ensure that the local community is consulted and informed of the quality of services that is going to be delivered to them. This study investigates how efficient and effective the level of communication is between the municipal officials and the local community, as well as the advantages that exist. Section 5 of the Municipal Systems Act, Act No 32 of 2000, indicates that a local community has the following mandate during IDP process: to be involved and to contribute to the decision making; to be informed as to why such a certain decision was taken; and to be involved in discussion of municipal affairs and to fully participate in the administration of the municipality. This study investigates the relationship between a local community and government officials during an IDP process. This study also investigates whether there is openness

or transparency on the part of government officials on the utilisation of resources such as financial resources, in identified projects.

It is in the above mentioned Act, Chapter 4 of the Municipal Systems Act, in section 16, where the municipality needs to have a method of administration that requires a representative of government to implement participation governance. The municipality needs to develop conditions where the community could participate in the administration of the municipality, ranging from the drafting of the IDP and monitoring and evaluation of projects, and also to contribute to capacity building by municipal officials. Section 42 indicates that there must be methods that are put in place by the municipality in order to engage public or community members in their development. Also, the community needs to be involved in the review and implementation of municipal performance. The community could also participate in the establishing of target performances for a municipality. This study investigates whether there is sufficient personal growth and feedback to projects achieved during community participation in the IDP process.

2.6.2.4 The White Paper on Local Government (1998)

Municipalities are required to activate the participation of citizens through different methods such as voting, so as to make it a democratic right, and to hold elected officials accountable and to develop good leadership skills. Residents have a right to their opinions on a policy and they also have the right to ensure that the policy reflects the preference of the community. As community members are the consumers and beneficiaries of services that is delivered to them, the community may expect a good quality of service and the municipality needs to have courtesy and needs to be responsive to community needs. Communities have a right to organise themselves into groups and to mobilise resources for their development.

2.6.2.5 The Municipal Finance Management Act (No 56 of 2003)

The Municipal Finance Management Act (2003:40) requires the local sphere of government, such as municipalities, to involve the local community regarding budget approval. Section 23 of the Municipal Finance Management Act, concerning public participation, mentions that when a budget is tabled, the municipality needs to take into consideration the opinions of the local community. Chapter 4 of MFMA, states that the process of public participation regarding a budget must be in line with development policy and performance. Public participation on budgets need to be given a

certain time frame in accordance with the specification of the Act. Based on this framework, a study of this nature investigates whether local communities are aware of the amount of money that is spent on the project for their development and service delivery. This study also investigates whether municipal officials are accountable and ethical when they manage financial resources such as finances.

2.6.2.6 The *Batho Pele* Principles (1998)

The *Batho Pele* Principles (1998) were promulgated by the government in 1998, a *rationale* that was to be used as a framework based on community engagement regarding the delivery of services by government to communities. *Batho Pele* principles are well designed and aligned with the constitution of the Republic of South Africa and inform government officials when delivering services to the people. Citizens are entitled to a high quality of professional and ethical services rendered. Officials need to be unbiased, utilise resources in a good manner and respond to the needs of the people. Furthermore, they need to encourage participation of citizens in making of policy and on decision making. *Batho Pele* spells out the principles that government officials should be using to underpin effective service delivery. This study seeks to find out whether municipal officials at a local sphere of government comply with *Batho Pele* principles when they deliver services to the local community through IDP. Another question is is the voice of the community is taken into consideration during the participation process?

2.6.2.7 The National Policy Framework for Public Participation (2007)

The National Policy Framework for Public Participation (2007) encourages the participation of communities, whether participating as individuals, interest groups or people in general. This framework goes on by highlighting the importance of public engagement when municipal officials make decisions. Municipalities need to establish sectorial grouping forums of local communities. These interest groups or sectors should come together during policy formulation or during any decision making process in a municipality. Having looked at the legislative framework on public participation the nature of this study endeavours to promote good governance as we need communities to be involved in running the affairs of municipalities. The National Policy Framework for Public Participation encourages socio- economic development, which is where the living conditions of the community members are improved, through the rendering of quality

services to them. The needs that are identified should be prioritised by the municipality during community participation and should be taken into consideration. Through this framework on public participation, the public has an opportunity to liaise with government officials and, in so doing, ensure that government addresses their needs. This study is guided by these legislative frameworks in public participation in IDP in order to highlight the importance of community participation. As the objective of this study is the improvement of delivery of services to the community, there are role players that need to play a crucial rule during the IDP process, as the municipality has to achieve effective and efficient delivery of services to the local community.

2.6.3 Role players in the IDP process at Theewaterskloof Municipality and their responsibilities.

It is imperative to gain an idea of the process and stakeholders that are involved in an IPD process at Theewaterskloof Municipality and their responsibilities. According to Theewaterskloof Municipality IDP/ Budget review 2016-20 process plan, the following are the role players and their functions in the IDP within the municipality:

2.6.3.1 Theewaterskoof Municipal Council

Theewaterskoof Municipal Council has the task of considering and improving of the Integrate Development Planning. Approving of a budget, an IDP time table and a process for the way forward are also the duties of a Municipal Council.

2.6.3.2 The Executive Mayor

The Executive Mayor and the Mayoral Committee, have a duty of managing and coordinating the IDP process. They have to consider the budget timetable process and have to make submissions to council for approval. They delegate duties regarding submission of budgets, time tables as well as monitoring of processes in the IDP. They have a duty to choose people to be in charge of all duties and activities on the IDP process. In order for an IDP to be adopted they have the task of submitting a draft. Another duty is that they have to give political guidance on the IDP budget. They perform oversight on the preparation process of budgets and co-ordinating the time table. (Abbot, 2010:52).

2.6.3.3 The Speaker

The Speaker has the duty of monitoring and overseeing the whole participative process. As the objective of this study is to measure the level of the public participation process in the IDP, the Speaker thus has the duty of ensuring that there is a fair and a reasonable level of public participation (Robinson, 2013).

2.6.3.4 Ward Councillors

According to Phago (2012), Ward Councillors, act as the link between the local community and the municipality. They form a joint IDP process in their wards. They play a crucial role when it comes to organising participation and consultation in the local community. They perform oversight on IDP implementation in the wards. The objective of this study is to find out whether the local community participates fully in the IDP process.

2.6.3.5 Municipal Managers/ IDP Managers

Municipal Managers/ IDP Managers, prepare IDP processing plan. They manage the operational management and coordinate the process of IDP. They have a duty of ensuring that all stakeholders are engaged in participation, during the IDP. They respond to enquiries raised on the drafting of IDP. They adjust the IDP in accordance with the MEC's requirements. They ensure that the IDP meets the desired requirements or outcomes. This study assesses whether there is effective service delivery through the IDP. The IDP manager has a duty of ensuring effective service delivery and of improving the lifestyle of the local community in the area (Putu,2012:31).

2.6.3.6 Directors

Directors have a duty of giving tactical and technical financial information and analyses as well as prioritising of certain matters on budget. They give expert advice on the consideration of finalising strategic analyses of projects. They offer operational departmental information on capital budget. They are responsible for preparing the budget proposal and have a duty of integrating projects and programmes (Barnes,2011:53).

2.6.3.7 The IDP/ Budget Steering Committee (management team)

Tau, (2013), argues that, the IDP/ Budget Steering Committee (management team), consists of the manager of the municipality and constitutes top management. Middle management, Manager the Speaker have a mandate to ensure the quality of the final product on implemented projects and have to adhere to legislation. They have a duty of ensuring that every expense in the budget is in line with the financial legislative framework such as the Municipal Financial Management Act. The Town Advisory Forum (TAF) consists of committees of wards, town manager, councillors of wards and representatives of corporate departments. The Town Manager facilitates all proceedings. A duty of TAF is to advise and also to identify to a council, projects that are required. They deal with issues on IDP concepts. They make sure that projects identified through the IDP are taken into consideration on a budget and get priority. They perform oversight on the initiation of IDP projects. They also resolve conflicting priorities amongst wards, in the best interest of the affected town (Robinson, 2013:25).

2.7 Challenges faced by communities during their participation in the IDP process.

According to Phago (2012), despite legislation such as the White Paper on Local Government, which states that development of local community, and meeting of residential social, economic and material needs and improvement of the quality of life by government, especially local government, there still exists a need for a local government that is committed to working together with local communities and groups/ stakeholders within the community. Communities and the local sphere of government, such as the municipality, through working together, may identify and address the needs of communities in an effective manner. In this way local communities are able to practice democracy (Phago 2012). One of the objectives of this study is to investigate what challenges are faced by communities when they participate in IDP process. When investigating challenges experienced by communities participating in the IDP process, it should be borne in mind that South Africa is a young democracy and that the legacy of the past also contributes to these challenges. The following are some of the challenges:

According to Barnes (2011: 45), level of literacy on citizens**:** Education plays a crucial role in participation and it also fosters the participation process. Education in rural areas is at a low level, also some of the rural schools are disadvantaged when it comes to resources, and infrastructure

such as electricity and running water. Putu, (2012:39) argues that, this results in a huge dropout rate. Travelling to school over great distances leads to many children either dropping out or not attending regularly. In rural areas the chances of secondary and adult education are limited. Adult illiteracy numbers are much higher in rural areas than in cities. This means that potential leaders are not equipped with skills and knowledge (Putu, 2012:45). There is a gap, where local community members are unable to understand, for instance, processes that are political. This would have negative consequences for decision making, one of their responsibilities, by communities. This would also affect their responsibilities in the administration of the municipality. Illiteracy leads to certain people feeling inferior in the municipal processes. During public participation some people tend to underestimate themselves, believing that they cannot have a positive impact on matters that are being discussed (Phago, 2012:31). This study aims to address this inferiority complex on the part of citizen and seeks to boost the confidence of local community members and to encourage them to stand up for what is right for their community. According to Tau, (2013:29:30), some local community members believe that creativity only occurs among people who are educated. During public participation everybody has a right of participation. Illiteracy destroys organisational matters in general administration, for instance, in the taking of minutes. This is also true when it comes to making of decisions. A study of this nature focusses on embracing, and taking into consideration, all views and opinions of citizens during the IDP participation process. Government officials are required to be public servants of the community and they therefore need to understand diversity and the heterogeneous culture of the community that they are serving (Phago, 2012:31).

Logistical problems, transport problems and telecommunication: according to Melo, (2010:36), in expecting citizens to participate in platforms like meetings it is vital that there must be logistical arrangements such as transport, especially if the geographic area is within an awkward place. The author further argues that insufficient or deficient transport that might be caused by, for instance, inadequate public transport caused by taxi strikes on routes, hamper community attendance at public hearings. According to Mohamed, (2012: 45), citizens are at the mercy of people who have interests in taxis and those who wish to interrupt communities by intimidation. Such intimidation and violence results in undermining the democratic right of citizens to actively participate in the affairs of their municipality. This study emphasises the importance of timing, place and time of meetings to be held with the community by government officials. It would also be proactive and

strategic of government officials to host public hearings in a free and conducive environment so that the citizens could come in numbers without fear or intimidation, and transport could be arranged. Another problem is presented by telecommunications, where there are an estimated 9.5 telephone lines per 100 people in South Africa (Phago, 2012:31). Phago (2012:38) further argues that the aforementioned is only an indication of some of the challenges in getting the citizens to a meeting or a forum or to do telephone surveys or to inform the citizens about new developments. Inexperienced officials are left to deal with the needs and demands of the citizens. This study highlights the importance of an effective and efficient communication channel of communication in order to accommodate all the people residing in a municipality.

Cloete, (2012:45) argues that most governments offer on the job training to their staff. There is also a need to have a qualification in the field that the official is leading. Cloete (2012: 48) further argues that learnerships, focused on updating employee's professional skills, forms part of the education process. Training of government officials to be professional is vital and necessary. Most government officials do not have basic training in the theories of their daily tasks. They are required to have skills and knowledge on sociological phenomena that have an impact on their work. Bucek and Smith (2010: 41) state that there is also a deficiency of psychological skills which may result in difficulty when working with people and in achieving the desired actions. This study aims to encourage government official to be accountable and responsive to the selected projects that are implemented, in order to avoid dissatisfaction on the part of communities. Furthermore, this study advocates for competent officials to hold key positions in order that quality services be delivered to local communities. There is a great need for projects that improve the lifestyle of local communities to be implemented and completed on time (Robinson, 2013:25).

Political affiliation**:** in a **c**ommunity where officials are elected at a municipal level, mostly at ward level, the practice, or even perception, might arise that municipalities mostly cater for those communities/ individuals that belong to the same political party (Robinson, 2013:25). There is a separation in the delivery of services, and better services are offered to the area/s that belong to and favour the political party that is in power in that area. Accusations also go further, that is whereby communities, in order to be considered for services, must have card carrying members of the political party that is in power. Rumours of this nature prohibit public participation of certain community members in running the affairs of a municipality (Cloete, 2012: 50). A study of this

nature urges municipal officials to be impartial and to deliver quality services to all community members equally, irrespective of which political party community members belong to.

Reporting/ failure to convene monthly ward committee meetings: Mngxali (2012) argues that reporting is another challenge that prohibits or hampers communities in participating in the IDP process. Mngxali (2012) further argues that residents will be unable to know about services that the government delivers to them as a community. When there are differences between or disputes that derive from representatives that belong or are members of different political parties, a meeting does not occur as there is sabotage committed by opposing groups and factions. This study encourages municipal officials to be neutral, apolitical, accountable and responsive to the community on projects initiated and executed in their community.

Customs and traditions: Checkoway (2011:33) states that people have a right to do their task in line with customs and traditions even if they performing administration. There is, for instance, submission to traditional leaders that needs to be considered. The undermining of women in key positions is another example of that. Checkoway (2011:36) further argues that customs and traditions, however, are not a stumbling block. They should rather be viewed as valuable resources. Traditions and customs are not static. They adapt to modern times. When people keep customs and traditions static, they present stumbling block to the way in which citizens participate in our democracy (Barnes, 2011). This study investigates the fairness of public participation during public meetings; whether people are treated with respect and dignity and whether their views and opinions are taken into consideration

Dependency: Abbot, (2010:52), states that people have to be used to being independent of the management and when some agencies receive hand-outs, that should be perceived as exceptional and not as something that is normal. Abbot (2010:55) further argues that people have to do things by themselves and are not to expect that they are going to be paid for being a part of an endeavour of citizen involvement in the administration of government. This study aims to encourage citizens to be involved in decision making on selected projects aimed at changing their lives and also emphasises ownership of projects by local communities.,

Apathy: This is whereby communities have become used to having nothing and being disempowered and they suffer the consequences of being poor. They do not have an interest in

participating in government activities. Community members have accepted poverty in their particular community (Lane, 2012:41). This study urges the communities to take ownership of the projects that are initiated by municipalities in their areas.

Theron (2012) argues that the above mentioned challenges faced by communities during their participation during the IDP process cannot be ignored, and barriers to citizen participation should be removed. Theron (2012) further argues that every sphere of government in South Africa should take note of them. To ignore them will not make them go away. Addressing these barriers and, to a certain extent, also accommodating them that is the purpose of this study. In short, these challenges are real obstacles to citizen participation in public administration, and ignoring these obstacles or trying to address them with brute force will only be detrimental to democracy and development (Fagence, 2010).

2.8. Opportunities brought by public participation during the IDP process and in the aftermath.

As a core focus of this research is to explore the opportunities brought by public participation during the IDP process and also in the aftermath, the following are those opportunities:

Valuable quality services: Phago (2012) states that in order for a service to be of value to them it must be wanted by the citizens and it should also be of acceptable quality. Phago (2012) further argues that this can only be achieved by getting closer to the citizens. Only local government can achieve this and although this is of importance for all public services, it should be borne in mind, that this is the only way to make public service providers respond to the needs of the community (Tau, 2013:45). This study highlights the importance of community involvement on issues of local development. Public administration is moving away from the old style relationship with the citizens, in which people were simply seen as recipients of services. Public administrators, therefore, seek to develop a closer relationship with local communities. Local government could utilise a number of ways in order to be close to the citizens in assessing the value of the services provided to the local community (Sithole, 2012:45).

Furthermore, this study encourages building partnerships and trust with citizens, and this is another one of the opportunities brought by public participation during the IDP process. There are links

between development, delivery of services to the community and democracy. There is a formulation of top-down and bottom –up strategy (Sithole, 2012:45).

2.8.1 Bottom up strategy principles:

According to Williams (2011) promoting a culture of listening, both at meetings and afterwards, in internal discussions is critical. Responsibilities are shared between government officials and the citizens in meetings. In meeting these needs and aspirations, co-operative responsiveness is required. As one of the objectives of this study is to encourage consultation and participation of communities in the IDP, during public hearings regarding IDP processes, municipal officials have to listen to and respond to the needs of the community.

Government officials provide support to the citizens, for example, in the arrangement of meetings, distribution of the necessary information and in taking down of the minutes. In this process of empowerment, it is important that citizens should also take responsibility for work between meetings (Fagence, 2010).

2.8.2 Top up strategy keep the following principles:

Set up a one-way process. As the objective of this study is to measure the level of participation at Theewaterskloof municipality, it is crucial for a municipality to set up a one-way process of communication and consultation with a community when it comes to IDP processes. Municipalities could start by passing down information to citizens and interest groups about what the administration is doing. Municipalities have the opportunity to set the agenda and to control it during the participation process (Emmet: 2013:45). This study encourages openness and transparency of information.

In building trust and partnership between citizens and the administration, the latter should prevent a hands-on approach and rather adopt a more open-minded attitude than in the past, where citizens were merely seen as recipients of services (Phago, (2012).

According to Dale (2013: 31) maintaining citizen enthusiasm to participate: it is true that when people feel obliged to participate in the administration of government, it could have a negative influence on those who really want to participate. For those who want to play an active role, it is important to maintain enthusiasm in participating in government programmes, be it planning,

policy, decision making, participating in service projects such as roads, health care, housing etc. Dale (2013: 31) further argues that the following are the foundations of formulation of enthusiasm: That the collective objective is reachable. Programme planning should make provision for regular milestones. Milestones could be used as a measurable tool to encourage the participants to adhere to the objectives. Participants should be given credit for accomplishments on achievements. Programme planning should make provision for unexpected failures and these failures should be communicated to participants who could assist in drawing up of alternative programmes (Barnes, 2011:56).

Melo (2013:251) argues that participation enhances understanding and commitment in both government officials and citizens as the people are engaged in preparation and implementation of the IDP plans. Melo (2013:251) further argues that participation of local communities in the activities of government create concrete consensus on the reaching of agreements between the community and government. On the other hand, local communities have the opportunity for, a change, of their views and concerns to be taken into consideration by municipal officials (Williams, 2011). This study highlights the fact that participation opportunities relate to swapping of ideas between the local community and government officials within the municipality. According to Fagence, (2010:45) there is a flow of information that promotes co-operation among relevant stakeholders. Public participation assists the involved parties to have a shared insight on local conditions and this is taken as a democratic, constitutional right of the community; to be involved in the administration of their municipality. Fagence (2010) further argues that public participation within the community at local government level destroys the stigma of dependency, as it builds the confidence of the community and community members are empowered, also confident people looking at solutions to the problems that beset our society. A study of this nature also seeks development of government officials. Local communities and stakeholders need to be involved in identified projects so that there could be effective and efficient delivery of services to the community (Chandhoke, 2012).

2.9 Conclusion

This chapter has identified the fact that the participation of local communities in municipal affairs, especially in the IDP is process is important. As a municipality is a local sphere of government, and is the one that is closest to the local community, there is a need for communities to be involved

in running the affairs of the municipality. Despite the legislative framework that promotes the participation of local communities, it seems as if the way in which local communities participate in the affairs of municipalities is limited. The *onus* rests upon municipal officials for improving the lives of the community with the projects that are created during IDP processes.

CHAPTER THREE

RESEARCH METHODOLOGY AND RESEARCH DESIGN

3.1 Introduction and Overview

This chapter deals with methods and procedures used in this study in the collection of data. Primary sources of data collection such as interviews and questionnaires were used. Structured questionnaires were distributed to local community members and formal, structured interviews were conducted with municipal officials dealing with Integrated Development Planning at Theewaterskloof municipality. This chapter explores methods by which data is analysed. Data was analysed and interpreted using the demographic description of the respondents

3.2 Focus of the study

A study of this nature is important as a reminder and as a guide for government officials regarding consultation with communities in decision making that affects them. As the government has the duty to deliver services to the community, a study of this nature is going to foster strategies that the government has to embark on in embracing a people centred approach in decision-making. Government has to identify needs of the community, also prioritise those identified needs and has to come up with mechanisms in solving identified needs. This study also highlights the importance of the accountability of government officials in working together with communities. Lastly, the study will be beneficial to communities themselves as it highlights the importance of their full participation in the development programmes designed by their local government officials.

3.3 Questions of this research

Here are the questions that this study wants to answer:

- Does the design of the IDP improve service delivery within the community of the municipality?
- Are community members involved in the IDP process at Theewatersklof Municipality?
- What are challenges that are experienced by communities when they participate in the IDP process?

- What are the advantages of the communities through participation in the IDP process and its aftermath?

3.4 Objectives of this research

Here are the objectives of this research:

- To examine the design of the IDP through the improvement of delivery of services within the community in the selected municipality.
- To investigate the extent to which communities are currently involved in the IDP process.
- To examine challenges that are experienced by communities during their participation in the IDP process.
- To explore what opportunities are possible through public participation during the IDP process and in its aftermath.

3.5 Quantitative research designs

According to Neuman (2011:151) the quantitative approach measures objective facts. Also it focuses on variables. Its reliability is key value and free. With a quantitative approach, theory and data are separate and independent of context. It uses many cases, subjects, statistical analysis and the researcher is detached. Neuman (2011) further argues that a process of conducting quantitative study begins with a researcher choosing or selecting which typically begins with a general area of the study. After assigning a study the researcher begins to collect data. The researcher will carefully record and verify information, mostly in the form of numbers. Neuman (2011) further argues that when data is collected the researcher begins with analysing data. This involves filtering the data and numbers using computer software to create many charts, tables, graphs and statistics.

Brynard and Hanekom, (2006:37), argue that the quantitative approach involves analytical study and its major purpose is to determine a universal statement with regard to the study. It is further argued that a quantitative approach has the following characteristics: data is in the form of numbers, the focus is concise and narrow, and results are based on large sample sizes representative of the population. This numeric approach allows a greater precision in reporting results and this powerful method of mathematical analysis can be used in the form of computer software (William & Mohamed, 2011:77-78). In this study, a quantitative technique was utilised

to assist in evaluating the level at which community involvement occurs during the IDP process. In this study the researcher was keen to know the community's opinions regarding the IDP process within their municipality. The reason for a researcher to use this approach is that when involving large numbers, it becomes difficult to pay qualitative attention to individual respondents, owing to the limitation. This approach was exemplified by means of a Likert scale questionnaire. The questionnaire used in the community survey was quantitative as there are many community members. For this approach, validity and reliability of the measuring instrument was ensured. A Likert scale is a rating scale in which a point assesses the behaviour of respondents on a questionnaire. The respondent selects an appropriate response on a scale, for instance ranging from 1-5 points. By adding up the scores of the scale points as represented by the response of the respondent and assessed by the rate, the attitude of the respondent towards a particular issue can be determined (Huysamen: 2011).

3.6 Qualitative methodology

According Merriam (2009:13), quantitative research is an umbrella term for an array of interpretive techniques which seek to describe, decode, translate and otherwise come to terms, not the frequency of certain, more or less naturally occurring phenomena in the social world. Merriam (2009) further argues that qualitative researchers have an interest in understanding the meaning that people have constructed about the experiences they have had in the world.

A qualitative research method can be defined as a method whereby procedures are not strictly formalised while the scope is more likely to be defined in a philosophical approach (Regenesys, 2001).

A qualitative approach constructs social reliability with cultural meaning. It focus on interactive processes and events. In this approach, authenticity, is key. Also values are there explicitly. Theory and data are fused. The researcher can be situationally constrained. There are also some cases and subjects (Regnesys: 2001). The researcher embarks on research and a thematic analysis is performed. Qualitative research has specific question but ponders theoretical-philosophical paradigms. Regnesys (2001) further argues that in qualitative research, a researcher designs a study, collects data, analyses data and interprets data. In a qualitative approach the researcher

formulates a new theory, as well as drawing on existing theory during the steps (collecting data and interpreting data). When interpreting data, most qualitative researchers test hypotheses that they previously developed while qualitative researchers tend to create a new concept and emphasise constructing theoretical interpretations (Merriam: 2009). This study has embarked on a qualitative approach methodology as the study constructs social reality and focuses on participation of community members during an IDP process.

According to Brynard and Hanekom (2006:37), the quantitative approach involves analytical study and its major purpose is to prove a universal statement. The quantitative approach has the following characteristics: data is in the form of numbers, the focus is concise and narrow, and results are based on large samples sizes, representatives of the population. This approach, using numbers, allows for a greater precision in reporting results and is a powerful method of mathematical analysis that can be used in the form of computer software (William & Mohamed, 2007:77-78). In this study, a quantitative method technique is going to be utilised to assist in evaluating the level at which community involvement occurs during IDP processes. In this study the researcher considers it important to discover the communities' opinions regarding the IDP process within their municipality. The reason for a researcher to use this approach is when conducting a study involving larger numbers. This quantitative approach is going to be utilised with community members by means of a Likert scale questionnaire. The survey of the community is going to be quantitative as there are many community members. In this approach valid and reliable measuring instruments are going to be used. A Likert scale is a rating scale in which a researcher assesses the behaviour or attitude of respondents on a questionnaire. The respondent is going to select an appropriate response on a scale ranging from 1-5 points. By adding up the scores of the scale points represented by the reaction of the respondent and, assessed by the rate, the attitude of the respondent towards a particular issue can be determined (Huysamen).

3.7 Sampling procedure and description of the sample

Sampling deals with a counting or measuring device in order to explain how specific data is selected and allocated (Nkatini, 2005:38). The author further argues that probability and non-probability sampling are the two types of sampling (Nkatini, 2005:41). In this study the researcher

uses probability and non-probability sampling. When a population is big, probability sampling, or random sampling is used (Moutin, 2001:164). As the municipality of Theewaterskloof has thirteen wards, eight wards were selected with four of the wards being in close proximity to town and the other four far from town. Any individual within the population has a chance of being involved in a sample. This sample was advantageous to the researcher as it is representative of the population and does not favour other units of analyses. The researcher ensured that each individual stood an equal chance of being selected. Sampling was done of the community as they are the ones that the IDP is directed at. Respondents were selected by means of random sampling and they participated by their own choice. In using non-probability sampling, purposeful sampling was used with government officials because the researcher required well informed officials, hence IDP officials, middle and junior managers within the municipality were selected in order to provide information on the IDP process including challenges that they are experiencing. These participants were selected on the basis of the positions that they occupy, with the assumption that they were appointed in their positions because they possessed the necessary skills and qualities. Data was collected through in-depth interviews and these were administered to the respondents by the researcher, based on their willingness to participate in the research without the breach of confidentiality. Also, questionnaires were used as a data collecting tool.

3.7.1 Sampling for the quantitative research method

According to Brynard and Hanekom (2006:37), the quantitative approach involves an analytical study and its major purpose is to determine a universal statement. A quantitative approach has the following characteristics: data is in the form of numbers; the aim is concise and narrow; results are based on large sizes of sample representatives of a population. This numeric approach allows a greater precision in reporting results and this is a powerful method of mathematical analysis that can be used in the form of computer software (William & Mohamed, 2007:77-78). In this study, a quantitative method technique was utilised in order to assist in evaluating the level at which community involvement occurs during the IDP process. In this study the researcher seeks to discover the community members' opinions regarding the IDP process within their municipality. A reason for a researcher to use this approach is that when involving large numbers of respondents, it is difficult to give qualitative attention to individual respondents owing to limitations. This approach was executed with local community members by means of Likert scale questionnaire.

The questionnaire used in the survey of the community was quantitative as there are many community members. The measuring instrument was designed to be valid and reliable. A Likert scale is used as the rating scale in which a rate assesses the behaviour of respondents on the questionnaire. The respondent selects an appropriate response on a scale ranges from 1-5 points. By adding up the scores of the scale points as represented by the reaction of the respondent and assessed by the rate, the attitude of the respondent, and a sample, towards a particular issue can be determined (Huysamen, 2011).

In this study the researcher utilised a self-administered, structured questionnaire in order to gather information directly from respondents. An amount of 110 questionnaires was hand delivered to the residents. A time frame within which to return the questionnaire was agreed upon between the participants and the researcher. Mitchell and Jollay (2012:489) argue that structured questionnaires are constructed based on a core standard of questions that are being asked. The author further argues that structured questionnaires yield comprehensive and accurate information. The questionnaire was compiled in a manner that addresses the research questions and objectives of the study. All respondents received the same, standardised questionnaire. According to Mitchell and Jollay (2012: 490) self-administered questionnaires are completed by the participants in the absence of the researcher. Self-administered questionnaires also have the following advantages: Firstly, they are distributed easily to a large number of people. Secondly, they allow anonymity, which is vital if you need honest responses to questions. Furthermore, by utilising those questions it is more cost effective and is also an easy way to get honest answers from participants. This study utilised a purposive sampling procedure, for instance the population was chosen intentionally in order to limit the chances of surveying a group that is not targeted. A researcher applies self-administered questionnaires because of their reliability and affordability. In addition, they are fairly quick to complete and also have scientific merit.

3.7.2 Sampling for the qualitative research method

This approach deals with developed descriptive data, normally drawn up in the subject's own words (Mouton, 1983:128). Authors such as Poggenpoel and Myburgh (2005:304) indicate that this approach involves a deep exploration of a predetermined study field. The authors further argue that this approach is vital as it allows a researcher to understand the social world and experience

of subjects. This approach derives its explanation from the data itself and produces the analytical, conceptual and categorical components (Bless, 2000: 56). In this study a qualitative method is used when surveying government officials who have the duty to offer services to the community through IDP processes. The researcher used in-depth interviews of key people. Qualitative methodology is relevant to this study as the researcher attempted to discover from the municipality officials the necessary mechanisms for improving citizen's participation in the IDP processes as well as an increased level of public participation. Reliability and validity was integral to successful testing. Firstly, validity entails the potential of a design or an instrument to measure what it is supposed to measure. It is concerned with how the data is measured (Bless & Higson, 2000:45). For instance, in using this approach, a constructive validity measurement technique was used to measure validity. During the interviews the researcher ask questions specifically designed to obtain the desired information. Reliability deals with accurate and complete measurement. The instrument was used to draw the same data on a larger stage, under same conditions (Bless & Higson-Smith). In this study, the researcher used in-depth interviews which were conducted face to face and guided by an interview schedule.

3.8 Survey Methods

For the purposes of this study an empirical survey was used. According to Denzin (1989:52) the word empirical refers to measurement of a realistic experience. An empirical survey constitutes a second data stream in research. Research is augmented by an empirical survey, based on a representative sample of the chosen research population where a practical area is subjected to a study and is researched by various forms of data collection (Ferreira, 2006:3). In this study surveys using questionnaires and interviews were utilised.

3.8.1 Case study

Leedy (2001:157) argues that the purpose of a case study is to understand an individual situation or perhaps a very small number of cases in great depth. The case study is a research method that aims to understand dynamics that exist in single settings. Case studies might have either one or more, and various levels of analysis (Yin, 2013). Case studies, however, may have an embedded method, that is, multiple levels of analysis within a single study (Yin, 2013). Case studies typically have joint data collection strategies such as archives, interviews and questionnaires. Evidence may

be qualitative, e.g. words, quantitative, e.g., numbers, or both. Qualitative evidence is drawn from interviews and observations. Lastly, case studies could be utilised in accomplishing different objectives (Kidder, 2012). In this study the researcher used questionnaires to survey the community and interviewed municipal officials of the Theewaterskoof municipality as part of an in-depth exploratory study. On the other hand, a case study is unable to draw reliable data based on a broader class, however case studies might be purposeful in preliminary stages of research as it provides hypotheses that could be tested systematically with a huge number of cases (Abercrombie *et al*. 2012: 34).

3.9 Composition of the Sample

Sampling deals with numbering or measuring instruments in order to explain how specific data is drawn and allocated (Nkatini, 2005:38). There are two types of sampling, namely probability and non-probability sampling (Nkatini, 2005:41). In this study the researcher used probability and non-probability sampling. When a population is big, probability or random sampling is used (Moutin, 2001:164). In the municipality of Theewaterskloof four wards that are close to town were selected together with four which are far from town. Each individual within a population has a chance of being involved in a sample. This sample is advantageous to the researcher as it is representative of the population and is not favouring other units of analyses. The researcher ensures that each individual has an equal chance of being selected. Community members were selected by means of random sampling and participated by their own choice. In non-probability sampling, purposeful sampling was used because the researcher required well informed officials, hence IDP officials, middle and junior managers within the municipality, were selected in order to provide information on the IDP process, as well as challenges that they are experiencing. These participants were selected on the basis of the position they occupy with the assumption that they were appointed to their positions because they possessed the necessary skills and qualities. Data was collected through in-depth interviews which was administered to the respondents by the researcher, based on their willing to participate in the study without a breach of confidentiality. Questionnaires were also used as a tool for collecting data. The survey of government officials also used a questionnaire that was qualitative in nature. The questionnaire used in the survey of the community was quantitative.

3. 10 Construction of a questionnaire

Firstly, Mitchell and Jolley (2010:467) state that structured questionnaires are constructed based on core standard questions. In this study the researcher used a structured questionnaire in order to collect data directly from respondents. Completion and return of the questionnaire was agreed between the researcher and respondents. A *rationale* of the structured questionnaire is that the interviewer expands question in order to explore feedback or in search of an in depth answer. Another advantage of structured questionnaires is that structured questionnaires provides clear, accurate and comprehensive information.

3.10.1 Questionnaire structure and design

The structured questionnaire consisted of Sections A and B. Section A comprised the biographical data of respondent/ s such as gender, age, education, work experience, job category, status in the community, marital status in the community, and a job type. Section B comprised a Likert scale questionnaire. There were one to five numbers showing a degree on which a respondent strongly agreed to strongly disagreed with a written statement (Brynard & Hanekom, 2006).

3.10.2 Description and purpose of a questionnaire

Questionnaires were handed by the researcher to the respondents. Questionnaires indicated the research questions and the objectives of the research. Respondents were provided with a statement and asked to determine how they agreed or disagreed with the statement. There were also questions based on the biographical data of respondents. A purpose of the research was to explore or provide a bold picture of people's views, what they encountered and their experiences. The purpose of the questionnaires was also to gather information about the perception of respondents and to provide respondents with a chance to express themselves (Taylor, 1994).

3.11 Data analysis

In gathering data, a researcher is involved in what is called preliminary data collection (Taylor, 1994:53). At this stage of the process the researcher removes data that is not valuable, and gathers what is pertinent to the research (Brynard & Hanekom, 2006:46). In this study different instrument for collection of data were used so as to gather different perspectives. In this study the researcher used questionnaires, using modernised specialised data processing, computer software, which

proved vital and user friendly in reading and interpreting information received from respondents in a quantitative form. The information was easy to analyse and interpret. The researcher utilized a statistician who processed the information. In this study, the programme processing that was used is SPSS (version 17 statistical software). The advantage of this software is that it also makes it easy when processing qualitative data from interviews which are based on open ended questions. The use of fixed questions becomes tricky as the interpretation of responses become a matter of differentiating between the responses received. Analysis and interpretation is thus based on differentiation and comparison of the answers and what has been discussed. In order to ensure complete accuracy, the researcher captured data on separate occasions in order to ensure that data first captured corresponded with the last. This was to ensure that accurate and complete data was generated by the statistical software.

3.12 Research method

According to Bless (2000:45) research is undertaken in a planned and systematic manner and thus every researcher has to develop and use specific tools and methods in order to gain data relevant to the study undertaken. The methodology that is employed in this study is both qualitative and quantitative so that the investigation could be scientific. A qualitative approach deals with descriptive data, normally drawn in the subject's words (Mouton, 1983:128). Authors such as Poggenpoel and Myburgh (2005:304) state that this approach involves a deep exploration of the study field. Poggenpoel and Myburgh (2005) further argue that this approach is vital as it allows a researcher to understand the social world as well as experience of people. This approach shows explanation from the data itself and produces the analytical, conceptual and categorical components (Bless, 2000: 56).

In this study a qualitative method is used when surveying government officials within the selected municipality (Municipal Manager, councillors and office barriers), - who have the duty to offer services to the community through IDP processes. The researcher used in-depth interviews with the afore-mentioned. Qualitative methodology is relevant to this study as the researcher attempted to discover, from the municipal officials, the necessary mechanisms for improving citizen's participation in the IDP processes as well as an increased level of public participation. Reliability and validity was integral to successful testing. Firstly, validity entails the potential of a design or an instrument to measure what it is supposed to measure. It is concerned with how the data is

measured (Bless & Higson-Smith, 2000:45). For instance, in using this approach, a constructive validity measurement technique was used to measure validity. During the interviews the researcher asked questions specifically designed to obtain the desired information. Reliability deals with accurate and complete measurement. The instrument was used to draw the same data on a larger stage, under same conditions (Bless & Higson-Smith, 2000).

A quantitative technique was utilised in order to assist in evaluating the level at which community involvement occurs during the IDP processes. In this study the researcher wanted to discover the community members' opinions regarding the IDP process within their municipality. The reason for a researcher to use this approach is that when involving bigger numbers, it becomes difficult to give qualitative attention to individual respondents owing to the limitation of this method. The survey was conducted with community members by means of a Likert scale questionnaire. The questionnaire surveying the community was quantitative as there are many community members. In this approach a validity and reliable measuring instrument was used. A Likert scale is the rating scale in which a rate assesses the behaviour of respondents on the questionnaire. The responses are selected from responses ranging on a scale of, for example 1-5 points. By adding up the scores of the scale points as represented by the response of the respondent and assessed by the rate, the attitude of the respondent and sample towards a particular issue can be determined (Huysamen, 2011). This research project followed a mixed approach of quantitative and qualitative research.

3.13 Sampling for qualitative research

Sampling deals with the counting or measuring device as it explains how specific data is selected and allocated and where that will come from (Nkatini, 2005:38). The author further argues that probability and non-probability sampling are two types of sampling (Nkatini, 2005:41). In this study the researcher is going to use both probability and non-probability sampling. When a population is big, probability sampling or random sampling is used (Moutin, 2001:164). In non-probability sampling, purposeful sampling was used because the researcher required well informed officials, namely IDP officials, middle and junior managers within the municipality and, who were selected, to provide information on the IDP process as well as challenges that they are experiencing. These participants were selected on the basis of the position that they occupied, with the assumption that they were appointed to their positions because they possessed the necessary skills and qualities. Data was collected through in-depth interviews and was administered to the

respondents by the researcher, based on their willing to participate in this study without breaching confidentiality. In addition, questionnaires were used as a tool for collecting this data. The questionnaire used to survey government officials was qualitative.

3.14 Target population

The target population was a real population to be studied (Nkatini, 2005:38). The researcher in this study targeted the communities, residing in the above mentioned wards, ward councillors and officials within the IDP office at the municipality, as they are the people who are involved in the planning and implementation of IDP. Office bearers from the Planning Department, Social and Economic Development were selected as it is their duty to implement the IDP. So too, it is the councillors and ward committees who have the duty of marketing the IDP and liaising between the community and the government. The following research participants comprised the sample for the structures questionnaire survey:

- Ward councillors (4)
- IDP Manager at the Municipality (1)
- Members of SANCO (4)
- Community Development Workers (4)
- Community-Based Organizations (3)
- Community-Based Planning (3)
- NGOs (5)
- Community members (10)
- Ward Committee Members (5)

3.15 Data collection methods

According to Ferreira (2006:78) interviews (structured/ semi-structured and in-depth interviews), questionnaires and observation are the methods of collecting data in research. Through face-to-face interviews direct information is obtained (Lynn, 1996:23). Structured, semi structured and unstructured interviews are the three types of interviews (Ferreira, 2006). The author further argues that a structured interview becomes more rigid, they have many questions that may not be deviated from whereas at the same time unstructured interviews have great potential and the researcher may ask a question related to the study (Ferreira, 2006). In this study the researcher utilised the

structured interview when interviewing government officials, like ward councillors and managers within the IDP office. The aim was to obtain information regarding methods of communication and consultation between the municipality and residents regarding the IDP process as well as the pros and cons experienced during the IDP process. A major purpose of utilizing a structured questionnaire is to solicit a response which is clearly understood and understandable by the respondent. This is more so than by leading the respondent with a phrase or a pattern of questioning. The responses would, of course, differ in the case of the unstructured interview.

3.16 Researchers' role and recording of data

Interviews were conducted with municipal officials of Theewaterskoof local municipality. Responses to interview questions were collected manually; written down. The researcher also made use of a sound recording device for accuracy.

3.17 Structured interview

According to Ferreira (2006:78), interviews (structured/ semi-structured and in-depth interviews), questionnaires and observation are the methods of collecting data in research. Through face-to-face interviews direct information is obtained (Lynn, 1996:23). Structured and unstructured interviews are the two types of interviews (Ferreira, 2006). The author further argues that a structured interview becomes rigid, as they have many predetermined questions being asked which may not be deviated from whereas at the same time unstructured interviews have a great potential as the researcher may ask question related to the study (Ferreira, 2006). In this study the researcher utilised the structured interview when interviewing government officials, like ward councillors and managers within the IDP office. The aim was to obtain information regarding methods of communication and consultation between the municipality and residents regarding IDP process as well as the pros and cons experienced during the IDP process.

3.18 Validity and reliability of the interview

According to Densombe (2011:42) validity on a qualitative research is whereby there is accurate data when it comes to questions that are being asked. The author further argues that a researcher should not be biased or use assumptions on his/ her research. A researcher needs to pay attention

to the language and facial expression of the respondents during the interview. The researcher in this study interviewed municipal officials who were dealing with the IDP.

3.19 Piloting

This study was executed and planned within the local municipality of Theewaterskloof. Piloting was utilised in this study in order to identify variables of interests and how to operationalize each one, specifically, the participation of community members in the IDP process.

3.20 Ethical considerations

Hemson (2007:35) argues that it is impossible to do research without having an ethical statement. The researcher for this study has observed the ethics, as the participants were fully informed. The researcher was of the opinion that some information might have a negative impact on the respondents. Certain respondents may have found themselves victims of elected officials by publicising of some information. The researcher complied with ethical values such as no harm to befall participants. The researcher was aware of the danger that might occur. The *onus* is upon the researcher to protect the subject from any kind of harm. If there might be danger or a risk involved, the researcher is going to take precaution to mitigate the danger. During the time of the research respondents were given a right to stop if they felt like that. Confidentiality, informed consent and anonymity were all assured for the participants. The researcher further conducted the research in line with the published ethical rules of Cape Peninsula University of Technology.

3. 21 Conclusion

In this chapter a short summary was provided of the objective of the research, research questions, research design, data collecting tools, data analysis and validity that was employed in the study. A research methodology allows the researcher to map out how the research study research could be managed. A description of the target population, sampling methods and ethical consideration on the process of data collection was considered. Findings of this research study as well as the results are going to be featured in the next chapter.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.1 Introduction

This chapter is based on the analysis and interpretation of the data that the researcher gathered during the data collection process. The researcher utilised a qualitative method in gathering data from interviews with government officials within the municipality as they are the ones who have a duty to render services to the community through IDP. The researcher engaged with government officials using in-depth interviews. Qualitative methodology is relevant to this study as the researcher needed to find out from municipal officials what mechanisms could improve citizen participation in the IDP process as well as determining an appropriate level of participation of the community, as they are the beneficiaries of IDP.

A questionnaire survey of the community was also used and this was a quantitative survey. Community members are the beneficiaries of IDP. Questionnaires were designed using a Likert scale with ratings from 1-5 in which a rate was to assess the attitude of respondents regarding the IDP in their municipality.

A formal data collection process was conducted in order to ensure that data gathered was both defined and accurate and that subsequent decisions based on arguments presented in the findings are valid, especially to assist the researcher when making recommendations in terms of the IDP. Analysis of data was conducted according to what the respondents had answered.

A set of 115 questionnaires was distributed to the community, however only 100 questionnaires were returned fully completed and 15 questionnaires were not returned. In this study data is analysed according to biographical data: age, education, work experience, job category, status in the community, marital status, job type. Lastly, but most importantly, the objective of the study will be revisited.

4.2 BIOGRAPHICAL DATA OF RESPONDENTS

4.2.1.1 Gender representation of the participants

Theewatersklof Municipal area takes a pleasure in being the largest municipal area in the Overberg region with forty for percent of the total population. This region is perceived to have the second highest growth rate and the growth comes with all sorts of problems and challenges, which becomes the burden of government to solve. These challenges also impact on the performance of the municipality in service delivery. In this municipality women are still treated as minors. Woman are known as the kitchen people. In this municipality it seems as if it is the men who are supposed to work. The overall ratio is approximately 49% male while 51% is female. This may be ascribed to the impact of migrant and commuter labour which has resulted in many household having a woman as the head of the household with the chief bread winner living away from home.

On the respondents of the participants in the study when it comes to gender, most of the subjects who completed the questionnaire were females. 51% are females and 49% are male. It shows that more female had interest in the study than men. As one of the objectives of the study is to examine the challenges experienced by communities during their participation during IDP process, it might happen that one of the reasons for the respondents to be mostly female, may be the fact that men might be at work or they did not have an interest in the study.
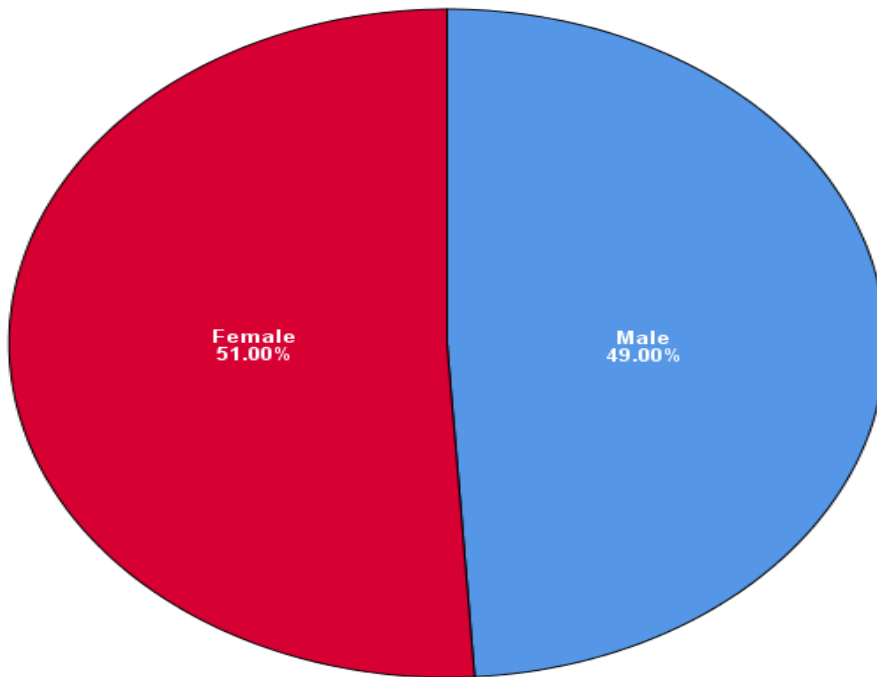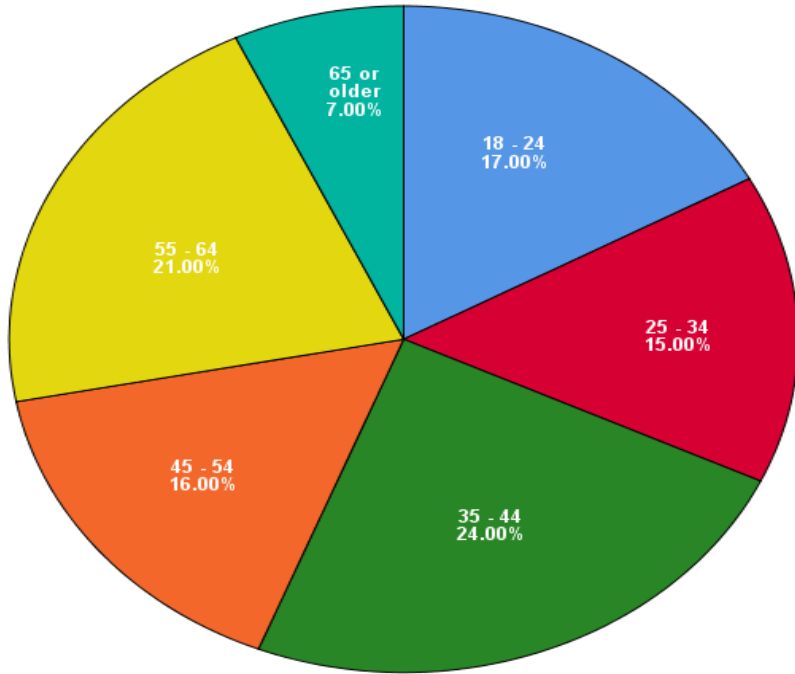
(*Diagram of gender representation of participants in the study*)

4.**2.1.2 Age representation of the participants**

The questionnaires were designed in such a way that they reflect the age of the respondents. During data collection process questionnaires were designed with age as a category, for instance 18-24, 25-34, 35-44, 45-55, 55-64and 65 and older. In terms of the results of the survey age breakdowns of the participants were as follows: 24% of respondents were between 35 - 44; 21% were between 55-64; 24% were between 25-34; 21% were between 55-64; 17% were between 18-24 while 7% were respondents were older than 65 years old. Respondents had to tick a relevant block indicating their age. The study demonstrates that people from 65 and older didn't have an interest in the study. They are not involved in their development especially when it comes to IDP. People in the age group of 18-24 years were the youth who showed an interest in the IDP and they participate in meetings, and they are looking for opportunities of getting jobs through IDP projects in their community. Other youth in the age group 25-34, in the study comprised 15% of the respondents and they showed little to no interest in the IDP as they demonstrate that timing of the meetings does not suit them and they complained of political affiliation as a problem in the

meeting. This is an indication that political affiliation plays a role in participating of the community in the Integrate Development Planning in this municipality.


(*Diagram of age representation of the participants in the study*)

4.2.1.3 **Age of participants**

The researcher noted that at Theewaterskloof municipality IDP documents are written in English so therefore it was of interest to the researcher to find out about the level of education and qualification of respondents. Literature reveal that education plays a crucial role in participation and it also fosters the participation process. The respondents' level of education in the survey range from below matric up to post-graduate qualification. 28% of respondents matriculated; 21% of respondents are below matric; 18% have an advanced diplomas; 13% have trade certificates; 15% have degrees while 5% have post graduate qualifications. The idea behind discovering the levels of education was to find out whether lack of participation was because of the language being used or whether those who participated were literate. This was also included in the understanding of the development through IDP programmes. People are deprived of the information because of the language that is used and the illiterate are not given a chance to express themselves. In order for public participation to be effective it is crucial that the audience should be on an equal footing,

for instance the language the speaker is using to the audience must be understandable by the audience, so that they could feel free to ask questions in their mother tongue on what they did not understand.

Educational levels of the participants
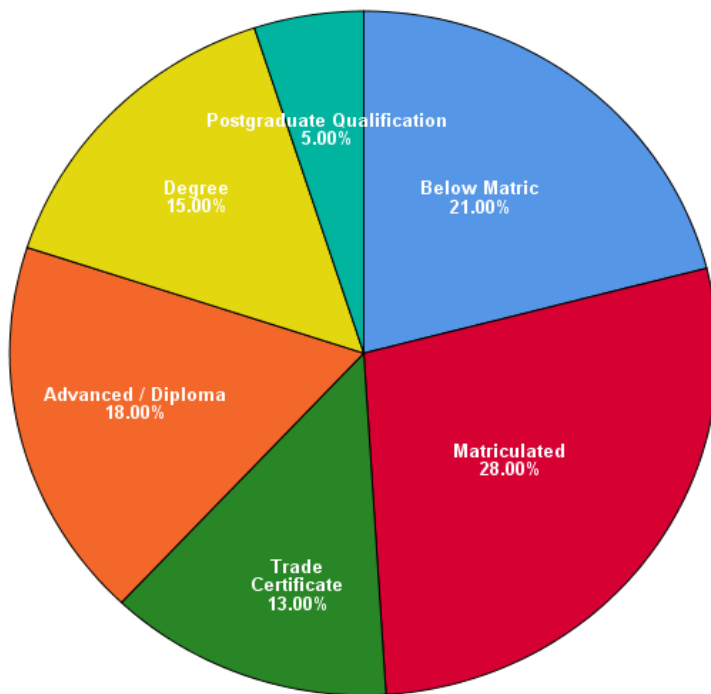
4.2.1.4 **Work experience of the participants**

The researcher was interested in the work experience of the participants so as to inquire whether the reason why the community didn't want to participate on the IDP is a lack of work knowledge and experience. Experience in the field of work adds experience and knowledge. Through the IDP process jobs for the community are being created by means of projects. The researcher was interested in finding out the current experience of the community in jobs that are created and the programmes so as to determine whether the lives of the community members are improved or not through service delivery. The researcher wanted to know about the experience of the community at work so as to find out what role they could play during IDP process. On the questionnaire work experience ranges from 0-5 years' experience up to 21 years and above. 27% of respondents have

6-10 years' experience; 27% have 16-20 years' experience; 22% have 11-15 years' experience; 21% of respondents have 21 years and above; while 17% of respondents have 0-5 years' experience.
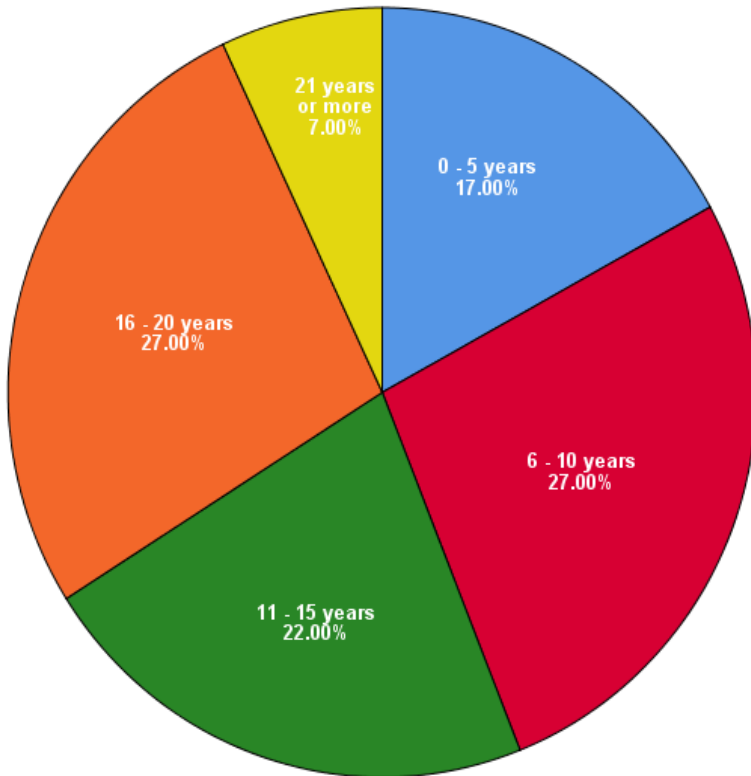
**4.2.1.5 Status in the community of the participants**

The respondents were asked this question because the researcher needed to know about the status of the people who participate in the IDP in the community. In the literature review in this study, for instance, the legislative framework on public participation reveals that municipalities have the duty of bringing together all stakeholders in the community. When a municipality is working together with the local community, it is going to identify and address the needs of the community in an effective manner. In the communities generally there is a tendency of class stratification. 32% of the respondents were teachers by profession; 25% were members of NGOs; 22% were volunteers; 18% of respondents were church members while 3% of respondents play no role in their community.

(Diagram of status of community of the participants in the study)
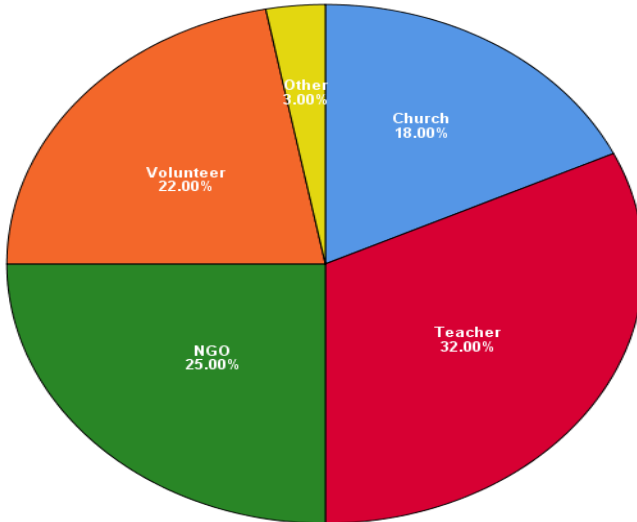
4.2.1.6 **Marital status of the participants**

The questionnaires were designed to determine the marital status of the respondents. The reason was that those who participated in the IDP were the single youth. Literature reveal that community participation allows ordinary citizens the opportunity to exercise power in taking and making decisions that affect them, as the citizens are the main beneficiaries of government activities, decisions and policies. The researcher was also keen to know whether the design of IDP excludes or includes other people in the community. 41% of respondents of questionnaire were single; 31% were married people; 11% were divorced; 10% were widowed; while 2% of respondents were none of the above status.
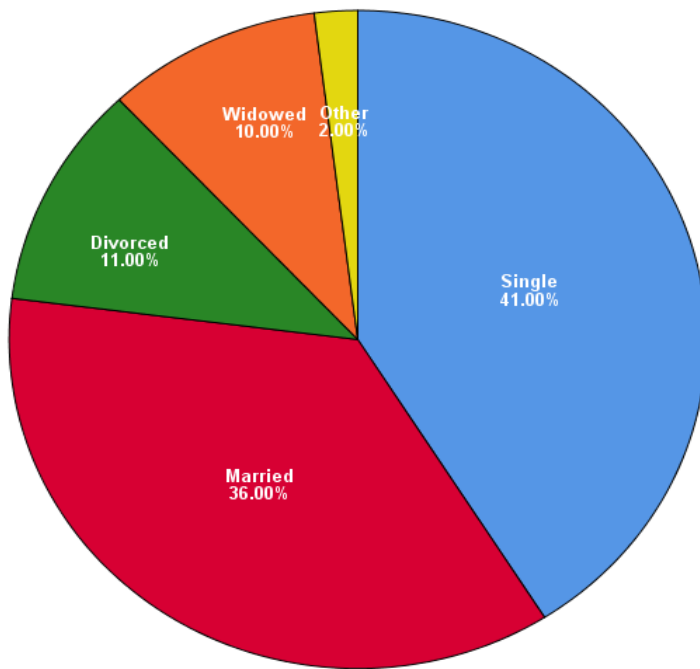
(*Diagram of marital status of participants in the study*)

4.2.1.7 **Job type of the participants**

According to job type on questionnaire the response was as follows 46.94% of respondents are employed permanently; 40.82% of respondents are employed on a fixed term contract while 12.24% of respondents are employed in other forms, some casual others not. Job type was crucial in this study in order to determine whether projects that are created through IDP generate jobs for the community. For the community to participate actively in the IDP process they need to see benefits for themselves. The way in which IDP is designed needs to demonstrate the needs of the community and to change their lifestyles through service delivery.

(Diagram of job type of the participants in the study)
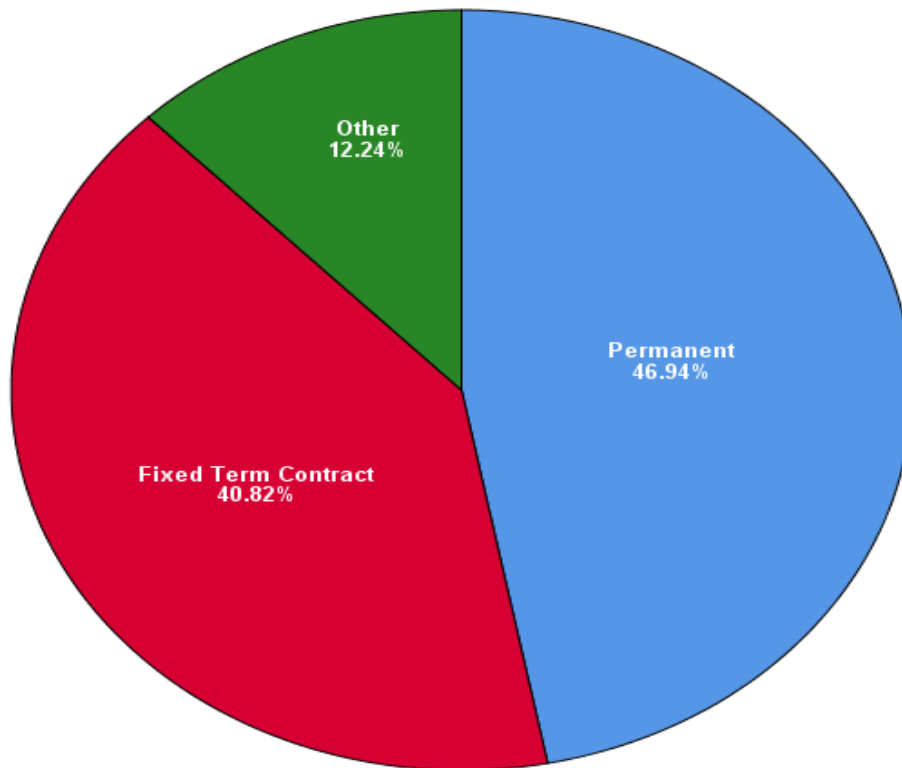
4.3 RESPONDENTS OF COMMUNITY ON THE OBJECTIVES OF THE STUDY: DATA ANALYSIS AND INTERPRETATION OF QUESTIONNAIRES.

4.3.1 Question: During community participation: are you consulted on the implementation of the projects suggested during the IDP consultation process?
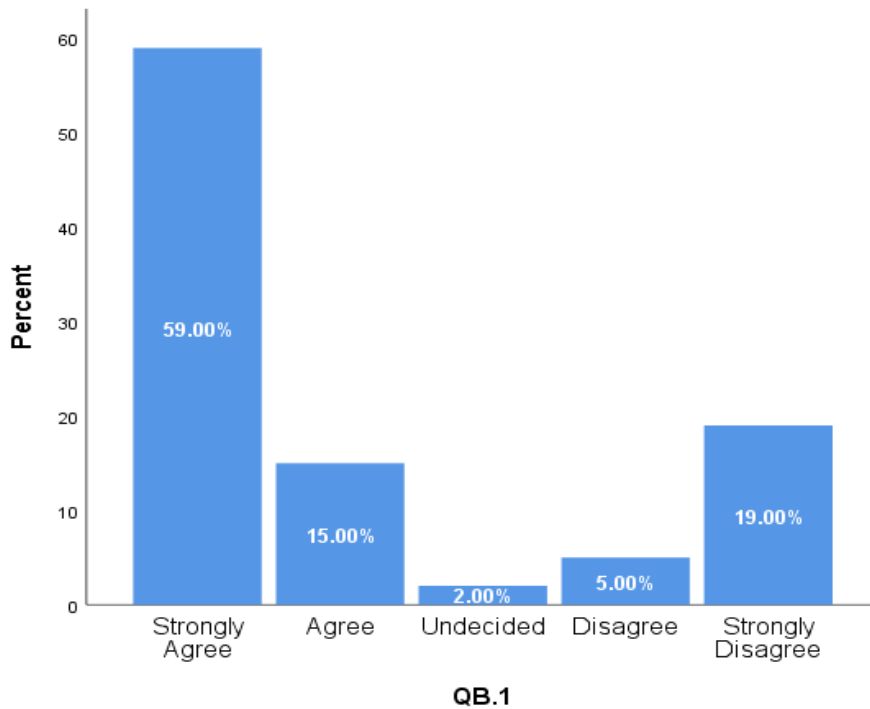
Above figure indicates the responses!

One of the objectives of this study is to investigate community participation in the IDP at Theewaterskloof municipality. In the graph above the community was asked about their participation in and consultation with regarding the implementation of projects suggested during the IDP. The reason why this question was asked was to assess the level of participation of community members in the affairs of the municipality and to determine the nature of the relationship between community and the municipality.

Analysis: according to the way the respondents answered it is clear that the municipality did consult the community during the IDP. There is consultation and they, therefore, fully participate in the projects within their municipality (community).

4.3.2 Question: Satisfaction about service delivery: are you satisfied about a level service delivery in your municipality?
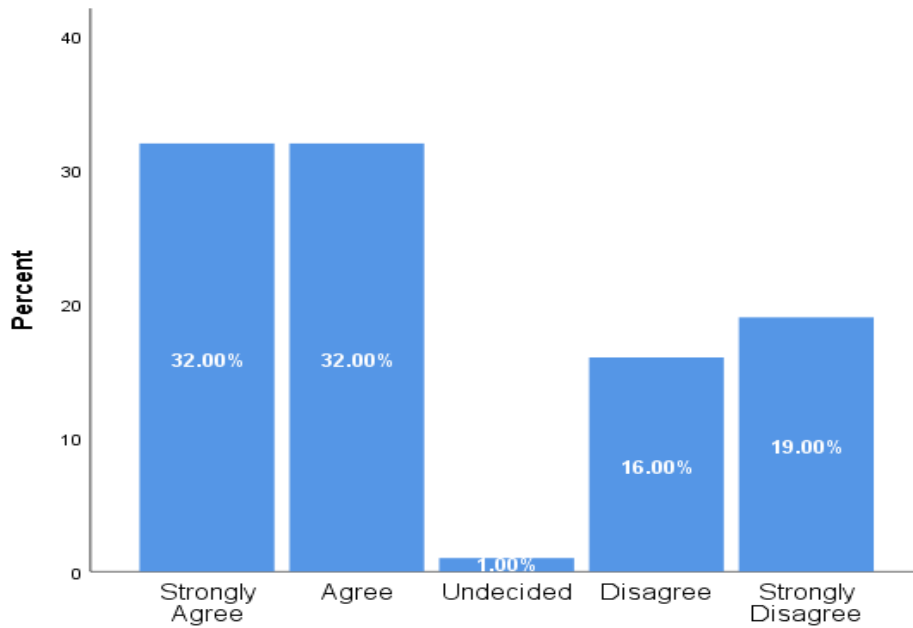
Response: In this question respondents were asked to provide information relating to their satisfaction with the quality of services in their municipality; whether, through the implementation of programmes, the IDP and government officials are accountable. The above chart demonstrates the analyses of the respondents given by the respondents.

Analysis: Responses show that community members are satisfied with the quality of life in the area; that the municipality is a safe area to reside in and, also, that government officials are accountable and dedicated to improving the life style of their community.

4.3.3 **Question: respondents were asked about a level of participation during IDP in their municipality: Did you participate in the drafting of IDP in your municipality?**
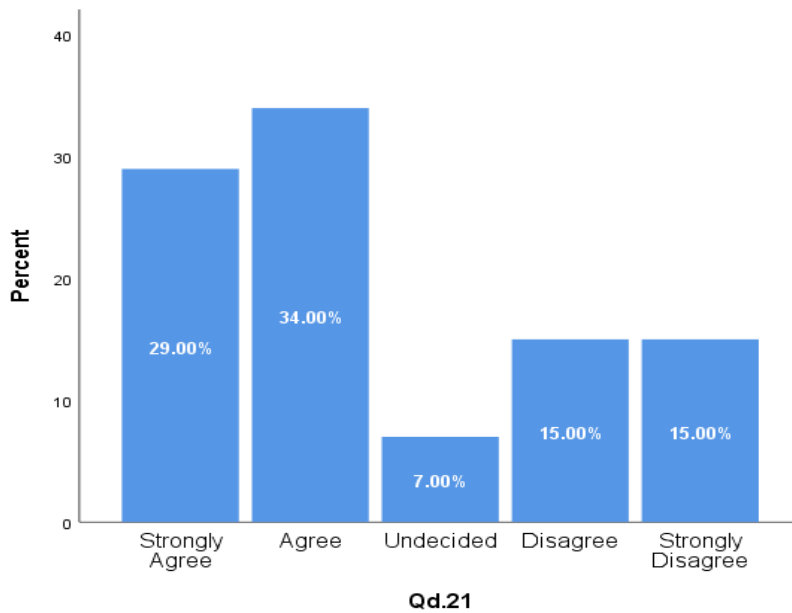
Response: Most of the respondents agreed that their views are taken into consideration by office bearers during the IDP process. The community is being consulted on identified projects.

Analysis: Residents are delighted to be working with government officials on identified projects and to be involved in decision making. The municipality has fair communications with the residents and the views and opinions of the residents are taken into consideration when it comes to participation in identified projects. The community is happy to be empowered and to own projects.

3.3.4. **Question: Challenges faced by communities during IDP process: What are the challenges faced by communities during IDP process?**
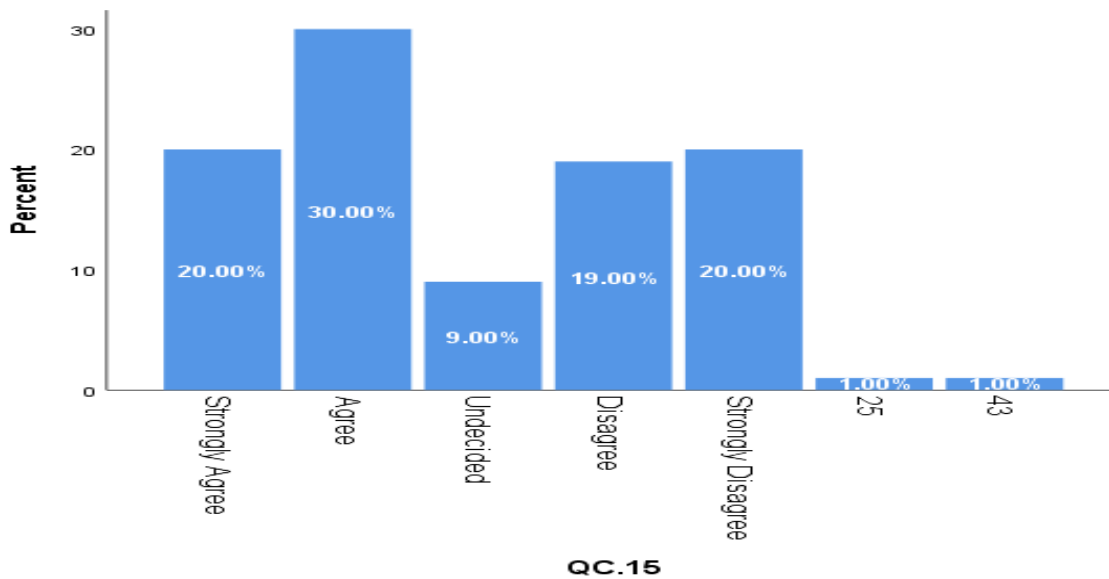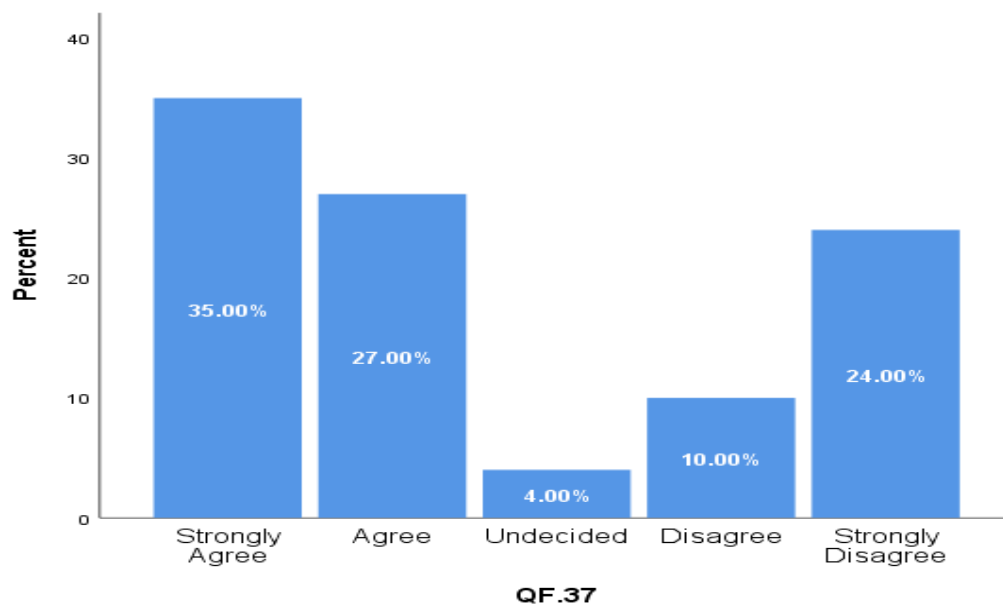
This is a response from the respondents about the challenges that the community experienced or faced during IDP process in their community. The researcher wanted to find out what the obstacles are, the barriers that the community faces during the IDP, for instance communication channels during participation, feedback from government officials, meeting times and a time frame of identified projects.

Analysis: 30% of the respondents agree that there are challenges that the community faced during the IDP process. While 20% of respondents strongly agree that there were challenges faced by the community during the IDP process, 20% of respondents strongly disagree with the fact that there were challenges; 19% disagree and only 9% of the respondents are undecided about the fact that there were challenges.

Most of the respondents agree that there are challenges that are being faced and experienced by communities during the IDP process. Communication channels are inadequate as they are not fair to the community. There is no speedy response and update on identified projects by the community.

3.3.5 **Question: Opportunities brought by public participation: What are the opportunities that are brought by public participation in your municipality during IDP process?**

QF.37

In this question respondents were asked about opportunities that are brought by public participation in the IDP. Community members were asked to indicate whether they have gained opportunities during the IDP.

Analysis: From the responses to the question above it becomes clear that most of the community members strongly agree that there are opportunities that are brought about by participation in the IDP, which is 25%, while 27% of respondents agree with this statement.

The community has a chance to be involved in the running of the affairs of the municipality. Community members are involved in decision making of projects and they directly address their needs to the government officials. In Integrated Development Planning, projects are identified and they address the needs of the people.

4.4 **Findings from the interview responses**

4.4.1 Question: What are the challenges encountered by the municipality when implementing the IDP in the community?

When the respondents were asked about the challenges that were encountered by the municipality when implementing IDP in the community they responded by saying that:

It is a lack of cooperation between the stakeholders and the community; there is a gap between the expectations of our communities and the institutional capacity of the municipality is also growing and this result to an increase in protest action.

Given the nature of this response it shows that there is not a good relationship between the stakeholders, community and the municipality so that the community do not know what services the municipality can get to the community, for instance, the community stating that they want the municipality to build a hospital or a police station which is not the duty of a municipality.

Another respondent also altered the following words as a response:

Budget constraints as to full fill the needs of the community.

Analysis: From the researcher's point of view; it is clear that the municipality does what they can with the limited funds that they have.

4.4.2 **Question: How does the municipality encourage the participation of local community members in the IDP process?**

When asking the respondent as to how the municipality encourages participation of local community members in IDP and the modes of communication, the response was:

We have Ward committee system, stakeholder engagement, forums of participation of community in all the wards; it is whereby issues of IDP and identified projects are discussed.

We use media like local newspapers and local radio stations as modes and channel of communication we also have notice boards with updated information and we engage communities by inviting them into meetings.

Integrated Development Planning is intended to be a highly participatory process. The establishment of forums for participation is seen as a first stage of a method of promulgating a long term organisational structure and a partnership within the municipality; also with the public and stakeholders. Above mentioned structures have the *onus* of coming up with mechanisms for participation on a long term basis and also to oversee the monitoring and evaluation of policies and programmes as well as projects.

Community involvement and participation in community activities is vital and is a crucial tool in identification of the existence of social capital in practice and also helps to facilitate the development of the community. Participation in informal activities and in civic associations play a crucial role in networking, which enriches the prospect of sustainable communities.

4.4.3 **Question: How satisfied are you with the output of the IDP process in terms of service delivery?**

Respondents were asked about satisfaction with the outcome of IDP in terms of service delivery. This question is important as the mandate of the municipality is to deliver quality service to the community. One of the respondents said that:

> *Ultimately it is about funding and due to the financial constraints of the municipality; ageing infrastructure, constrained institutional capacity of the towns offices the conditions of the fleet continuous influx of indigent people etc.; we are concerned that the standard of service delivery is dropping. This is not due to IDP weakness but rather due to financial institutional capacity constraints.*

The researcher noted that although there are limited funds available from the municipality in order to deliver quality services, they are, indeed, striving to change the lives of the community through quality services. One of the political commentators argue that a municipality needs to facilitate and encourage appropriate development in the best interest of the community.

Another respondent said that:

> *IDP identifies the least serviced and most impoverished areas and points to where the municipality fund should be spent. Implementation is made easier because the relevant stakeholders have been part of the process. IDP provides deadlock –breaking mechanisms to ensure that projects and programmes are efficiently implemented. The IDP helps to develop realistic projects proposals based on the availability of resources.*

The municipality strives to provide optimal service and professional services to its citizens. The municipality tries to have quality service delivery in the day to day lives of the community (Cloete, 2012: 57).

Service delivery, according to the constitution of the Republic of South Africa (Act No. 108 of 1996), ensures that every person has a right to better life, shelter (house), food, water and sanitation and anything that recognises a person as a dignified human being; that is a good quality of life. The municipalities are established as the local sphere of government closest to the people, therefore they are better placed to efficiently deal with many tasks not limited to services and development of the community.

4.4.4 **Question: Are there opportunities brought by public participation during IDP process?**

When respondents were asked about opportunities brought by public participation during the IDP process, a response was that:

> *A benefit of community participation is that development is seen as to address the people's needs. Needs of community are being identified and the municipality has a chance of taking them into consideration through prioritisation.*

Free flow of information promotes cooperation amongst relevant stakeholders and the municipality. It helps the parties to gain insight into local conditions and it is considered the basic democratic right of people to be involved in matters that are affecting their own circumstances. Another respondent expressed his view by saying:

> *Community have a chance of being involved in decision making on identified projects; also community have a chance of sharing their views and opinions with government officials.*

Participation breaks the mentality of dependency and promotes self-awareness and confidence. It is obvious, therefore, that confident people positively seek solutions.

4.5 SUMMARY

This chapter dealt with analysis of the data gathered through questionnaire and interviews. 115 questionnaires were distributed to the community of which 100 questionnaires were returned. The information/ feedback from the questionnaires was analysed and graphs were provided in order to simplify the information. In-depth interviews were also conducted and reported on. Another goal

of this chapter was to present and interpret data obtained from the information collected from the respondents. The next chapter is going to present conclusion, findings and recommendations of the study.

CHAPTER 5: SUMMARY, FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

This study was conducted in order to investigate public participation during the Integrated Development Planning process in a selected municipality, which is Theewaterskloof local municipality in the Western Cape Province. Looking at what has been presented in the previous chapters, it shows that public participation as a concept and practice cannot be ignored by government when rendering effective and efficient services to the community. Development of local governments should look to active community participation and should also include community based organisations in planning and implementation of programmes and projects aimed at local development. Though the concept of participation is contentious, local participation broadly refers to a formal involvement of communities in the local decision making structures with regard to a process of development planning and implementation. Although there are legislative frameworks that promote community participation in the affairs of the country, at the municipal level it is noted that there is a lack of community participation. Strategies and proper channels for community participation should be established in order to minimise the challenges identified in chapter four.

5.2 Summary of chapters

Chapter one stated and introduced the research problem, namely the challenges of community participation within the municipality of Theewaterskloof. It presented the research questions, objectives as well as the research methodology to be followed. Important concepts were defined in order for these concepts to be understood within the context of this study.

Chapter two outlined the literature review reflecting views on public participation on municipal, national and international level. This chapter also surveyed literature from different scholarly sources and legislative frameworks that are related to public participation, namely the Constitution of the Republic of South Africa, as well as other legislative frameworks that are relevant to local government legislation aimed at facilitating interaction between communities and municipalities. Scholars agrees that local government legislation allows municipalities to involve communities in their development, also they further agreed that through municipal legislative frame work on public participation municipalities have to encourage or create conditions for the community to

participate in the affairs of the municipality, including preparation of Integrated Development Planning. Public participation could lead to empowerment of the community, so that it has the capacity to influence the IDP process in a meaningful way. This chapter concluded by outlining the opportunities brought by public participation during the integrated Development Planning process and in the aftermath.

Chapter three discussed the research methodology followed with a view to generating information that could serve as a basis for making relevant findings. This chapter outlined the research design and methodology embarked on this study. Tools of collecting data, namely interviews and questionnaires were explicated. In-depth interviews were conducted with officials of the municipality as they are the ones who are directly involved in the drafting of Integrated Development Planning and questionnaires were distributed to the community, as they are the ones who are affected by the IDP. In terms of research methodology, both qualitative and quantitative methods were used, in order to understand the research problem. Furthermore, these methods show the complexity of social phenomena.

Chapter four presented the data analysis and provided an overview of the interpretation of the data. This is where the researcher presented data in a descriptive format characterised by charts and graph. Data obtained from different data collection methods were integrated into a single analysis.

5.3 Findings.

One of the primary findings of this study is that members of the community mostly participate in IDP in order to provide information about their needs and aspirations during consultation meetings of the Integrated Development Planning processes, organised by the local municipal officers. Analysis of responses also reveal that the majority of respondents acknowledged that the local municipality's role is limited in encouraging and promoting community participation in the affairs of the municipality. The analysis of the degree of responses shows that the major factors that affect local participation are the following:

5.3.1 Low sense of ownership of development initiatives.

When projects are initiated by a municipality, communities are not given a chance to own those projects through, for example, managing and controlling them. It seems as if government is side

lining and ignoring them. When government renders projects and the community receives ownership of those project they are empowered and through that they gain courage and enthusiasm in rendering those projects (Cloete, 2010).

5.3.2. Limited capacity of the municipality.

As Theewaterskloof municipality is not one of the largest municipalities such as metropolitan municipalities, it has a lack of capacity. There is a challenge of a shortage of capacity like financial resources and well skilled personnel able to run projects for the community. The limited capacity of Theewaterskloof municipality also has an impact on delivery of services to the community. A shortage of skills/ experts, for instance incapability of facilitating projects of great magnitude could result in flawed projects. This is one area that the municipality needs to embark on and ensure that necessary skills are given to the owners of projects.

5.3.3. Absence of voluntary community associations.

Theewaterskloof Municipality communicates with the communities regarding their needs, through community associations. However, it is not enough because the municipality has a duty to encourage and empower communities and stakeholders groups to become involved in the day to day municipal activities. Absence of voluntary community associations hinder or prohibit the municipality when it comes to engagement with them.

5.3.4 Non-functionality of ward committees.

In order for a municipality to function effectively and efficiently there is a need of cooperation between a municipality and its ward committees. At Theewaterskloof municipality there is no synergy between ward committees and the municipality. Most people didn't attend meetings organised through ward committees because of political affiliation. It is obvious that that these structures are not viable instruments of communication. From the data collected from respondents, it shows that there is political interference and it prohibits the communities' right to participate in their development.

5.3.5 Exclusion of some groups.

There is exclusion of some groups, as a result of political chicanery where the dominant political group thwarts the involvement of the general community. Because of this some people decided not to attend and participate in meetings organised by the municipality.

5.4 Recommendations

Based on the findings of the research project, it is recommended that local municipalities need to focus on:

- **Enhancing community participation-** the study recommends that enhancing of communal participation needs to be a permanent principle that need to be fostered in projects for the poor and ordinary people as it is imperative for the success of IDP projects and for service delivery. Participatory strategies need to be encouraged and to be applied in all wards of the municipality. The municipal officials should work hand in hand with ward committees. Through community participation the municipality is going to ensure accurate functioning of ward committee in mobilising and exchanging information. The municipality is a local sphere of government that is closer to the community and should not function aloofly or in isolation but needs to involve the community in the running of its affairs, for instance projects on IDP. The *onus* is upon the municipality to encourage and promote community participation.

- **Prioritisation of needs**- it is crucial for the community to prioritise its needs. When the needs of the community are prioritised, it is when the community is going to realise that its members are being valued by the municipality and the community is going to have trust in the municipal officials.

- **Decision-making**- the municipality should formulate a platform for the community itself to be present when making decisions on matters that affect the community. This could assist in clarifying the constraints that the municipality encounters when delivering services to the community.

▪ **Empowerment -** for community participation to have an impact on the IDP process, it is vital for the community participants to be well informed. This study therefore recommends that building capacity, training and workshops be useful and responsive to any gaps in capacity showed by community participants. When local people are empowered, their skills and knowledge will be improved so, they are therefore going to participate actively on future IDP processes within their municipality. This would ensure that empowerment becomes progressive and opportunities for addressing capacity gaps are formulated. The municipality needs to ensure inclusion of disadvantaged and marginalised groups in the process of empowerment and upliftment initiatives and endeavours.

▪ **Improving communication**- implementation of improvement of fair communication channels is also recommended by this study. With a view to encouraging a meaningful dialogue; engagement at a grassroots level; it is vital that local government leaders continually evaluate the public values of the initiatives of the community. Through implementation of fair communication channels it is going to be easy for the municipality officials to inform the community about the projects that are going to take place and to be made known by community. SMS, local radio stations and local newspapers could be channels that could be used by the municipality to disseminate initiatives which the community could expect from government as well as updates on IDP projects.

5.5. Conclusion

The study has been an eye opener to most of the people from different communities and different villages, regarding public participation during Integrated Development Planning in a municipality. It has been confirmed that community participation is a vital and crucial component in and of Integrated Development Planning in South Africa. Community participation is one of the key principles that guides planning and implementation of programmes and projects at a local level. Communities need to be empowered in order to implement decisions and should assume accountability and ownership, and in so doing, control their projects right from the initiation phase. Literature reveals that in spite of stipulations that are relevant to local government legislation, there

is not enough participation among local communities in the Integrated Development Planning by municipalities in the country. Openness and consultation are there sufficiently in order to achieve fair and equitable transparency, where all players have to adhere to the provisions, based on legislation that governs development.

Acknowledging the challenges that are facing effective community participation in the IDP is one of the first and important steps in realising improvement and uptake by communities. These challenges relate to lack of accountability of public officials, maladministration on implementation of projects and a lack of fair and effective communication between the various tiers of government and the community. Looking at the nature of problems identified by respondents, it shows that initiated projects lack excellent facilitation and management. There is also no sense of ownership as displayed by the community. Data was collected through the use of questionnaires and interviews. Questionnaires were distributed to a sample population and all the respondents received the same set of questionnaires.

From the research findings, it is clear that the research objective of community perception of public participation in IDP has been attained. It was found that the community has mixed feelings regarding their degree of participation in the Integrated Development Planning at Theewaterskloof municipality. It is hoped that the situation within the municipality will be improved if the recommendations are implemented. To that extent all efforts will be made to submit the research findings to the management of the municipality.

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