# AN INVESTIGATION OF PUBLIC PARTICIPATION IN MUNICIPAL PLANNING AND PERFORMANCE EVALUATION: "A CASE OF MNQUMA LOCAL MUNICIPALITY."

**BY**

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**A DISSERTATION SUBMITTED IN FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION IN THE FACULTY OF MANAGEMENT AND COMMERCE AT THE UNIVERSITY OF FORT HARE**

**SUPERVISOR: PROFESSOR EOC IJEOMA**

**DATE COMPLETED: JANUARY 2013**

## DECLARATION

I ,Benjamin Zolile Mkentane, hereby declare that this dissertation entitled: **An investigation of Public Participation in Municipal Planning and Performance Evaluation; " A Case of Mnquma Local Municipality"**, submitted to the University of Fort Hare for the Degree of Master of Public Administration has never been previously submitted by me for a degree, at this or any other university, that this is my own work in design and execution and that all material contained therein has been duly acknowledged.

Signature Date

..... .....

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The Municipal Manager
Mnquma Local Municipality
Butterworth

Dear Sir

Subject: Request to conduct research in Mnquma Municipality

I hereby make a request for permission to conduct field research for purposes of academic study within the Mnquma Local Municipality.
I am currently doing a Masters Program on Public Administration with the University of Fort Hare, in which research is a requirement for completion of the program.

My area of study is on community participation in Municipal Planning and Performance Evaluation and in this regard would like an opportunity to interact with officials involved in integrated development planning, performance evaluation and community participation.
I believe results of the study would inform policy formulation and implementation on the subject of community participation at the local and other spheres of government.

I hereby make a commitment to abide by all the ethical imperatives for academic inquiry.

Yours truly,

19/11/2012
B.Z. Mkentane

Approved/~~not approved~~

N. Pakade
Municipal Manager

Comments.....
.....
.....

## DEDICATION

I dedicated this project to my mother Mamlungu who passed away in 20026, may her soul rest in peace and to my father Edmond Rhoyi Mkentane who is still going strong at the age of 88 and is a source of inspiration to us all.

Let God be praised.

# ACKNOWLEDGEMENTS

The success of the project has been due to the patience and guidance of my promoter professor EOC Ijeoma he has given me strength and courage to continue to the end and for that ii will always be indebted to him.

A word of appreciation is also due to Pumeza Mbutuma, a colleague who has been a source of inspiration and motivation for me to complete the study.

The support that has been given by my family especially my loving wife Pumla and the girls and boys Nolubabalo, Andile, Nkumbuzo and Kwezi cannot go unnoticed. When I could not be with you to support you in your studies, to encourage you with your home work, you understood even, and when I had to go long hours to study you did not complain and for that I thank you.

A special word of thanks is due to all the research participants in Mnquma Municipality. The councillors, ward committees, community development workers, officials and the community of non-governmental organizations, business and community based organizations, have all contributed to the success of this project. To the Municipal Manager Mr N. Pakade, thank you ever so kindly for approving the study.

## ABSTRACT

The participation of communities and community organizations in Municipal governance is set in terms of the law as a mechanism to deepen democracy. Municipalities are required to develop a culture of governance that complements representative democracy with community participation. However the participation of communities in local governance has not translated to the strengthening of governance and the deepening of democracy as municipalities have not done enough to involve communities in municipal affaires. Lack of human resources, and financial capacity have been cited as some of the reasons that beset municipalities and undermine citizen participation. Municipalities have taken steps to encourage community participation and these include establishment of structures to enable participation, however without the guidance and financial support of the municipalities these structures are not able to perform their functions.

In spite of all the efforts made by municipalities to encourage participation, a culture of community participation has not yet taken root in local government. While the legislative framework provides for communities to participate, practice shows that the implementation of legislation is complex and requires dedicated capacities within the councils to be effective. This can be achieved when municipalities develop their own community participation policies which address their special circumstances, which must be reviewed on a regular basis.

Unless communities are empowered with knowledge on the available participation mechanisms, the dream of a culture of participation will remain just that, a dream. Thus civic education coupled with capacity building of officials will assist in ensuring the development of a culture of participation. Council must also develop mechanisms to evaluate the effectiveness of community participation processes and procedures, to avoid a one size fits all approach. It is imperative that councils as the legislative arm of municipalities must lead the process and not leave everything to the executive arm.

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# CHAPTER ONE

## 1.1 Introduction/Background Motivation for the Research:

The Apartheid regime has for hundreds for hundreds of years divided South African society according to racial and ethnic origins, where the whites had certain rights of citizenship which were denied to the Black majority. Amongst such were the rights to vote, to elect leaders of their choice and to contribute to the decision making process. Several laws and regulations were promulgated with the intention to keep the majority of the citizens under a oppression white the white minorities continued to develop materially and socially. This meant that whites had access to resources while the Blacks were denied access as they mainly reduced to the role of suppliers of cheap labor for the industrialized white communities.

The gathering of the Black masses in Kliptown which resulted in the adoption of the Freedom Charter was one of the most concerted and consolidated responses to of the oppressed to a system that was designed to keep the majority in positions of perpetual servitude. It is instructive that one of the principles to be adopted was that of self-determination which was represented in the clause " The People shall govern"( Freedom Charter: 1955). This call became the driving force behind the struggle for the liberation of South Africa from colonial oppression and was variously represented by the call one person one vote in a democratic non-racial and non-sexist South Africa.

The dawn of democracy in 1994 was not only a long awaited answer to the quest for self-determination of the Black majority, but it also opened doors for the masses of the country to test the commitment of the government to fulfill the aspiration of the people. The democratic government has enacted legislation aimed at promoting participatory governance, as an indication of its commitment to fulfill the aspirations of the people. The Constitution of the Republic of South Africa, 1996 as amended, states that the commitment of the democratic government is to building of a united democratic, non-racial and non-sexist society and to heal the divisions of the past. Two of the objects of local government as stated in section 152 of the

Constitution, 1996, are about the democratization of local communities and the participation of communities and community organizations on matters of local government.

The Local Government sphere is at the cold-face of service delivery. The citizens experience government on a daily basis at the local level where services are delivered, and this becomes a measure of the government's ability to satisfy the needs of the citizens.

The Constitution of the Republic of South Africa, 1996 as amended, makes provision for local government to, inter-alia:

a. Provide services to the community in a sustainable manner.
b. Provide democratic and accountable government for local communities.
c. Ensure the involvement of communities and community organizations on matters of local government.

These objectives of local government provide a yardstick by which the action of local government must be measured and as such any measurement of the performance of local municipalities must meet the requirements of sustainable service delivery and community participation on matters of local government.

Municipalities are required by law to prioritize service delivery and they must for this purpose develop Integrated Development Plans ( IDP 's). Integrated Development Plans ( IDP) are the primary planning tools of municipalities which outline the municipalities development priorities as well as available resources to support the development.

The participation of citizens in local government is held to be the cornerstone of democracy as it ensures the legitimacy of government and the ownership of decisions. Citizen participation is an integral part of local democracy and local municipalities are implored to ensure that communities and community organizations participate in municipal planning. In this regard the Integrated Development Plans ( IDP) of Municipalities become the focal point and primacy for community participation. ( Subban, Reddy & Pillay: 2008: 1). The realization of the objectives of local government is dependent on the extent to which communities participate in decision making processes of the local government.

The *Local Government Municipal Systems Act*, 2000( Act 32 of 2000) implores municipalities to develop a culture of local governance that complements representative government with citizens participation in order to ensure the realization of the object of local government set out in the Constitution, 1996 as amended.

However some scholars(Nzimakwe and Reddy 2008:), have noted that there are disparities between what the policy provides and the actual practice as the success of public participation will not depend on regulation of the system, but through innovative and creative local policies and legislation. Nzimakwe and Reddy ( 2008) posit that a culture of participation has to be inculcated and appropriate mechanism, processes and procedure must be developed. This means that the development of laws and regulations on community participation alone are not sufficient unless there is willingness on the part of the officials of the municipality to ensure effective implementation of the regulations. In this regard Subban, Reddy and Pillay( 2008:7) further point out that the success of community participation is not just through the framework of the Municipal Systems Act, but from the creativity displayed by the municipalities in their own policies and by-laws on invoking public participation. The focus of this study is to examine mechanisms used by Mnquma local municipality to ensure community participation.

The participation of citizens in government gives an opportunity for communities to determine the direction that government must take in order to give the best services.

This position is ably represented by the former president of the Republic of South Africa, Dr. Nelson Mandela in opening the first democratic parliament on the 24th May 1994. He articulated the role thus " We must, constrained by and yet regardless of the accumulated effect of our historical burdens, seize the time to define for ourselves what we want to make of our shared destiny"( cited in Thabo Mbeki: State of the Nation Address: Parliament of the Republic of South Africa, 3 February 2006: 3). In the statement by the former president is reflected an answer to the quest for self determination for the Black majority, which has been a driving force behind the struggle for liberation of the country. The participation of communities in defining what becomes of our shared destiny is dependent on the extent to which local municipalities enable the communities to participate in government programs.

However there are challenges in the performance of Municipalities which is shown in the level of dissatisfaction of the citizens by the services rendered by the government. According to a TNS Research Survey published in the Local Government Review, more than half of all urban South African's are dissatisfied with the service they get from their local municipalities.

The report says that this figure of 51% is ―effectively no change compared with the figure of 52% recorded in February 2010 and means that local government has effectively achieved nothing during 2010 in terms of improving people‘s perceptions of their service delivery‖( Local Government Review: November 2010:6).

The results of the survey point to the fact that participation of the citizens in the development of municipal plans does not deliver the intended results of closing the gap between the state and the communities either because the community is not sufficiently consulted or the inputs that communities and community organizations give to the IDP process are not implemented. As to whether there are obstacles to the implementation of community inputs into the IDP will be subject of the study. The results of the TNS Survey are also an indication that citizens are not afforded an opportunity to participate in the evaluation of performance of the municipality, because, if such an opportunity was afforded to the community, they would understand and appreciate what constraints the municipality is faced with in the delivery of services.

Since 2006, there has been increase in the number of community protest which are associated with poor service delivery or the total absence of services. This suggests that there is a gap between the citizens and government as represented by municipalities, and it is an indication that citizens do not approve of government action and thus cannot legitimize them. This is a threat to democracy as lack of ownership of government decisions by the citizens is tantamount to the rejection of government.

This paper examines the participation of citizens in the planning and performance evaluation processes of Mnquma Local Municipality. The researcher is of the view that participation in municipal planning should be followed by participation of citizens in the evaluation of the performance of the municipality. In this regard the citizens would be given an opportunity to

assess whether the municipality has implemented what the citizens had suggested during the IDP process. Therefore the following questions will guide the investigation:

a. Do the citizens participate in the planning of the Municipality, and if so,
b. Do the inputs of the citizens in the planning process find expression in the IDP and if so, how?
c. If not what are the hindrances to citizen participation in Mnquma and how can such be overcome.
d. Do the citizens participate in the assessment of the municipality's performance and if so how and if not;
e. What obstacles are there to the participation of citizens in assessment of municipal performance?

## 1.2 Statement of the problem

The participation of the citizens in the development of municipal plans does not deliver the intended results of closing the gap between the state and the communities either because the community is not sufficiently consulted in the process of planning or the inputs of communities in the plans are not implemented. The study will examine obstacles to the participation of communities and community organizations in municipal planning. Community participation must also extend to the process of reviewing the annual report of the municipality. As this mechanism enables municipalities to report back to communities it also affords communities an opportunity to understand obstacles to the implementation of their recommendations. If citizens are not afforded an opportunity to participate in the evaluation of performance of the municipality, they would not understand and appreciate what constraints the municipality is faced with.

## 1.3 Objectives of the study

The objectives of the study are as follows:

a. To investigate the involvement of the citizens in municipal planning and annual report review in Mnquma Local Municipality.
b. To do a critical analysis of mechanisms for citizen participation in the development of the Integrated Development Plan and the Annual Report review in Mnquma.
c. A Critical review of processes for participation vulnerable groups in Municipal Planning and Performance evaluation in Mnquma.
d. To make recommendations on measures to improve citizen participation in IDP and PMS within the local government sphere.

## 1.4 Significance of the Study

The study will have far reaching implications for community participation beyond the Mnquma Local Municipality as the concept of community participation is applicable to all the spheres of government. Lessons learnt from the study will be useful to improve community participation in Mnquma Local Municipality, and other local municipalities in the Amathole District and beyond.

The study will contribute to the existing body of knowledge on the subject of citizen participation and assist government and other policy makers to improve on the current legislation on community participation as well as develop tools that will make the implementation of the concept of community participation easily realizable for all concerned. It is envisaged that the study will throw more light on the subject of community participation as an academic discipline. It is anticipated that in the process of research, participants in the research especially councilors, ward committees and other stakeholders will learn about their rights to participate and be empowered with regard to the quality of service they can expect from the Municipality.

Through the study the National and Provincial spheres will take lessons which can help those spheres in their planning, implementation and evaluation of programs with a view to improve the delivery of services to the citizens and lead to good and stable government. By implication this must contribute to the strengthening of democracy and create confidence and trust between the state as a deliverer of services and the citizens as consumers of those services.

South Africa is a significant player in the African continent and through the efforts of South Africa's political leaders, the continent of Africa has developed common objectives towards the delivery of services to the citizens of the continent through the New Partnership for Africa's Development (NEPAD). The participation of citizens of member states in the African Peer Review Mechanism renders greater legitimacy to the process and strengthens the social contract between citizens and governments. The study can be used in the context of the Peer Review Mechanism of the African Union to strengthen governance in the continent. It is also expected that the study will expose areas for further research within the field of public participation.

## 1.5 Literature Review

The Literature review examines the theoretical framework in which the research is anchored as well as some of the key concepts common to the subject are exposed. Concepts provide a framework within which we think and they help us clarify our ideas in concise manner. They provide the building blocks to theoretical framework. In this study the following key concepts will be exposed, albeit superficially for lack of space and limitation of scope of the study, these are (1) Public Administration and public administration, policy development, planning decision making, citizenship, community participation and public participation.

### *1.5.1 Community participation is central to democracy*

According to Cloete ( cited in Khanyane:2008:17) Public Administration can be understood in terms of the six generic functions i.e. Policy making, Organizing, Personnel provision, Training and development, maintenance and utilization, determination of work procedures, financing, and exercising control".

However, according to the Gulick and Urwick school of thought ( in Khanyane: 2008: 5 ) Public Administration consists of the following generic functions i.e. Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting. While these functions are interrelated and interdependent in that one function leads to and re-enforces the other, for the purpose of the study on community participation, Planning, Policy making and Resource

mobilization and the role of citizen participation in the planning and performance management in local government sphere, will be examined. Municipalities are required by law to plan through the development of integrated development plans and community participation in planning places communities in the centre of the municipality's core functions.

### *1.5.2. Planning is primacy of community participation*

Du Toit *et al 1998:175,* describes planning as a process that focuses on the formulation of future objectives for the organization and on the means and methods of reaching these identified objectives. It entails deciding in advance what is to be done, who is to do it, how and when is it to be done. In terms of this definition and its application to planning in the Municipality, the citizen, through public participation, is given an opportunity to determine what the municipality will do in order to arrive at predetermined outcomes of service delivery and , how and when such must be done.

According to Robbins and De Cenzo ( 1995:6) planning means defining organizational goals, establishing a strategy to achieve the set goals and developing a comprehensive hierarchy of plans to integrate and co-ordinate activities to achieve the set goals. In this sense community participation in planning is not limited to the development of plans, but extends to strategies to achieve the plans. Unless communities participate in all the stages of the planning process, community empowerment will not be realized.

Hannekom and Thornhill ( 1983:63) states that decision making is implicit in the execution of the generic administrative functions of public administration. Decision making entails " chosing among alternative strategies for solving a problem or achieving a goal and consists of routine, adaptive and innovative decisions". Citizen participation in decision making allows the citizens an opportunity to choose amongst a number of alternatives, the best strategy for the municipality to achieve its goal of service delivery. The researcher will examine whether the participation of citizens in decision making is confined to routine and adaptive or does it allow the municipality and the citizens to come with innovative mechanisms to improve municipal planning.

According to van de Waldt( 2007:2 some theorists of democracy , notably Jean Jacques Rousseau and Thomas Jefferson argued that the health of democracy depends on the preservation of the special identities of local communities. It can be deduced from the statement that the

purpose of community participation must not only be to enable citizens to give input into municipal planning, but also to preserve the special identities of local communities. It can therefore be argued that the participation of communities in planning ensures that the plans reflect the values and beliefs of the local community. Viewed within the framework of critical theory, the contributions of the local communities in government planning would serve as a buffer against the negative effects of globalization and importation of foreign culture into communities. Thus community participation does not only strengthen democracy but it gives it unique local content which is enriched by the values of local communities.

Reddy( in van de Waldt: 2007;3) posits that local government is the level of government created to bring government to the local populace and to give citizens a sense of participation in the political processes that influence their lives.

Section 23(1)(a) of the *Local Government: Municipal Systems Act,, 32 ( Act 32 of 2000)* states that " A Municipality must undertake developmentally-oriented planning so as to ensure that it-

(a) Strives to achieve the object of local government set out in section 152 of the Constitution".

When read with section 152 of the Constitution, section 23 of the Systems Act, 2000 places an obligation on the local government not only to plan its activities but also to involve local communities in the planning process. While the provisions of the Systems Act,2000 ,are clear in terms of the need to involve communities in the planning at local level, Nzimakhwe and Reddy ( 2008:1) points out that there is a gap between policy and practice as the success of public participation does not depend on regulations and policies, but on innovative systems.

Section 152-(1) (a) of the *Constitution of the Republic of South Africa, 1996 as amended,*

states that the object of local government is " to provide democratic and accountable government for local communities". Democracy is understood as the government of the people by the people for the people, therefore, this implies that communities through the local government must be given the opportunity to govern. Accountability further re-enforces the point that the local government must not only be democratic but must also be accountable to the local community. This implies a close working and reciprocal relationship between the community and the municipality.

Section 152(1) (e) of the *Constitution,1996,* further states that the object of local government is " … to encourage the involvement of the communities and community organizations in the matters of local government". This section asserts the right of the community to participate in the matters of local government both as individual members and collectively as members of various formations or organizations in their communities. In terms of this objective of the municipality must not only expect the community to participate in municipal matters, but it also has a legal obligation to encourage the community to participate and must for this reason create mechanisms and provide resources to enable participation.

Section 16(1) of the *Municipal Systems Act ,2000* ( Act 32 of 2000) states that: " a municipality must develop a culture of municipal governance that complements formal representative governance with a system of participatory governance and must for this purpose:

(a) Encourage and create conditions for the local community to participate in the affairs of the municipality.
(b) Contribute to building the capacity of :
   - The local community to enable it to participate in the affairs of the municipality.
   - Councilors and staff to foster community participation.

***1.5.3. Community participation is key to realization of developmental state***

In terms of section 16 of the Municipal Systems Act, 2000 as amended, municipalities are enjoined to create the necessary capacity for communities and community organizations to take part in municipal planning and the councilors and officials must foster participation. Building the capacity of communities to participate means the municipality must allocate resources for community education as communities will not participate if they are not aware of the need and significance of participation.

The participation of communities in local government is not only limited to the area of planning, but extends to the development, implementation and review of the municipalities performance management system.

Section 38 (a) of the Local Government: Municipal Systems Act, 2000 ( Act 32 of 2000) states that a Municipality must

(a) establish a performance management system that is –

- commensurate with its resources
- best suited to its circumstances
- in line with the priorities, objectives , indictors, and targets contained in its Integrated Development Plan.

While this section places an obligation on the Municipality to develop a performance management system to ensure predictability of the services to be rendered to the community, section 42 of the Act states that " A Municipality through appropriate mechanisms, processes and procedures established in terms of Chapter 4 , must involve the community in the development, implementation and review of the municipality's performance management system and in particular, allow the community to participate in the setting of appropriate key performance indicator and performance targets for the Municipality".

Integrated Development Planning, Performance Management and working in partnership with all the citizen are the key pillars that define developmental local government (Subban, Reddy and Pillay: 2008:2). A developmental state is one that intervenes in the allocation of resources to influence the economic forces in favor of the poor. According to Pycroft and Van Der Waldt (cited in Subban *et al*: 2008;2) community participation in local government is a transformational tool which aims to " improve the standard of living and the quality of life of previously disadvantaged sectors of the community". As a tool for transformation of society community participation has the potential to enable municipalities to play a leading role in addressing the injustices of the past in terms of spatial planning, settlement patterns and economic distribution.

## 1.6 Research Methodology

Williams and Vogt ( 2012:18 ) define research methodology as a broad approach to scientific inquiry with general reference for certain types of design, sampling, logic and analytic strategy. The purpose of the study is to examine the participation of the community in planning and performance evaluation within Mnquma Municipality.

In this regard the critical role players in the development of the IDP and PMS can be divided into three main categories i.e. The Political Office Bearers, the Chief Officials and the citizens.

a. The Mayor, Speaker and members of the Mayoral Committee and the Councillors of the Mnquma Local Municipality.
b. The Chief officials and senior managers consist of the , the Municipal Manager , the IDP/ PMS/Strategic Manager and other senior managers in the Municipality dealing with IDP, PMS and Citizen Participation.
c. The citizens will consist of ward committees, civil society organizations, non-governmental organizations, community based organizations, business organizations, faith based organizations and other stakeholders, traditional leaders.

### 1.6.1 *Research Design*

Research design is about the research techniques and methods employed by the researcher to achieve a goal ( Hakim and Hyman:1997:3) Hakim and Hayman identifies two types of research i.e. theoretical research which is concerned with collecting data for producing knowledge and policy research which is concerned with collection of data to develop a solution to a particular problem. The study on citizen participation in local government is occasioned by the increase in the number of community protests related to the delivery of services which suggests that the citizens of the country are not satisfied with the services given by the state.

The study seeks to investigate community participation in planning, with the assumption that if citizens participate in planning they would give input to service delivery plans. The research will be conducted through questionnaires which will be developed for the specific groups however questions will remain similar. The questionnaires will be distributed to the target population as reflected above and will be collected and analyzed. In this regard the study will come with recommendations on steps that municipalities can take to deal with the problem.

Mnquma Municipality is made of three units i.e Ngqamakwe, Butterworth and Centane with 31 wards spread through the three magisterial district. Each of the wards has a ward councilor and 10 ward committee members drawn from the community organizations. The research will be widely representative of whole spectrum of the wards in the municipality so that all the units that make up Mnquma Municipality are represented.

While Mnquma is mainly a rural municipality attempts will be made to ensure that the urban/rural dynamic is fairly balanced .The research will make use a combination of stratified and purposive sampling methods to ensure the views of a wide range of sectors are represented.

### *1.6.2 Research tools and instruments.*

The research will be conducted through questionnaires which will be developed for the specific groups however questions will remain similar. The questionnaires will be distributed to the target group as reflected above and will be collected and analyzed. In this regard the study will come with recommendations on steps that municipalities can take to deal with the problem. Research questionnaires allow the participants to complete the information in relative freedom when they are collected later. However in cases where the return of questionnaires is in doubt the questionnaires will be administered by the researcher and filled in his presence. This also allow for explanation of questions that may not be clear. While this has advantages in that high rate of return is possible, the disadvantage is that participants may be influence by the presence of the researcher and give responses that are not completely objective.

### *1.6.3.__Identify your target population.*

Mnquma Municipality is made of three units i.e Ngqamakwe, Butterworth and Centane with a total of 31 wards spread through the three magisterial district. Each of the wards has a ward councilor and 10 ward committee members drawn from the community organizations. The research will be widely representative of whole spectrum of the wards in the municipality so that all the units that make up Mnquma Municipality are represented. The target population also includes the political office bearers, officials, ward councilors, ward committees, community development workers and non-governmental organizations and the business sector.

### *1.6.4. Hypothesis (Not relevant in all cases but may apply in some cases)*

N/a

### *1.6.5 Ethical Considerations*

Somekh and Lewin( 2006:3) , argue that because social science research focuses on people, it is important for the researcher to note the importance of ethical issues. Because knowledge confers powers, data collection and management must be guided by principles of informed consent and respect for the rights of participants. The study will touch on issues of service delivery which are very dear to the hearts of the people. Some of the participants may want to use this opportunity to air grievances about issues of service delivery and an expectation may be raised that the study will help them to solve some of their unfinished business with the municipality. The researcher undertakes to explain to the participants the purpose of the research so that there are no unrealistic expectations.

According to Babie ( 2007:62-63) researchers must ensure that there is voluntary participation in the research process and that the participants must be aware that they participate freely with no coercion.

The second important norm is that there must be an undertaking that no harm will befall the participants as a result of their participation in the research. With such considerations permission will be sought from the Municipal Manager for the distribution of the questionnaires amongst the members of staff, the Council and the ward committees. There will be an undertaking that the issues raised in the study with regard to the service delivery or lack thereof by the municipality will be treated with confidentiality and that no statement will be made public about the findings of the study with regards to the performance of the municipality on service delivery without the permission of the municipality.

## 1.7 Scope and Limitations of the study

The research will focus at Mnquma Local Municipality and investigate how the community participation in the planning processes and the performance evaluation of the municipality. Due the high level of community dissatisfaction about municipal services there is the possibility that the community may want to use the study to air their grievances against the government in general and the municipality in particular. To deal with this challenge the participants will be briefed on the purpose of the study in order to eliminate any ulterior motives.

Due to the high levels of illiteracy in the municipality, it is anticipated that some participants may be unable to complete the research questionnaire and consequently hamper the progress of the research. For this reason some of the questionnaires will be self-administered. This will ensure that the views express in the research do not only represent the learned community but a broad spectrum of the community.

Mnquma Municipality has for a number of years been beset by political instability and conflict and this may affect the research as some politicians may not be easily available and others may be reluctant to participate for fear of reprisals. This can have a negative effect on the rate of return of the questionnaires.

## 1.8 Clarification of Concepts and Terms

The study will expose the key concepts of citizenship, community participation and public participation, performance management system.

Concepts provide a framework within which we think and they help us clarify our ideas in concise manner. Concepts provide the building blocks to theoretical framework. In this study the following key concepts will be exposed, albeit superficially for lack of space and limitation of scope of the study, these are (1) Public Administration and public administration, policy development, planning decision making, citizenship, community participation and performance evaluation.

**1.8.1 Public administration**: comprises the generic functions like policy making, organizing, financing, staffing, development of work procedures, and exercising control over the execution of administrative functions.( Thornhill and Hannekom: 1995:52). The South African understanding of the public administration discourse is premised on the British understanding of democracy which encompasses the principles of political supremacy, efficiency, justness and fairness ( Thornhill and Hannekom: 1995:4).

**1.8.2 Policy Making:** Policy making is one of the primary functions within the public administration. It is a process that entails a series of decisions made with intention to choose the best option to solve a problem. Decision making is itself an exercise in allocation of values with intention to resolve on an option that carries more weight or value than others. Chapter 10, section 195 of the Constitution, 1996, as amended, outlines the principles of the South African Public Service which amongst others states that the public service must be guided by the values of the community.

**1.8.3. Planning:** is a process of formulation of future objectives for an organization as well as deciding on the means and methods to achieve the identified objectives. It essentially entails decisions on what is to be done , and who is to do it, with what resources and within what specific timeframes( du Toit *et al* 1998:175). Plans are time bound as they set what must be achieved within a specific period.

**1.8.4 Citizenship:** is a contestable concept lacking a fixed definition as it requires specification in terms of its use by historical participants in various historical situations ( Steward: 2001: 186). Citizenship is a flexible concept used at times to confer certain rights and responsibilities and at times to limit the same.

**1.8.5. Participation:** is defined by Pierterse as a political process that fosters access to information, influence over the allocation of resources, awareness of benefits of collective action in terms of strengthening livelihoods, increasing social capital and citizenship ( Pierterse: 2002: 12)

## 1.9 Outline of the Study

- **Chapter one** of the study is gives a broad background to the current governance environment, the problem statement, the research questions, the literature review and the research methodology as well as the ethical considerations and the delimitation of the study .a proposal which outlines the purpose of the study, the literature review and the research methodology as well as the ethical considerations and the delimitation
- . **Chapter two** focuses on an in depth review of available literature on community participation with the exposition of the key concept and their relevance in the Public Administration Discourse. In this Chapter, the Concept of Citizenship is given prominence as it locates the current participation discourse within an international arena and provides a basis for a better understanding of the community participation discourse in the country.
- **Chapter three** takes further from the Literature review and examines the place of community participation in Public Administration.
- **Chapter four**: focuses on the research methodology, in general and the research techniques, sampling, the research instruments and the presentation and analysis of data.
- **Chapter five** is focusing on the presentation, analysis and interpretation of data. The chapter provides the tools used in the analysis and interpretation of data.
- **Chapter six**: provides a summary of findings and recommendations from the study. It exposes areas for further investigation as well as the actions required to make community participation more effective in the local municipality.

## Conclusion

The Chapter provides a brief background of the political and public administration environment in the country which provides a broad framework for understanding the challenges relating to citizen participation. The problem statement, research questions, significance of the study, ethical considerations and research methodology, have been outlined.

In the problem statement a point is made that, although the local government legislative framework provides for participation of citizens, the benefits of community participation have not been fully realized by the government and the citizens. This results in a gap between the government and the citizens.

The research methodology has been outlined and the target population identified. As the study seeks to examine the perceptions and feelings of the community on the subject of community participation, a qualitative approach s proposed as a suitable methodology.

It is argued that the study has bigger implications due to the level of interest on the subject of community participation. The study has relevance for all municipalities and government departments can draw lessons for their public participation activities. Lessons learnt from the research can be used within the African Union in the African Peer Review Mechanism, to appraise member nations on the role of citizen participation in evaluating government performance.

The following chapters deal with in depth analysis of available literature

# CHAPTER TWO

## LITERATURE REVIEW

### 2.1 INTRODUCTION

The Participation of citizens in government is seen as an important pillar and defining characteristic of democracy. The South African government has, since the dawn of democracy developed a comprehensive legislative framework to encourage participation of communities in local government matters. However there is a body of opinion (Nzimakwe *et al*: 2008) that suggests that despite the provisions of legislation, community participation has not achieved what it is intended as it is not anywhere near the desired level.

The purpose of the study is to examine community participation in municipal planning and performance evaluation with special focus on Mnquma Local Municipality. Integrated development Plans ( IDP's) are the primary strategic planning instruments of municipalities which set the targets for development of the municipal area. Therefore IDP's are the primacy of community participation as they provide a window for communities and community organizations to influence the development trajectory of the municipality.

Mnquma local municipality has for a number of reasons, attracted attention due to the challenges of governance which range from court battles with the provincial MEC to the disruptions in the functioning of council. The vision of Mnquma Local Municipality commits the Municipality to creating an enabling environment that facilitates the empowerment of the community, whereas the mission statement seeks to ensure optimal use of resources in a manner that ensures active community participation ( htt//www.mnquma.gov.za) The study will examine whether the vision of the municipality is given expression in the participation of communities in governance.

Various scholars have written extensively on the subject of citizen participation in governance from various angles. ( Williams 2006: Muller: Considine 2005 ) agree that, whereas, there is no

single definition of the concept of citizen participation, there is general agreement that it remains a cornerstone of democracy. Some have emphasized the concept of community participation, while others have emphasized the notion of public participation. While the researcher is in favor of the concept of citizen participation, it is acknowledged that the words citizen, community or public participation are often used to refer to the same reality.

The study will examine the literature on citizen participation as well as the current legislative framework for citizen participation with a view to expose the concept of citizen participation and its relevance for the South African Local Government environment.

The study is located within the Public Administration framework which examines the behaviors and conduct of public office bearers in the performance of the governance function. Public Administration is generally defined within the framework of the generic functions which include planning, budgeting, controls, policy formulation, determining work procedures and evaluation. According to Hanekom and Thornhill (2008: 15) political and administrative office-bearers converge at the level of policy development and they are accountable to the citizens. Thus the participation of citizens in policy development and planning is meant to complete the accountability chain by ensuring that the views of the citizens are incorporated into the municipality's plans.

The involvement of the citizen in the planning process requires further exposition of the concept of planning. The Integrated development Plan as the primary planning tool of the municipality will receive attention. The study will examine the extent to which communities participate in the development of integrated development plans and whether Mnquma Municipality has developed mechanisms to ensure effective participation of communities and community organizations in matters of government. The study will further examine whether the aspirations of the community find expressions in the municipality's integrated development plans, budget and performance management system. In this sense the performance of the municipality also becomes a subject of discussion to the extent that the citizens are allowed to appraise the local government on its performance.

## 2.2 CONCEPTUAL FRAMEWORK

The Literature review examines the theoretical framework in which the research is anchored as well as some of the key concepts common to the subject of community participation. Concepts provide a framework within which we think and they help us clarify our ideas in concise manner. Concepts provide the building blocks to theoretical framework. In this study the following key concepts will be exposed, albeit superficially for lack of space and limitation of scope of the study, these are (1) Public Administration and public administration, policy development, planning, decision making, citizenship, community participation and public participation.

### *2.2.1 The Concept of Citizenship " A panacea for participation"*

To a certain extent a proper analysis of the concept of citizenship holds an opportunity for a better understanding and appreciation of community participation in South Africa and the world.

Beresford and Croft ( 1993:4) posits that citizenship is a useful concept for exploring community involvement as it concerned with people's participation as members of society.

Any discourse on community participation in local municipalities, must be located within the broad context of the participation discourse in the International Development arena. A brief historical reflection on the subject reveals that the current debate and practice of community participation in South Africa is by and large influenced by and has its roots in the concept of citizen participation in the international development arena.

According to Gunsteren and Leca ( in Steward: 2001: 186) citizenship is a contestable concept which lacks a fixed meaning as it requires specification in terms of how it has been used by historical participants in their respective historical contexts.

In order to understand the current thrust of South Africa's legislative framework on citizen participation a glance at the debate in the international arena on the subject is informative. In this context the interplay between the concepts of citizen, community and public participation will be exposed. It is however important to explore briefly some of the underlying assumptions around the concept of citizenship in order to understand citizen participation and its relationship to community participation.

### *2.2.2 Definition of Citizenship in relation to community participation*

Broadly viewed within the context of democracy, citizenship is defined by (Martson, Mithcel cited in Barnett and Marray: 2004: 93) as the rights and duties relating to an individual's membership of a political community. In terms of this understanding of citizenship there is both a sense of entitlement of the citizen to some kind of benefit for belonging to a particular political community, while at the same time there are certain expectations that the individual would fulfill certain obligations as a member of the community.

According to Steward (2001:185) citizenship has been at the centre of the dialectic relationship between domination and empowerment stressing the root of empowerment as freedom, egalitarianism and solidarity. In terms of this understanding, the concept of citizenship conjures the values of freedom, equality and liberty and in this context citizenship implies a coercive agency in a given political community. Citizenship integrates the demands of justice and community membership as it eschews a bond based on loyalty to some form of civilization which is a common possession (Marshall: In Steward: 2001:191)

According to Turner *et al* ( 2000:2) "citizenship can be defined as a set of practices ( juridical, political ,economical and cultural) which define a person as a competent member of society and which as a consequence shapes the flow of resources to persons and social group". From this definition it can be deduced that citizenship is associated with membership of a particular society and the flow of resources amongst the members of society. This implies that the delivery of services to communities is directly related to the extent of the participation of the citizens in the allocation and distribution of resources.

Turner (2000:5) further elaborates that the emergence of this notion of citizenship is related to the development of modernity where citizenship is not just a status but a contract. Thus it can be deduced that citizenship means a contract entered into by the state and the citizens in terms of which the state commits itself to provide a certain quality of services for the citizens wherein the citizens are to hold the state accountable for the delivery and quality of service. The notion of a contract brings forth issues of obligations, responsibilities and accountability that the contracting partners must keep and adhere to.

In terms of this notion the state has obligations of delivering services to the citizens, while the citizens have responsibilities to inform the state of the kind and quality of service they expect from the state. Through their participation in the development of the Integrated development Plan the citizen are given an opportunity to inform the state of the kind of services they expect, how the delivery of such services will be prioritized and what strategies are to be used to ensure effective and efficient delivery. Through their participation in the development and evaluation of the Performance management system they are given an opportunity to inform the state of the quality and of service and the level of performance they can expect from the state. Community participation enable citizens to set performance targets for the municipality.

According to Molen, Van Rooyen &Van Wyk (2002:40) the concept citizen refers to the collection of persons without paid office, wealth, special information or other formal power beyond source of their own numbers. The limitation of this definition of citizenship is its reference to people with no power of their own which excludes those people who may be from the business sector and thus command some form of power through their financial muscle. Such people are an important part of the citizenry of a state and their contribution to the development of the state is important. The authors further elaboration of a citizen as people who

- falls outside formal public administration system;
- People who demand certain services from government;
- People who supply certain services to the government;
- People who interact with government regarding the allocation of values to society; and
- Inhabitants of a country or people who share some form of national identity.

The development of the debate on the concept of citizenship has led to the emergence of two equally valid notions of citizenship, viz:

(a) Citizenship defines a distinct formal legal status associated with the emergence of the nation states. According to this definition citizenship is a status that is accorded to a person on the basis of belonging to a particular nation state by virtue of his/her birth or naturalization.

(b) The second notion entails an understanding of citizenship as a shared membership of a political community which is not necessarily associated with a legal status or membership of a particular nation state( Steward: 2001)

While the above reflects the abundance of literature on the subject of citizenship for the purpose of the study the definition of citizenship refers to people who share a common habitation of a particular community with shared values and expectations of a certain level of service from the state. In this mini-dissertation the concept of citizen participation, community participation and public participation will be used to refer to the same reality and citizen, community and public will be used inter-changeably to refer to the same concept.

According to Marshal (cited in Barnett and Marray: 2004: 96) the development of the concept of citizenship over the years has led to three identifiable categories of citizenship viz.

(a) **Civil Citizenship**- The concept encompasses the understanding of citizenship as defined by civil and legal rights like access to property. This class based understanding of citizenship defines citizens in terms of their possessions .It can be deduced from this understanding that the position played by the residents or tax- payers association can be traced to this notion of citizenship where people are defined in terms of their property as well as the economic contribution they make to the community.

(b) **Political Citizenship** – encompasses an understanding of citizenship as referring to the rights of citizens to participate in the political discourse which includes rights to vote, stand for election and generally to participate in governance processes. In terms of this understanding the voice that the person has in the community determines his/her status as a citizen or not in that particular community. A close association between this notion of citizenship and the local government legal framework on community participation is visible.

(c) **Social Citizenship** – The notion of social citizenship defines the relationship between the state as a provider of services and the citizens as a consumer of such services as access to water, education, health care e.t.c

The categories of citizenship as reflected above are not mutually exclusive of each other, but represented discernable tendencies within citizen formation in the world. These notions of citizenship also help with a better understanding of the origins of the notion of community participation and provide us with useful tools for a critique of the current citizen participation

paradigm in South Africa. The South African participation paradigm is largely based on the above notions of citizenship.

According to Marshall (2004:98) with the advance of social citizenship there would be retreat of class divisions in society and the citizens would form the necessary buffer between the moral and political active and the amoral nature of the market place. Marshal contends that access to such social services as education, health care, water etc would close the gap between the rich and the poor and in this context community participation assists in reducing poverty.

### *2.2.3. Limitations of the liberal definition of citizenship*

A critique of the liberal notion of citizenship is found in Marston and Murray 's ( 2004:99) contention that in spite of its embracing of the ideal of equality of individuals it has been a legal and political status that has systematically denied access to a wide range of social agents. It is in the face of this liberal definition of citizenship that the people of color, women, and people with disability have been deprived of equal rights of citizenship. Therefore it is imperative that studies on citizen participation must be sensitive to the involvement of vulnerable groups like women and people with disability to rid itself of the notion of antiquated liberal perceptions of citizenship. The South African Local government framework places emphasis on the rights of disadvantaged and vulnerable communities, including women, to participate in municipal planning.

According to Marston and Murray ( 2004: 101) citizenship formations develop when there are pressing issues that face a particular political community. An important determinant in the emergence of citizenship formations is the economy. The type of economic relations between the citizens and the state to a large extent determine the kind of relationship that develops between the state and the citizens. An exploitative economic relationship between the state and the citizens may lead to the formation of citizenship concepts which define the citizen in terms of the struggle for survival in an economically unfriendly environment. In this regard ( Williams: 2006 *community .pdf* ) contends that in South Africa community participation has its origin in the struggle against apartheid, but further notes that with the advent of democracy community

mobilization has comparatively declined, ostensibly because of change in power relations between the state and the citizens.

Whereas in situations where the state supports the citizen economic activity, like the creation of a friendly labor environment, the citizen may develop a relationship of solidarity with the state. This is supported by a research conducted in Canada on the attitude of the Government to migrants from Korea who brought wealth to the Canadian economy thus prompting the state to be more open to migrants from Asia because of their input into the local economy (Heywood 1994) . Thus the contribution of an individual to the local economy determines whether that individual can access citizenship of that political community and as such determines the citizenship of the community.

Thus citizen participation in the development processes of a municipality must take into account the varying citizenship formations in society. For example it may be interesting to find out what is the attitude of a particular local municipality to the participation of expatriates from Zimbabwe or Nigeria in the IDP processes of a municipality, where such expatriates have legitimate business interest in the local municipality, either as suppliers to the municipality or as traders making use of municipal services.

The researcher holds the view that the concept of citizenship holds the key to a deeper understanding of community participation. The South African legal framework on community participation is largely influenced by understanding of citizenship in the International Development arena.

### *2.2.4. Integrated Development Plans are the cornerstone of participatory development*

According to Hannekom and Thornhill( 1983:63) decision making is implicit in the execution of the generic administrative functions of public administration. Decision making entails " chosing among alternative strategies for solving a problem or achieving a goal and consists of routine, adaptive and innovative decisions". Citizen participation in decision making allows the citizens an opportunity to choose amongst a number of alternatives, the best strategy for the municipality to achieve its goal of service delivery. The researcher will examine whether the participation of

citizens in decision making is confined to routine and adaptive or does it allow for citizens to come with innovative mechanisms to improve municipal planning.

The changes in the South African Local Government brought about a significant shift in the manner in which municipalities were to go about their business. An important aspect of the new changes has been the emphasis on planning. According to Pieterse( 2002) the New Public Management approach has placed emphasis on planning and strategizing and resource management into the local government sphere. Accordingly planning has been moved to the centre of the life and work of municipalities. In terms of the Municipal Systems Act, 2000 ( Act 32 of 2000) Municipalities are required to develop " Integrated Development Plans".

Du Toit (*et al* : 1998; 175) argues that planning is a process that focuses on the formulation of future objectives for the organization and on the means and method of reaching these identified objectives".

Section 23 of the Municipal Systems Act, 2000, ( Act 32 of 2000, as amended) states that a municipality is must do developmentally oriented planning to give effect to the objects of local government set out in section 152 of the Constitution and also to fulfill its developmental duties. Section 29 further states that in the process of development of the IDP, the community must be consulted on their development needs and priorities and must participate in the drafting of the IDP.

In essence planning is a legal requirement for municipalities and such planning has to involve the communities which are the beneficiaries of the planning activity as recipients of municipal services.

Public administration is the activities undertaken by the political and administrative office bearers in the public sector to produce services for the community, and it enables government to fulfill its function of delivering services to the public. (du Toit and van der Waldt: 2007: 9). Policy making and Planning are the key component of public administration.

Policy making as a process entails a number of interrelated and inter-linked activities in terms of which a series of functions are performed to decide on an appropriate plan to achieve organizational goals. ( Du Toit and van der Waldt: 2007: 14) Such activities include the

identification of needs, investigating the cause of the problem, gathering information on issues related to the problem, and making a decision on how to develop a plan to solve the problem.

According to du Toit *et al 1998:175* planning is a process that focuses on the formulation of future objectives for the organization and on the means and methods of reaching these identified objectives. It entails deciding in advance what is to be done, who is to do it, how and when is it to be done. In terms of this definition and its application to planning in the Municipality the citizen, through public participation, the community is given an opportunity to determine what the municipality will do in order to arrive at predetermined outcomes i.e. delivery of services to the community.

According to Robbins and De Cenzo ( 1995:6) planning means defining organizational goals, establishing a strategy to achieve the set goals and developing a comprehensive hierarchy of plans to integrate and co-ordinate activities to achieve the set goals. In this sense community participation in planning is not limited to the development of plans, but extends to strategies to achieve the plans.

Craythorne ( 2011:306) defines planning as the process of setting goals and objectives, exploring alternative solutions, taking a decision, taking action followed by a periodic review of and adjustment to the plan. Thus defined public planning is intended to set goals and evaluate the implementation of the goals with a view to assess the extent to which the goals or plans have contributed a solution to the problem.

The introduction of planning into the local government environment has its roots in the United States of America in the 1980 when the business adopted the corporate planning culture. According to (Leach et al : 1994:116) strategic planning in the local government environment is an emulation of the corporate planning culture of the private sector and it looks broadly at the whole organization rather than the individual or section of the organization. It is premised on the total planning approach which is forward looking while informed by the past. This notion undergirds the requirement for planning in municipalities as is shown in the Development Facilitation Act. Thus Municipalities are expected to follow a total planning approach in the development of integrated development plans ( IDP's) hence the concept of integrated planning.

Cloete( cited in van der Waldt:2007:15-16) argues that planning is a set of processes which must be carried out in order to find the best course of action to achieve an objective. It entails weighing a number of option with the view to come up with the best option to achieve organizational objectives. Planning entails making a decision as to what is to be done, by who and how will it be done and when. In the context of the public sector in general and the municipality in particular planning means a decision about the kind of services that are to be delivered, by whom and how is the service to be delivered. In this context participation of communities in planning is an empowerment tool, which, by exposing communities to the intricacies of planning, imparts knowledge to them in such a way that they become informed citizens. By its nature participation exposes communities to the inner workings of the municipality in a manner that influences the direction of development in their favor.

### *2.2.5. Community Participation in Municipal Planning*

There is a general agreement amongst scholars that citizen participation is not a new phenomenon in public administration ( Molen *et al* : 2006:60) and according to Cole( 1960:5) it can be traced back to Rossouw's political theory. The idea of citizen participation has its roots in the classical theory of democracy and yet the structure of modern government is not that of pure democracy but that of a republic ( Bekker: 1996: 39). The Concept democracy is drawn from two Greek words "demos" which is rendered " people" and Kratos which is rendered " rule. ( Green : 1993: 21)

Thus in its purest form democracy means the rule of the people and is based in the Ancient Greece form where decision were taken in the face to face public meeting of the citizens. It can be deduced that citizen participation means the rule of the citizens where decisions are taken by the people instead of being taken by the representatives of the people. Heywood (1994:167) argues that two forms of democracy have emerged i.e. representative democracy and popular participation in government. While citizen participation may have its roots in the democratic theory, there is no doubt that the debate on the subject had the impact of pacing the concept of citizen participation within the developmental theory due to its contribution to improvement in the quality of lives of the community.

Citizen participation can be defined as a process wherein the common amateurs of a community exercise power over decisions relating to the general affairs of a community (Johnson in Bekker: 1996: 40).

The idea of citizen participation has its roots in the classical theory of democracy and yet the structure of modern government is not that of pure democracy but that of a republic (Bekker: 1996:39). The concept democracy is drawn from two Greek words “demons” which is “rendered people” and Kratos which is rendered “rule”. (Green: 1993:21) Thus in its purest form democracy means the rule of the people. It can be deduced that citizen participation means the rule of the citizens where decisions are taken by the people instead of being tasken by the representatives of the people. Heywood (1994:167) argues that two forms of democracy have emerged i.e. representative democracy and popular participation in government. Though citizen participation popular the benefits of popular democracy are brought to re-enforce representative democracy.

Citizen participation can be defined as a process wherein the common amateurs of a community exercise power over decisions relating to the general affairs of a community (Johnson in Bekker: 1996:40). Citizen participation is a political process that fosters access to the relevant information, influence over the allocation of scarce resources, awareness about the benefits of collective action to strengthen livelihood strategies and increase social capital. (Pierterse: 2002:12). Participation is essentially a process of social learning as it serves to empower the uniformed and marginalized members of the community about how they can access services of the state and advance their developmental interests with other members of the community.

Hickey and Mohan (2004:4) writes that participation is about the exercise of popular agency in relation to development and such public participation must entail a transfer of power to the people in such a way that they have a clear say in determining the kind of development that they like to see in their communities. Brautigham (as cited in United Nations study on pro-poor budgeting (2005:37) writes that participation is a central element of democracy and increasing citizen participation in economic policy is advocated as a way to make government spending more pro-poor.

According to Brynard (in Molen et al. 2002:59) participation is the activity undertaken to one or more individuals previously excluded in the decision making process. This definition of citizenship participation locates citizen participation within the framework of critical theory which seeks to construct a systematic, comprehensive social theory that confronts the key social and political issues of the day (Keller: 1989:1). According to Lisk (in Molen et al 2002:59) participation is the active involvement of people in the making and implementation of decisions at all levels and forms of political and socio-economic activities of their community. Molen (Molen et al 2002:60) posits that citizen participation refers to the active involvement by people who have a sense of belongings to the policy processes and who have an active role in determining the outputs of government citizen participation allows the community to claim their rightful place as citizen of the country with the right to make decisions about the direction that the government must take in the exercise of mandate to govern.

Hickey and Mohan (2004:12) posits that any discussion on the subject participation must take into account the wider debate concerning the changing nature of the state in relation to the process of democratization and decentralization. Participation must be ideologically explicit and be tired to a coherent theory of development. Secondly the locus of transformation must go beyond the local and communal and encompass the structural and institutional. It is a fact that the current paradigm of participation promulgated in the various pieces of legislations in South Africa, places much emphasis on the local and negate the role of the citizen in shaping developments at national and international level. Thus the transformational nature and potential of citizen participation is not fully utilized. The Municipal Systems Act, 2000 (Act 32 of 2000) places much emphasis on the participation of communities in the development of Integrated Development Plans which are but a local tool of planning with only limited application in the local sphere.

Plummer (2000:43) contends that participatory planning approaches are a mechanisms whereby the citizens/ communities needs can be translated into “needs based neighborhood level plans”. The participation of communities ensures that the needs of all the groups in the community, including the vulnerable groups, e.g. women, people with disability and those not able to read or

write,  are taken into account, resulting in greater ownership of the development and the outcomes. Through this process decision making is made simple and transparent.

The Department of Local Government encouraged municipalities to develop community based plans, ostensibly, as a mechanism to ensure that local municipal plans were informed by the development plans of the wards. Participation processes have to be guided by values of respect and integrity and the manipulation of citizens is not a show of respect for the citizens and it undermines the integrity of the institution and the process of citizen participation.

According to Ndzimakwe *et al* ( 2003:9) citizen participation "allows for an open and accountable process through which individuals and groups within selected communities can exchange views and influence decision-making of the municipality. Thus it is a democratic process where people engage, decide, plan,and play an active part in the development and operation of services that affect their lives (eThekwini Municipality 2006: 1)."

According to Driskell( 2002: 32) participation is about local communities involvement in decisions that affect them, it is a fundamental right of citizenship a means by which democracy is built and a standard by which democracy is measured. Community participation must be anchored on the values and aspirations of local communities as they

1. Have the most intimate knowledge of the area
2. Are most likely to be affected by the decisions taken in the development of their areas.
3. Development must take into account the interests of the local communities.

Citizen participation is an open, accountable, process through which individuals and groups within selected communities can exchange views and influence decision making. It is a democratic process of engaging people in deciding, planning and actively taking part in developments that affect their future ( Department of Provincial and Local Government: National Policy Framework: 2006:3). Citizen participation has to be open, and accountable in order to be effective and genuine. Openness means that there are no hidden agendas in the participation process. Some scholars have noted that much of what takes place in the local municipalities in the name of citizen participation is only an invitation of communities to endorse what the officials have already decided. In this sense participation is not an open process, but rather a manipulation of the citizens to accept what the officials have already decided.

According to Pauli( in Theron et al: 2000( 173) community participation means active participation in political decision making. Whereas activist view of community participation is that people must have significant control over the decisions concerning the product delivery process, development economists tend to define participation in terms of the equitable sharing of benefits of projects implemented in the communities.

This definition limits participation to the benefit of communities in projects implemented in the local community and does not take into account the importance of participation of citizens in the policy development at national and provincial levels of government. It remains a matter of concern that the public participation discourse in local government tends to be focused on the development of Integrated Development Plans and negates the value of citizen participation in shaping the national and international policy discourse.

### *2.2.6 Rationale for Community Participation*

The discourse on participation has produced two main reasons:

a. The consumerist notion of participation is premised on the understanding common in marketing environment which emphasizes the rights of consumers to have a say in the goods they receive. This notion is pits the citizen as a consumer of services and the state as a service provider. This notion of participation undermines the citizens as owners of the state and state machinery. It implies that where there are no projects or services, the citizen may not have the right to contribute to the policy discourse.
b. The democratic notion is based on the understanding that citizens are important stakeholders in the running of the state as they are not only consumers of services, but are decision makers. Democracy requires that the community must be fully involved in the governance process such that the decisions that are made in the process of governance are owned by the citizens. In the process citizens are not passive consumers of government services but are co-determinants of the type and quality of services that the government must render and influence the government policy discourse on a broader scale. In this sense the participation of communities serves as a tool for the empowerment of communities since through their participation they are better informed of the complexities of the governance process.

### *2.2.7 Community Participation in Performance evaluation of municipalities*

Section 42 of the Municipal Systems Act, 2000 as amended, provides for municipalities to involve communities in the development of the Municipality's performance management systems especially on the setting of targets and priorities for development. Section 46 of the Act, 2000 further implores municipalities to prepare annual reports which include a comparison of performance with the annual targets set for performance in the previous years.

Driskell( 2002: 34 ) further posits that participation must be reflective, allowing the local communities an opportunity to reflect and evaluate what worked well and what did not. The study examines this critical point of participation of communities in evaluating municipal performance.

Pieterse( 2002: 9) argues that a crude application of the principles of New Public Management presupposes that emphasis on performance management techniques is adequate to move public servants to act in developmental ways towards the municipalities and the citizen. However experience shows that without the community exercising oversight on the actions of the public representatives and the officials, the plans and strategies of the municipalities may not deliver results that meet the expectations of the community. Thus communities must be given the opportunity to evaluate government process through participation in the Municipality's review of the Annual report and in other processes.

Circular 32 of the Municipal Finance Management Act, 2003, provides for municipalities to establish oversight committees to perform oversight on the annual report. The process of oversight on the annual report must be open and allow for communities to express their views of how the municipality has performed during the period under review.

Council meetings where the Annual report is discussed are, in terms of section 129 of the Municipal Finance Management Act, 2003, open to the public and must discuss community submissions on the annual report and allow the public to address council. Community participation in this process allows the public to attend and have a voice in Council. The Council of the Municipality as the legislative arm of local government has the responsibility to promote

public participation and oversight and thus its is better placed to provide a platform for communities to evaluate executive action.

### *2.2.8. Benefits of Community Participation*

Scholars (Considine: 2005, Pieterse:2002, Bekker:1996) have written extensively on the benefits of citizen participation in governance. Areas in which citizen participation is seen to be beneficial include policy development, project implementation and evaluation of government performance.

Scholars on public participation ( Bakker et al: ) posit that public participation has benefits both for the participants and the policy planners. Listed amongst the benefits of public participation are the following:

- **Render Legitimacy to government Processes**. It is noted that participation of citizens leads to them owning the process and the product. In this regards government decisions that are taken with proper consultation of community are generally easily accepted to the communities. Citizens feel they are part of government and the decisions and plans are their own.
- **Ownership of decisions**- Through participation citizens are able to own the decisions. This is especially through where this involves development projects. The projects are likely to be defended by the communities as they feel that they have a say in bringing about them.
- **Community empowerment**- Community participation is a tool for empowerment of the citizens. When communities participate in decision making they get exposed to the nuances of policy development, planning, budgeting project implementation. They are exposed to the legislative framework as well as the technical aspects of governance. The end result is that overtime they are able to speak from an informed position.
- **Community participation is key to social transformation.** South Africa has gone through decades of apartheid domination where the majority of the people had no voice in matters of government. Some of negative effects of the system have been racially segregated settlement patterns with a concomitant distribution of resources favoring the White communities. According to Pieters( 2003:3) municipalities are at the heart of the “

intergovernmental effort to achieve democratic citizenship, integrated development and reconciliation between the divided communities of South Africa.

In this regard the participation of citizen affords the country an opportunity to heal the divisions of the past as envisaged in the Preamble to the country's Constitution, 1996. Municipalities are given the mammoth task of involving communities in development and essentially create the necessary dialogue amongst different races in a local municipality so as to be able to unite the community around one goal of community development

### *2.2.9 Challenges of Community Participation*

While the benefits of citizen participation are well stated in terms of the value community participations adds to the democratic discourse, there are challenges in implementing citizen participation. There are even more challenges in ensuring that citizen participation contribute to improved delivery of services to the community, as the purpose of this thesis is to evaluate the impact of citizen participation on service delivery.

According to (Liebenberg and Theron: 1997, Ham and Theron:1998:Muller ) challenges to citizen participation include apathy, capacity, costs and attitude of the public officials.

Some citizens are not interested to participate in spite of being afforded an opportunity to participate. There is a wide range of reason for the lack of interest. Some citizen may feel that their participation will not change the program in any case. Muller ( University of Zululand: 9) states that other reasons for apathy include lack of knowledge, ignorance, illiteracy, perceiving government as illegitimate, and or isolation. Local Municipalities must be aware of these challenges to participation and development mechanisms to deal with them.

According to Houston (2001: 208) it is difficult to meet the demands for citizen participation in the planning processes of municipalities due to the following limitations

(a) **Lack of experience with participation in local governance.** This may be largely due to the fact that most municipal officials are used to the old school of doing planning and

they are not equipped to work in line with the new paradigm. Thornhill and Hannekom( 1996: 44) posits that citizen participation requires a system of management that make it possible for citizens to access government structures. The role of the officials in enabling community participation is crucial to the realization of effective participation. In this regard Muller, in a study on the entitled on whose interest is local government maintains that the views of the community are blatantly disregarded as the officials are used to do things in the old fashion and regard participation as a waste of time( Williams 2006:)

(b) **Planning involves highly technical issue**. This situation makes it difficult for communities to understand and participate in. This may be exacerbated by the fact that the language of communication and documentation is not familiar with the majority of community members. In the majority of cases municipal documents are written in English and as such people who are not proficient in the language may feel alienated. Add to this the very high rate of illiteracy in African communities and the result is that many people may not take the opportunity to participate seriously. The language bearier also affects people with disability as most municipalities are not able to produce the documents in a language that assists people with visual challenges.

(c) **Problematic relations between councilors and communities**. Some councilors don't enjoy the support of their communities due to a number of factor including the manner in which they are nominated to be councilors as well as the contestations that precede the nomination processes.

(d) **Lack of resources**: Craythorne (2006: 307 ) notes that council have a duty, within the municipality' financial and administrative capacity, to provide democratic and accountable government and encourage involvement of local communities. Some municipalities are not able to generate enough revenue and this affects community participation as they depend on conditional grants which come with certain conditionality's. In this regard it is common for municipalities to prioritize service delivery and push participation issues to the background. This is further exacerbated by lack of human resource to champion community involvement.

Capacity constraints to participation include lack of transport, finance, as well as issues of illiteracy and the language used to develop the documents. In the majority of cases the

municipality provides the transport and catering for participants in IDP road-shows in order to address the issues of capacity and ensure that even those less fortunate are afforded an opportunity to participate. The problem with this approach is that it has the potential to be abused by the officials and the politicians. There is the possibility that those who are more likely to disagree with the proposed plans may be sidelined in the transport arrangements.

Some activities of the government are too technical and of no interest to the ordinary citizens. This may be boring to the citizens who regard the participation in such activities as a waste of time .Generally planning is a highly specialized area which requires that the officials be involved to explain to the citizens what the plans entails. Citizens who have low functional literacy levels may find the details of the planning tedious. This may result in citizen less interested in participation in the future as they see it as a waste of time and a preserve for the learned. Added to this is the possibility that under such circumstance the citizens may not be able to follow up on whether the plans are being implemented or not as the level of sophistication may leave citizens without clarity of what the municipality will be doing.

Planning of the IDP in the majority of cases is just an endorsement of pre-determined plans of the municipality. The question is how much pre-planning must the officials do before consultation with the community. The challenge is that for officials to do planning they rely on a lot of information from other quarters, for example National Treasury sends estimates of amounts to be transferred to each municipality, while the sector departments may be having certain plans which have a bearing on the municipality future plans. This information is received and processed by officials and it is bound to influence plans of the municipality, as some of the funding comes with certain conditions, thus making it difficult for officials to present such information to the public without determining the direction that the funding should take. This makes inevitable that the officials will have some influence on the plans in one way or the other.

This situation is made worse by the attitude of some officials who feel that citizen participation is a waste of time and constitutes an intrusion into their areas of expertise. According (Tshishonga and Mbambo :Forging Democracy from below: *Challenges and imperatives of*

*crafting community participation and engagement* ) , " It is evident that municipal officials still feel comfortable by doing things the way they used to do before the democratic dispensation. Such mindsets inhibit constructive dialogue with communities. Hence the dream of ensuring people' governance and people centered development is not realized."

Therefore there has to be an element of trust between the officials of municipalities and communities in order to have effective participation of the citizens. The development of a culture of participation is an essential long term remedy for effective participation of the citizens. In this regard ( Thornhill and Hannekom: 1996: 2) argues that citizen participation requires joint action and responsibility between the citizens and the public manager. There has to be a change of attitude by the officials to be able to develop systems of policy formulation that accommodate citizen participation through all the stages.

## 2.3. LEGISLATIVE FRAMEWORK

South African local government is governed by various pieces of legislation which emphasize the importance of community participation in matters of governance. Cited below in brief is some of the key legal provisions which promote community participation in local governance.

### *2.3.1. The Constitution of the Republic of South Africa, 1996 as amended*

The Constitution of the republic of South Africa, 1996 as amended, lays a firm basis for the participation of the citizens in government. In this context various sections reflect the spirit and object of the Act, 1996, as the deepening of democratic governance. The Preamble to the Constitution lays the objectives of the Constitution as being:

(a) "Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights.
(b) Lay the foundation for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by the law".

The objects of the Constitution place emphasis on the democratic values and the rights of the citizens to determine the direction of the government through the expression of their will.

Section 152 of the Constitution, 1996, sets out the object of local government as follows:

(1) To provide democratic and accountable government for local communities.
(2) To ensure provisions of services to communities in a sustainable manner.
(3) To promote social and economic development
(4) To encourage the involvement of communities and community organizations in the mattes of local government

Therefore it can be deduced from the above that local government is seen as the sphere that has responsibility to translate the objectives of the constitution in terms of extending the reach of democratic governance to the local communities. The provision of democratic government means that the people must have a say in the decisions that are taken by the government, while the accountability means that those elected to govern must report back to the communities on the actions that take while in government. Thus the promotion of social and economic development as well as the provision of services to the community is premised on the fact that the citizens determine the kind and quality of development and service they desire, through the involvement of communities and community organizations in matters of government. While the Constitution lays the foundation for citizen participation in government, it does not provide the details of how that participation will take. The Municipal Structures Act and other legislations provide the mechanisms for the participation of the citizens in matters of government.

### *2.3.2 The Local Government Municipal Structures Act( Act 117 of 1998 as amended)*

The Local Government Municipal Structures Act, 1998 ( Act 117 of 1998) provides the mechanism for the participation of the citizens in municipal governance. According to section 19(2) and (3) of the Act, 1998, "A Municipal Council must annually review the needs of the community as well as its processes to involve the community and must for this purpose " develop mechanisms to consult the community and community organizations in performing its functions and exercising its power". The Act, 1998, provides key areas in which communities must participate i.e. needs identification. The municipality is obliged in terms of the Act to set mechanisms to consult the community and community organization on the needs of the

community and how such needs will be met. In this context the municipality cannot decide on what services will be given to the community and how without getting the input of the community. The consultation of the community is not to be confined to individual members of the political community, but community organizations are to be consulted as well , ostensibly , to ensure that collective interests of certain groups in the community are taken care of in the planning process. Thus the individual citizen and the corporate citizen are considered for participation.

**Section 56(3)(g) of the Act, 1998** provides for the Executive Mayor to " annually report on the involvement of the community and community organizations in the affairs of the municipality". The Executive Mayor is accountable to the Council for the exercise of his/her powers and the performance of functions. For this reason the Mayor must account to the Council on an annual basis on how community and community organizations have been consulted in the process of developing the plans and programs of the municipality. This is done in order to ensure that the Council approves decisions that reflect the aspirations of the community.

**Section 56(3)(h)** provides for the Executive Mayor to " ensure that regard is given to public views and report on the effect of consultation on the decisions of council. In this regard there is a responsibility on the Mayor to ensure that the inputs of the citizens in the planning process are incorporated in the plans of the municipality as well as to commit to the effectiveness of the process of consultation.

**Section 73 of the Act, 1998**, makes provision for the establishment of ward committees as a mechanism for community participation. The sections states that the object of ward communities is to "enhance participatory democracy in local government". The functions of ward committees include:

(a) Make recommendations to ward councilors on any matter affecting the ward.
(b) Perform such duties as may be assigned to them by the Council.

The election of persons into the ward committee must be done with consideration of the following:

(i) Representation of women in the structure to ensure that women as groups are considered in the development of the municipality.

(ii) The representation of diverse interests in the ward.

From the above it can be deduced that the election of ward committee is a mechanism to enhance democracy and open avenues for the community to participate effectively in the matters of local government. Therefore ward committees are a mechanism by which democracy is extended to the communities and they should be all-inclusive taking on board a wide rage of community organizations and interests groups. It remains a question whether ward committee elections in the municipality fulfills such a requirement and whether indeed various interest groups in the ward are represented.

**Section 81 of the Act, 1998**, further makes provision for the participation of traditional leaders in councils in areas which observe a system of customary law. In terms of section 81( 2) traditional leadership participation in council must include attending and participating in meetings of council.

Further to such provision for participation in council, section 81(3) states that " before a municipal council takes a decision on any matter directly affecting the area of a traditional authority , the council must give the leader of that traditional authority the opportunity to express a view on the matter'.

The provision for participation of traditional leaders in council and in particular the requirement for the consultation of the leaders of a traditional authority on matter affecting his/her area, open a further avenue for the citizens to participate in municipal planning and administration in line with their values, norms and customs.

### *2.3.3. The Local Government Municipal Systems Act ( Act 32 of 2000 as amended)*

According to section 16 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) a municipality is expected to develop a culture of municipal governance that complements representative governance with community participation. The requirement of municipalities to

develop a culture of participation is to ensure that participation is not a once event, but is build into the body-politic of the municipality.

In terms of this provision the local government sphere is required to ensure participation of citizens in municipal planning as well as to capacitate communities to take in governance. Section 38 (a) of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) states that a Municipality must

(b) establish a performance management system that is –

- commensurate with its resources
- best suited to its circumstances
- in line with the priorities, objectives , indictors, and targets contained in its Integrated Development Plan.

While this section places an obligation on the Municipality to develop a performance management system to ensure predictability of the services to be rendered to the community, section 42 of the Act states that " A Municipality through appropriate mechanisms, processes and procedures established in terms of Chapter 4 , must involve the community in the development, implementation and review of the municipality's performance management system and in particular, allow the community to participate in the setting of appropriate key performance indicator and performance targets for the Municipality". The Municipal Systems Act entrenches participation of communities in municipalities in both the planning phase of policy development (IDP) and the evaluation phase.

### *2.3.4. The Municipal Finance Management Act ( Act 56 of 2003).*

Section 23(1)(a) of the Act, 2003, the Council of a Municipality must in considering the budget consider the views of the " local community in the budget preparation process". This provision does not only allow the community to participate in the budget process, but also obliges the municipality to consider the views on the community in the preparation, presentation and adoption of the budget. This provision has special significance at it gives the citizens a stake in decisions pertaining to the allocation of resources. Participation in determining the allocation of resources gives the citizen the opportunity to influence the flow of resources in manner that ensures that his/her basic services are met.

In terms of section 130(1) a meeting of the municipal council at which the annual report is to be tabled and discussed or where decisions concerning the annual report are to be taken, must be open to the public. The Act makes it possible for the members of the community to be part of the discussions of the performance of the municipality.

Circular 11 of the Municipal Finance Management Act, 2003 provides for municipalities and municipal entities to prepare an annual report for each financial year and further states that,the Annual report of a municipality is an important tool for the citizen to monitor the performance of the municipality on service delivery as its aim is to:

- To provide a record of the activities of the municipality or entity;
- To provide a report on performance in service delivery and budget implementation; and
- To promote accountability to the local community."(MFMA Circular 11:1).

From the above to can be deduced that the citizen of a municipality are not only encouraged to participate in the planning process through the IDP process, but are also invited to take part in discussions of reports on how the municipality has fulfilled its objectives set out in the IDP. The citizen is therefore invited to evaluate the performance of the municipality. The act further makes provision for reasonable time to be allowed "for discussion on any written submissions received from the local community, or organs of state and for members of the local community or any organs of state to address the Council on the performance of the Municipality".

### *2.3.5. The White Paper on Local Government*

The White Paper on Local Government, 1998, provides a broad framework for the transformation of local government from apartheid based, racially segregated government to developmental local government. From the White Paper a number of legislations have been developed to give effect to the object of the White paper. The White paper gives three key areas

for the attainment of developmental local governance viz. integrated development planning, performance management and working with local citizens.

### *2.3.6. The Reconstruction and Development Document*

The Reconstruction and Development Program is a framework document of the African National Congress which mapped the way for taking South Africa out of the apartheid past into a new South Africa where equality, freedom and democracy reign.

The Reconstruction and Development Program ( htt//www.polity.org.za), commits to a people drive process which emphasizes that ‘ development is not about delivery of services to a passive citizenry, but is about involvement and empowerment. In linking democracy, development and people centered approach the document lays a foundation for the local government to play its part as an agent for democratization and social transformation.

## 2.4. CONCLUSSION

The literature review has focused on the wealth of study conducted on the subject of community participation. The research holds the view that an understanding of the concept of citizenship is central to the understanding of community participation and the challenges related thereto.

Participation in development planning of municipality affords the communities and community organizations a voice in the development trajectory of the municipality. However there are certain challenges in the implementation community participation in local government as some officials regard it as a waste of time and resources. In essence a culture of community participation as envisaged in the Municipal Systems Act, 2000, has not yet taken root in local government.

# CHAPTER THREE

## THE PLACE OF COMMUNITY PARTICIPATION IN PUBLIC ADMINISTRATION

### 3.1 Introduction

The previous chapter has focused on the Literature review, examining available literature on the subject of Public Participation. In the previous chapter the Concept of citizenship has been given prominence as it provides a window to a be3tter understanding of South African local government legislative framework on community participation.

The Concept of citizenship helps to locate the South African public participation discourse within a broad global context as well as within a rich historical framework. The reflection on the concept of citizenship shows that the legislative framework on public participation is informed by the participatory discourse in the international development arena which has its roots in the evolution of the concept of citizenship from the Ancient Greek City States.

It has been argued that the concept of citizenship is central to a better understanding of the various paradigms that inform the public participation discourse in the South African public administration circles.

While Integrated Development Planning provides a window for citizens to participate in development planning, and budgeting with the possibility of making budgeting pro-poor, the annual report process provides an opportunity for communities to evaluate the performance of municipalities.

Public Administration as an academic disciplines is a study of the behaviors and actions of the public office bearers (politicians) and the public officials as they carry out administrative functions. The generic administrative functions( e.g. planning) take place within specific communities and the participation of communities in influencing how such functions are carried out informs the general administrative discourse.

### *3.2 The place of community participation in Public Administration*.

Scholars of Public Administration( Thornhill and Hannekom et al) concur that as much as it is difficult to develop a theory of public administration, certain key generic functions can be identified which run through all public administration endeavors and these are, Planning, Organizing, Staffing, Directing, Coordinating , Budgeting and Reporting.

According to the Gulick and Urwick school of thought (in Kanyane: 2008:5) Public Administration consists of the following generic functions i.e. Planning, Organizing, Staffing, Directing, Coordinating Budgeting and Reporting. While these functions are interrelated and interdependent in that one function leads to and re-enforces another, for the purpose of the study on community participation, the researcher will focus on Planning, Resource mobilization, exercising of control and reporting. These functions are visible in the Municipalities Integrated Development Planning and Budgeting process as well as in the annual reporting processes.

Essentially public administration as a governance function is concerned with the actions of public office bearers and officials as they perform governance functions to meet the service delivery needs of the communities. Thornhill and Hannekom( 1983: 6) contend that the South African public administration discourse has drawn influence form the British interpretation of democracy within its emphasis on political supremacy, the rule of law, efficiency, fairness, justice and it is characterized by increasing involvement of government in community life. According to this paradigm government exists to promote the common good, and in this context the community values must determine what constitute the common good as envisaged in section 195 of the Constitution, 1996. Community participation thus becomes an essential part of the public administration to ensure that the practices of the public officials are informed and guided by the values of the community. Communities must be consulted on the services that government plans to deliver and determine the quality and standards of services in line with available resources. In order for government to deliver services it is important that policies are developed to guide public offices and resources must be allocated to fulfill the plans.

Citizen participation is a political process that fosters access to relevant information, influence over the allocation of scarce resources. It enables awareness about the benefits of collective action to strengthen livelihood strategies and increase social capital( Pierterse: 2002:12).

Participation is a process of social learning as it serves to empower the uninformed and marginalized members of the community about how they can access services of the state and advance their developmental interests. Thus to be effective community participation must be biased in favor of the marginalized members of society.

According to Thornhill and Hannekom( 1983: 63) decision making is implicit in the execution of the generic administrative functions of public administration. It entails "choosing among alternative strategies for solving a problem or achieving a goal and it consist of routine, adaptive and innovative decisions" . The involvement of communities in the process enables them to choose amongst a number of alternatives, the best one to achieve a common goal. Political and administrative office bearers converge at the level of policy development and planning and they are accountable to the citizens. Thus the participation of communities in policy development and planning is meant to complete the accountability chain by ensuring that the views of the community are incorporated in the municipality's plans.

Hickey and Mohan( 2004:12) posits that any discussion on the subject of community participation must take into account the wider debate on the changing nature of the state in relation to the process of democratization and decentralization. Community participation supports the process of deepening democracy in such a way that the ordinary citizens can have a say in the decision making process of government. In this decisions are not only made by the elected representatives, but communities are assigned certain areas in which they can take decisions.

### *3.2.1. Community Participation in Policy Formulation*

Policy making is one of the primary functions within the public administration discourse and it entails the formulation of broad objectives intended to resolve a particular problem to achieve the common good. It is a process that entails a series of decisions which are made with the intention to choose the best option to solve a problem. It is an exercise in the allocation of values, with the intention to resolve on an option that carries more weight or value towards a solution ( Hannekom and Thornhill: 2008:16). Chapter 10 section 195 of the Constitution outlines the values that must guide Public Service in a democratic society amongst these is a requirement that community values must be respected. In this regards community participation becomes more

important in any policy discourse so that the outcomes reflect the values of the community. The Integrated Development Plans are the broad policy statements of the municipality about the development and allocation of resources for the development of the municipality and resolution of the community's social and economic challenges.

### *3.2.2. Integrated development planning is focus of community participation.*

According to Brynard ( in Bekker: 1996:42) effective participation is reckoned to exist where decision making aimed at development of plans, allocation of resources, delivery of services involves those who are affected by the decisions so that the results reflect their values and aspirations. The Integrated Development Plans( IDP) and Budget of municipalities are the primary planning instrument which outline the municipalities development objectives and priorities and these must be developed in consultation with the community such that their aspirations and values are reflected in the plans.

The IDP's are developed for five years, but reviewed annually so that they take into account the changing nature of the community's needs and requirements. A critical component in this process is the identification of needs which must inform the plans and this must involve communities. The participation of communities in this process has an empowering dimension as the ordinary citizens are afforded an opportunity to influence the process of allocation of resources to meet their developmental needs.

### *3.2.3. Community Participation and Performance Management*

The actions of government revolve around decision making and ensuring that such decisions are carried out, thus policy making, controlling and oversight functions are fulfilled. Good governance is about the manner in which power is exercised in the management of the country's economic and social resources to achieve the common good( Van der Waldt 2004:3). Good governance is measured in terms of accountability, efficiency, effectiveness, responsiveness of those elected to govern and the participation of the citizens in the governance process.
Kearney and Beraman( in Van der Waldt: 2004: 36-37) posits that performance management is the management of the public programs and the outcomes which measure whether the promised work has been done and whether the predetermined objectives have been achieved through the

work done. The measurement of outcomes provides the strongest link to the strategic goals of the municipality, customer satisfaction and economic development. The participation of citizens during the council's oversight on the annual report enables citizens to contribute in the process of evaluating the performance of the municipality in the delivery of services. Whereas government officials are concerned about the output, citizens are mainly concerned with the outcomes as they are not only looking at the delivery of services but mainly about whether the services rendered improve the quality of life. This completes the accountability chain, and supports the controlling functions of officials as they must ensure efficiency of service delivery.

### *3.2.4 The significance of community participation for Public Administration*.

The above sections have focused on the link between community participation and public administration as government practice. However, community participation has special significance for Public Administration as an academic discipline. The discipline of Public Administration examines the daily activities and practices of public representatives and officials in their performance of executive function to ensure dialogue between theory and practice. Public Administration as an academic discipline enjoys the participation of communities in government as it provides opportunities for expansion of frontiers of knowledge. New knowledge frontiers are opened for indigenous knowledge systems to be , identified, harvested and harnessed to provide new knowledge and develop new theories in the Public Administration arena.

## Conclusions

The Chapter has been dedicated to the place of community participation in Public Administration. It has been argued that a theoretical framework for Public Administration is the generic administrative functions i.e. policy making, planning, budgeting, control reporting and these functions are undertaken by public office bearers and officials as part of executive functions to meet the common good within specific communities. As envisaged in section 195 of the Constitution, the values of the community must guide the action of public officials in the performance of the governance function. The academic discipline of Public Administration reflects constantly on the practice of public administration and thus benefits from the knowledge

systems that are generated through community participation process as these input indigenous knowledge to the government process. Public Administration must through research and knowledge management techniques harvest and preserve indigenous knowledge generated through community participation processes.

# CHAPTER FOUR

# RESEARCH METHODOLOGY

## 4 .1 INTRODUCTION

The South African Local Government Legislative framework provides for the participation of communities and community organizations in matters of governance as a mechanism to address the apartheid based systems of government which was based on exclusion of the majority of citizens in government.

The pieces of legislation seek to ensure the development of people driven governance to deepen democracy and ensure sustainable development. The Local Government Municipal Systems Act (Act 32 of 2000 as amended) encourages municipalities to develop a culture of municipal governance that complements representative governance with participatory governance.

In addition to this municipalities are expected to develop mechanisms, procedures and processes to enable community participation including the participation of previously disadvantaged individual, vulnerable groups and women.

The participation of communities holds the key to empowerment of communities, the democratization of society and improvement of quality of life of the citizens.

However there is body of opinion that contends that despite the myriad of legislations to foster community participation, the effects of community participation have not been felt or community participation has not taken root in the body politic of local municipalities.

The research will examine the participation of communities and community organizations in the Mnquma local municipality.

### 4.2.1 *Ethical Issues in Social Research*

Somekh and Lewin( 2006:3) , argue that because social science research focuses on people, it is important for the research to note importance of ethical issues. Because knowledge confers powers, data collection and management must be guided by principles of informed consent and respect for person (Silverman: 2002).

The study will touch on issues of service delivery which are very dear to the hearts of the people. Some of the participants may want to use this opportunity to air grievances about issues of service delivery and an expectation may be raised that the study will help them to solve some of their unfinished business with the municipality. The researcher undertakes to explain to the participants the purpose of the research so that there are no unrealistic expectations.

According to Babie (2007:62-63) researchers must ensure that there is voluntary participation in the research process and that the participants must be aware that they participate freely with no coercion.

Silverman (2002: 270) notes that because qualitative research deals with peoples behaviors it is not only the researchers values that must be scrutinized, but the responsibility must be projected. The in depth interaction, intimate engagement with peoples private and public lives offered by the qualitative enquiry increases the premium on the researcher to uphold high ethical standards and levels of integrity.

## 4.3 *Research Methodology*

Williams and Vogt (2012: 18 ) define research methodology as a broad approach to scientific

.inquiry with general reference for certain types of design, sampling, logic and analytic strategy. Research Methodology is a branch of philosophy that analyzes the principles and procedures of scientific enquiry in a particular discipline (htt//wwwthefreedictionary.com-12/11/2012.)

A methodology is a guideline system for the solving a problem with specific components or phases, tasks, methods, techniques and tools. It can also be defined as an analysis of the principles, methods, rules and postulates employed by the discipline or systematic study of methods.

Research methodology revolve around four main mechanisms for data collection, i.e. talk, observations, analysis of pre-existing documents, and drawings, photography and videos ( Williams: 2002, Silverman, 2002: Denscombe 2002).

Social science research leans heavily on the contribution of the natural sciences and as such the research techniques , tools, and standards have to comply with the requirement of precise measurements, careful record keeping and objectivity ( Denscombe 2002:7).

### 4.4 *Dominant Paradigms in Research Methodologies*

Three paradigms in research methodologies have emerged over the years. i.e. positivism and interpretive and emotionalism.( Denscombe 2002, Silverman 2001).

The Positivist paradigm to research posits that the social world around is objective and ready to be studied. Positivism places much reliance on empirical observations, and in the objectivity of observed reality. The tools used in the research must not affect the outcome or introduce bias in the respondents mind. In the positivist tradition the neutrality of the researcher is a foregone conclusion and his/her beliefs, values opinions and attitudes should not affect the results of the investigation.

According to Denscombe (2002) interpretive or constructivist approaches is a broad reference to any approach that is not positivist in nature. The social world is not something that exists objectively waiting to be discovered but it constantly influenced by people, constructed and interpreted by people in their constant interaction with the social world. In this regard the research must approach the social world with the understanding that it is influenced by people and constantly changes and thus the meaning to be derived out of the research experience is a product of what the people around us make the world to be. In this regard ,( Denscombe 2002:19) , points out that , human beings react to the knowledge that they are investigated and

this affects their objectivity as they may construct response to the research question to suit the investigation or please the interviewer.

The emotionalist paradigm believes that the interviewer has influence on the outcome or response of the interviewee which enable the interviewee to give a particular response to a question which holds true for the purpose of the research. According to Silverman ( 2002;90) emotionalist seeks to elicit authentic accounts of subjective experiences. The interviewer must develop a rapport with respondents, share his/her experiences to draw authentic and honest responses on the question and encourage the interviewee to be emotionally involved. For example an interview on the importance of factories opening day care centers may draw more positive response from women employees on the basis of emotional attachment to the matters at hand, and in such a case the interviewer may share her challenges in finding day care centers as a female. Emotionalism is generally favored in the feminist cycles. It allows the emotional attachment of the interviewer, thus introduced "justified bias" on the basis of attachment of the researcher to the subject under investigation, to elicit the authentic feelings of the interviewee.

Pragmatism is the approach to enable the researcher to use any if the paradigms is the research experiences as all hold true depending on the circumstances. This has fundamental influence on how the research is designed so that such phenomena are taken into account in the formulation of questions, administration and analysis of responses.

### 4. 5 *Research Design*

Research design is about the research techniques and methods employed by the research to achieve a goal ( Hakim and Hyman:1997:3) Hakim and Hayman identifies two types of research i.e. theoretical research which is concerned with collecting data for producing knowledge and policy research which is concerned with collection of data to develop a solution to a particular problem. The study on citizen participation in local government is occasioned by the increase in the number of community protests related to the delivery of services which suggests that the citizens of the country are not satisfied with the services given by the state. Therefore the study seeks to evaluate the implementation of available policy with a view to :

- Understand gaps or variables in the implementation of policy
- Develop mechanisms to improve policy implementation or suggest areas for policy review.

### 4.6. *Quantitative Research Methods*

Quantitative research methods rely largely on statistical analysis to calculate the relationships between two different variables ( Silverman: 2001:27). The social world is divided into empirical components which are presented numerically and value is allocated according to rates or frequency of occurrence of a phenomenon. Quantitative enquiries produce detailed accounts of small groups of participants seeking to interpret meaning by use of statistical calculation of variables. A weakness of quantitative research is the lack of depth and inability to arrive at deeper level of understanding behavioral phenomenon like feelings and attitudes.

### 4.7 . *Qualitative Research Methods*

According to Strauss and Corbin: ( 1998: 11) qualitative research refers to any type of scientific enquiry that produces results not arrived at through statistical analysis, procedure or other means of quantification. Qualitative studies examine human behavior, person's lives, attitudes, feelings, emotions, as well as about organizational functioning, social movements cultural phenomenon, and interrelations between groups of persons and organizations. Hakim and Hyman ( 1997) contends that qualitative inquiries focus on obtaining peoples own accounts of situations, events, perspectives, feelings, attitudes, motivations and behaviors.

The qualitative research methodologies play a significant role in providing insights, theories and explanations of social behaviors and complex human needs, systems and culture ( Huberman, Miles: 2002: 306).

Qualitative inquiries place emphasis on quality, in-depth analysis, detail, feelings, opinion of the subjects about the phenomenon under investigation. Churton ( 2002) further argues that qualitative research methods favor positivists paradigm, in part , due to its subjective

interpretation of events and developments, and is low on reliability even if replicated under similar circumstance is unlikely to produce similar results because the information is based on opinions an feelings of the subject which are prone to variation. It is a generally held view ( Churton 2002: 258) that the success of qualitative research depends on the researcher developing some kind of rapport with the subjects as the inquiry requires depth and opinion which requires a measure of trust.

Silverman ( 2002: 259) further posits that qualitative research strengths is its ability to analyze what actually happens in naturally occurring environments.

### 4.8. *Reliability:*

The reliability of data collected is important if the study is to deliver credible results. The methods and techniques used to collect the data must pass the test of reliability ( Denscombe 2002:100 ) and deliver results that can be re-tested and under similar circumstance deliver the same results/ outcomes.( Churton: 2000: 157) Reliability of research data make it possible to make generalizations about the phenomenon under investigation and land themselves to theory development or review. According to Silverman( 2001:34) qualitative researchers argue that a concern for the reliability of observations arises only within the quantitative tradition.

### 4.9 *Validity*

Validity is critical to the researchers quest to obtain in depth insights into individuals, groups or institutions way of life. Validity refers to research results that give a true picture of the situation or phenomenon under investigation (Churton: 2002). Silverman( 2001:34) posits that the validity of results is a weakness in the qualitative enquiries, due to the fact that one may doubt the validity of explanation because the researcher has not dealt with contrary views.

## 4.10. *Sampling Techniques*

While it may be easy to identify the target population once the research objectives and the aims have been set out, it is impossible to reach everybody in the target population. Sampling enables the research to select a representative group to be part of the study. I this regard development of a sampling frames enable the researcher to make a list of all participants that would give impact to the study ( Churton:)

### *4.10.1 Random sampling:*

Affords everybody a chance to can participate, it is not suitable for all kinds of researches. Random sampling is most suitable for qualitative enquiries where the views and opinion of the communities are sought.

### *4.10.2 Systematic sampling:*

Systematic sampling is a general terms referring to a range of sampling techniques which are not random. It affords the researcher to pick those who are more likely to give valuable input to the research process either due to their skills, knowledge, experience or positions in the organization.( Churton: 2002: 173). This is opposed to random sampling where everybody in the target population stands a chance to be part of the research process. Systematic sampling follows a more structured approach to selection of interviewees based on the probability that they will add value to the process.

### *4.10.3. Qouta sampling:*

This approach to sampling enables the researcher to identify specific qualities and characteristics in the target population and classify them into categories. ( Churton: 2002: 173) The researcher is able to ascertain which group or category or individual most fit the purpose of the research based on the capacities, characteristics of the individual. Data collection stops when sufficient information has been collected. While it may not be possible to get all the participants responding to the questionnaire, sufficient number of returns should justify the development of a patterns.

### *4.10.4 Purposive sampling:*

Purposive sampling enables the researcher to choose case because it carries some features that promise to be in line with interests of the study. This requires that the researchers first thinks clearly and critically about the parameters of the study (Silverman 2002: 250). According to Denzil and Lincoln ( 1994: 202 in Silverman 2002) qualitative researchers employ purposive and not random sampling methods and identify groups, settings and individuals where the processes being studied are most likely to occur.

### *4.10.5 Stratified sampling*

Is a technique that enable the researcher to divide the target population according to the categories or layers of participates either age or income group, marital status. The sample size is determined by the nature of investigation conducted.

### *4.10.6. Snowball sampling:*

There is recognition that some research are of such a nature that it is not possible or ethical to reveal the character of the participants due to their life situations. The target population is identified, but the participants are not selected, rather one or two are selected and they are asked to give names of other participants who may be willing to participate in the research or have valuable input to the process.

### *4.11.1 Data Collection*

Data collection generally follows four approaches i.e. Participation in setting, direct observation, in-depth interview and analysis of documents. Through participation in setting the researcher is spends time in the community under investigation to feel first-hand what are the burning issues. The researcher is able to experience the social world that is investigated. The approach to data collection depends largely on the research questions but follows three main categories enumeration, participant observation and in-depth interview. Issues of practicality, effectiveness, efficiency and ethical considerations in data collection are major concerns in the process

### *4.12 Research questions*

The research question become the primary tool for collecting data. Research questions specify the things to be observed, measured, interrogated and interpreted in order to arrive at certain generalizations and patterns that can lead to formulation of a theory. Research questions can either take the form of hypothesis informed by a previous theory. Qualitative inquiries generally render themselves usable to hypothetical questions which seek to examine the opinion and views of the community on a particular subject.( Denscombe: 2002:33).

The use of appropriate tools and techniques in the gathering of data to discover and examine the patterns and regulations is critical to the research process. The tools used in the research should not affect on the subject being investigated. For example the use of questionnaires may have an effect people who are not able to read and write.

### *4.13 Questionnaire Design*

Questionnaires are used as tools to collect data. Questionnaires contain a series of questions designed to elicit responses from the community. Three different questionnaires have been designed to collect information from the community. The intention is to ensure that each category responds to unique issues consistent with the information at the disposal of the respondents.

## Conclusion

The Chapter has focused on the research methodologies with a close examination of the various paradigms on research methodologies and their impact of the process of data collection. The researcher is of the view that an understanding of the various paradigms enables the researcher to be mindful of the factors that influence the research process and to have a better understanding of himself as an interviewer and the behavior of the interviewee on the process. It is however the view of the researcher that such paradigms are not mutually exclusive and that pragmatism enables one to use what works best under the circumstances without being bound by a single approach.

In this chapter both qualitative and quantitative research methods have been explained although the current research is anchored on the qualitative methods due to the nature of the research questions investigated. Attention has been paid to the ethical considerations as well as concerns for validity and reliability of the research outcomes which are largely dependent of the research methodologies used. The various sampling techniques have also be examined and exposed to

The research will be conducted using the research questionnaire as the main tool for data collection which will be completed by interviews as a mechanism to enable the research participants to complete the questionnaires as well as ensuring a higher rate of return on the questionnaires. In the following chapter the data collected from the participants using the methodology and the techniques used above will be recorded and analyzed using the data management and interpretation techniques described in the chapter.

# CHAPTER FIVE

## PRESENTATION AND ANALYSIS OF DATA

### 5.1 INTRODUCTION

The previous chapter outlined the research method with focus on the procedures, processes, tools and techniques for data collection. Questionnaires for data collection were developed and distributed to the target population and a good rate of return has been recorded. The purpose of this chapter is to present and analyze the raw data that has been collected from Mnquma local municipality, municipal officials and public office bearers and the general public. It is the intention of the researcher to be as objective as possible, with due regard to the paradigms pertinent to research methodologies especially the qualitative research methodologies.

The South African legal framework promotes the participation of citizens in matters of local government ostensibly to ensure legitimacy and ownership of government decisions. The White Paper on local government, 1998, introduced the Concept of developmental local government which envisages the local state in partnership with community organizations to ensure service delivery. The Constitution of the Republic of South Africa, 1996 as amended, envisages a local sphere of government that plays a role of democratizing the local state and ensuring that citizens have access to the state through participation in decision making. Thus the role of local government is to enable social transformation is premised on the value adding aspects of citizen participation. The research gives a picture of the extent to which Mnquma Local Municipality has positioned itself to fulfill the Constitutional requirements to make the people govern in terms of its policies, procedures, structures.

Permission to conduct the research has been requested and obtained from the Municipal Manager of Mnquma Local Municipality. Three categories of questionnaires were developed and distributed to the following:

a. Questions for political office bearers and officials
b. Questions for councilors ward committees, and Community Development Workers.

c. Questions for the public categorized as Non-government Organizations, Community Based Organizations and individuals.

It is envisaged that these would bring different perspectives on community participation as they experience the role of the municipality in community participation from the point of view of their position in relation to the local state.

## 5.2. Data Analysis and interpretation

Data has been collected from field research and analyzed using descriptive statistics. In line with the requirements for qualitative research for academic purposes ( Denscombe) 40 questionnaires were distributed to the target population using a combination of quota sampling and random sampling approaches. The quantification of the respondents and their responses has enabled the researcher to analyze the responses and draw conclusions on the research problem.

The chapter presents and analyses data collected in the research and evaluates the impact of the legislative provisions on the subject of community participation. In light of the data obtained in the field research it is possible to measure the extent to which local municipalities implement the provisions of the legislation, to identify gaps and challenges in the implementation and draw generalizations with regard to the subject under investigation. The presentation and analysis is done with a view to reflect the objectives of the study which are:

a. Investigate extent of community participation in Municipal Planning and Performance.
b. Identify municipal challenges in community participation
c. Recommend measures to improve community participation in municipalities.

## 5.3. Findings and Literature

The findings of the research are presented below. The research was conducted using questionnaires and reflected below is an analysis of questionnaires distributed and the rate of return. The number of questionnaires return is sufficient to enable the researcher to make findings on the study.

*5.3.1. The Distribution of questionnaires and returns.*

| No | Group | Questionnaires issued | Questionnaires returned |
|---|---|---|---|
| 1. | Political office bearers and staff | 10 | 4 |
| 2. | Councillors, Ward Committees and CDW's | 30 | 21 |
| 3. | NGO, Business CBO | 10 | 10 |
| | Total | 50 | 35 |

The table above indicates that a number of the questionnaires distributed were returned and percentage is at 61%. To ensure a high rate of return more questionnaires were distributed to make provisions for questionnaires that may not be returned, and most were self-administered to make it easy for the respondents to answer the questions.

### *5.3.2. Responses from the Groups*

The three groups were given slightly different questions though with the same content but differentiation was made to enable each to respond according to their perspective. The responses from each group are presented and analyzed below.

#### *5.3.1.1. Responses of the Political Office Bearers*

Of the questions distributed to the political office bearers and the officials only 40% were returned. This is due in part to turbulent political climate in the municipality with the recent removal of the Executive Mayor which made it difficult to get the targeted officials as well as the time constraints which did not allow for waiting for the climate to return to normal in the institution. The responses were as follows:

1: **the Officials were asked if the municipality has a policy on community participation, and when was it developed:**

Comments show that 100% of the respondents know that the municipality has a policy on community participation, but 30% did not know when was the policy developed and whether it was ever reviewed.

2: **Asked if the policy make provision for the participation of people with disability 30% said yes whereas 70 % said no.**

3. **The respondents were asked about mechanisms to engage the community? And they responded as follows:**

| Ward committees | Ward general meetings | izimbizo | Media adverts |
|---|---|---|---|
| 60% | 10% | 20% | 10% |
| | | | |

The above table shows that majority of the respondents believe the municipality is making use of the ward committee system to communicate municipal plans, whereas only 30% believe that the municipality uses other mechanisms to communicate with the community.

**4: The research participants were asked if the municipality has created structures to facilitate community participation and this is how they responded.**

| Disability forum | Women forum | Youth forum | Hiv forum | MRM |
|---|---|---|---|---|
| 70% | 30% | 70% | 30% | 30% |
| | | | | |

The above table shows that the municipality has established a number of structures to facilitate community participation. 70 % of the participants mentioned the disability forum as an example of structures established to facilitate public participation, and 30% mentioned women forum, youth forum, HIV forum and the Moral Regeneration Movement as structures to facilitate community participation.

5. The respondents were asked if the structures are functioning effectively and this is how they responded?

| effective | Not effective | Partly effective |
|---|---|---|
| 30% | 40% | 30% |

The above table shows that 60% of the respondents believe that the structures are either not functioning effectively or partially effective. Some responded that these structures need to be capacitated to be able to function effective. 30 % responded that they are functioning effectively as they meet according to schedule. However the fact that the structures are meeting according to schedule may not be a true measure of their functionality. It should be noted that most of the respondents from the affected organizations concede that these structures are not functioning effectively due to lack of capacity and funding.

6: Asked on the type of support has the municipality provided to the ward committees during the last 3 Financial Years the responded as follows:

| **Stipend payment** | **workshops** | **Training** | **Out of pocket expenses** |
|---|---|---|---|
| **No** | **50%** | **50%** | **30%** |

The respondents mentioned the above as mechanisms used by the municipality to provide support to the ward committees. None of the respondents mention any kind of administrative support given to the ward committees.

**7a: The respondents were asked if community organizations take part in ward committees.**

The respondents mentioned that the participation of community organizations in ward committees is not effective as some ward committees are elected according to the geographic areas and not according to the community structures operating in the area as required in terms of the Municipal Structures Act. One responded stated that community organizations are invited to meetings of the ward committees.

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**7b. The respondents were asked if the municipality consulted ward committees in the development of the IDP and Budget and if so how? The respondents answered as follows:**

| IDP Representative Forums | Ward General meetings | Road shows |
|---|---|---|
| 70% | 30% | 70% |
| | | |

Of the participants who responded to the question 100% of them say the municipality consults ward committees in the development of the Integrated Development Plan and the Budget. 70 % of them say the municipality uses a combination of IDP Representative Forums and Road-shows while 30% say the municipality is making use of ward general meetings. While the difference may seem insignificant the use of ward general meetings could indicate that the municipality goes deeper into the communities and reaches every ward during the IDP and Budget process whereas use of IDP Rep forum means the municipality only gathers representatives of community organizations in a central place and this means communities are not reached.

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**8a: The research participants were asked if they believe the inputs of communities are included in the IDP .**

All the respondents say the inputs of the ward committees are included in the Integrated Development Plans of the Municipality. One respondent has gone further to state that the municipality further goes back to the communities to confirm that the inputs in the IDP are the same as those suggested by the communities.

**8b: The respondents were asked if the municipality has made provision for the participation of people with disability and if so how. The responses are summarized as follows:**

| Yes | Through Forums | Some buildings have ramps | No |
|---|---|---|---|
| **66,6** | **33,3** | **33,3** | **33,3** |

The majority of the respondents believe the municipality has made provision for the participation of people with disability. 33.3 per cent believe the creation of forums for people with disability provides for the participation of people with disability which 33,3 per cent of the officials believe the provision of ramps to buildings where meetings to discuss IDP and Budget are held constitute a provision for the participation of people with disability. 33,3 per cent believe the municipality has not made provision for the participation of people with disability. None of the respondents have mention provision of brail for people with visual impairment. This means the respondents' notion of disability is confined to people with challenges related to walk.

**9. The respondents were asked if the municipality consult the community when reviewing the annual report and if so how?**

| Yes | Road shows | Distribution of reports | General meetings |
|---|---|---|---|
| **100%** | **33.3 %** | **33,3 %** | **33,3 %** |

**10 The participants were asked if the municipality allow communities to participate in council meetings where the annual report is considered.**

All the respondents indicated that the communities are invited to Council meetings where the Annual Report is discussed. Some indicated that the annual report is also advertised in the local community radio stations for communities to attend.

*5.3.1.2. RESPONSES FROM COUNCILORS, WARD COMMITTEES AND COMMUNITY DEVELOPMENT WORKERS*

**1: The research participants were asked if the Municipality have a policy on community participation, and if so when was it developed? And the responses are reflected below:**

| category | yes | no | Don't know |
|---|---|---|---|
| **councilors** | **42%** | | **57%** |
| **Ward committees** | **33%** | | **66%** |
| **Community development workers** | **71,4%** | | **28,57%** |

From the above table it has emerged that 57% of councillors who responded to the question don't know about the municipality's public participation policy, while 66% ward committees don't k now the existence of the policy compared to 28% of community development workers don't know about the policy. 71,4% of the Community Development workers know about the policy. This indicates that Community Development Workers are much more knowledgeable about public participation policy than councillors and ward committees.

1.(a) **Asked if the policy has been reviewed in the last three financial years?**

71,4% of councillors don't know if the policy was reviewed in the last three financial years while 100% the ward committees members don't know if the policy was reviewed. 57% of the Community development workers don't know if the policy was reviewed , 28,5% said yes and only 14,2% said no. This is a indication of high levels of lack of knowledge about the policy as the policy was never reviewed since its adoption in 2009.

**2: The respondents were also asked if the policy make provision for participation of people with disability?**

The majority of the participants i.e 57% of councillors and 57% of CDW's don't know if the policy makes provision for the participation of people with disability. 66% of ward committee members don't know if the policy make provision for participation of people with disability.

**3: The participants were asked about the mechanisms used by the municipality use to address issues of the community?**

| | Ward Meetings | IMbizo | Great places | IDP Forum | Road shows | Stakeholder Forum | | |
|---|---|---|---|---|---|---|---|---|
| | 42% | | 14% | 28% | | 14% | | |

The above table indicates that 3 out of seven councillors believe the municipality uses ward meetings to address issues of the community while two mentioned the use of IDP Representative Forum as a platform to deal with community matters. One has mentioned the visit to the Great places as a mechanism to address community issues while one mentioned stakeholders fora.

Ward committee mentioned the use of ward meetings and Imbizo to address community needs. Community Development Workers

**Question 4: Has the Municipality created any structures enable community participation in municipal planning.**

On the question of structure created for public participation 80% of the respondents said the municipality has established structures to encourage community participation, while 20 % said no. The respondents mentioned the following structures:

- Ward Committees
- Disability forum
- Old age forum
- Youth Forum
- Moral Regeneration Movement.

**6: Asked on what type of support has the municipality provided to the ward committees during the last 3 Financial Years, the respondents state as follows:**

6 out of 7 CDW believe the municipality provides support to ward committees through inter alia, payment of stipends, workshops and training and stationary , while 5 out of 7 councillors also believe the municipality provides support to the ward committees. However only 1 out of 3 ward committees believe the municipality

provides support to ward committees.

**7a: The respondents were asked if community organizations participate in ward committees, explain?**

5 out of 7 cdw's believe community organizations participate in ward committee meetings and cited youth, traditional leaders and non-governmental organizations, and all ward committees state that community organizations participate in ward committees.

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**7b. The participants were asked if consulted ward committees in the development of the IDP and Budget and if so how? And they responded as follows:**

100% of all the respondents believe the municipality consults the ward committees in the process of developing the IDP and the Budget

**8a: The respondents were asked if the inputs of the ward committees been included in the IDP and Budget? The responses are as follows:**

90% of the Community Development Workers believe the inputs of communities are included in the Integrated Development Plans and Budgets and only 10 % believe they are not. 90% of the councilors believe the inputs of ward committees are included in the IDP and Budget whereas 10% are not sure. In contrast two-thirds of the ward committees believe the inputs of ward committees are not included in the IDP and Budget, while one third believes they are included.

**8b: Asked if the municipality made any provision for the participation of people with disability and if so, what are those provisions?**

85% of 7 CDW believe the municipality has not made provision for the participation of people with disability in municipal planning while 14% are not sure. 60% of the councilors believe the municipality has made provision for participation of people with disability and have cited the creation of a Special Programs Unit as well as their participation in community projects. 30 % said no and 10% are not sure. On the contrary 100% of the ward committees said no.

**9, Asked if the municipality consult the community when reviewing the annual report and if so how? The responses are as follows:**

| | yes | no | Not sure | Explanation |
|---|---|---|---|---|
| **CDW** | **57%** | **28%** | **14%** | |

| | | | | |
|---|---|---|---|---|
| **Councillor** | **90%** | **10%** | | **Use of newspapers and meetings** |
| **W/Comms** | **33%** | **66%** | | |

The above table shows that 57% of Community Development Workers believe the municipality consults the community in review of the annual report and 28% said no and 14% is not sure. 90% of councillors believe the municipality consults the community when reviewing the annual report and have cited the publication of the report in the newspaper and community meetings, as a mechanism to consult communities. 10% are not sure. 66 % of the ward committees said no while only 33% said yes to the questions.

**10 Asked if the municipality allow communities to participate in council meetings where the annual report is considered** .the responses are as follows:

| | yes | no | Not sure | Explanation |
|---|---|---|---|---|
| CDW | 57% | 43% | | |
| Councillors | 66% | 33% | | |
| W/Coms | nil | 100% | | |

The above table illustrates that 57% of CDW believe the municipality does not involve communities in the discussion of the annual report and 43% said yes. 90 % of the councillors said the municipality consults the communities when reviewing the annual report and 10% said no. On the contrary 100 % of the ward committees believe the municipality does not consult the communities when reviewing the annual report.

**11: Asked if the organizations or interest groups that are represented in your ward committee?, the responses are as follows:**

| | **yes** | **no** | **Don't know** | **Explanation** |
|---|---|---|---|---|
| **CDW** | **71%** | **29%** | | |
| **Councillors** | **85%** | **15%** | | **Ward committees are elected according to geographic area and this excludes interest group participation.** |
| **W/Coms** | **3** | | | |

All community development workers believe community organizations participate in ward committees and cited community development workers and traditional leaders. 90% of the councillors believe the community organizations participate in the ward committees and have cited Non-Governmental Organizations, cooperatives, youth groups and religious formations. 100% of the ward committees also believe they participate in ward committees.

**12 : Asked on the frequency of ward committee meetings, the respondents said**

All the participants agree that ward committee meetings are held monthly.

**Question 13: Are resolutions of the ward committee meetings included in council and if so how?**

All the participants responded positively to the question whether the inputs of the ward committees were included in the Council agenda. However most of the respondents were not sure about the mechanisms used to include ward committee resolutions in the council agenda. Ward councillors responded that such resolutions are taken by the ward councillors to be in the council agenda

*5.1.3.3 RESPONSES FROM THE PUBLIC AND COMMUNITY ORGANIZATIONS*

Questionnaire C was designed to obtain data from the members of the public especially community based organizations and business. It is assumed that this category would have a different if not honest perspective on the municipality's public participation practice as they experience it at a practical level. This category of research participants/target population are at the receiving end of municipal planning and policy implementation.

The first question was intended to test the participants understanding of the significance of community participation.

**1: Asked if they consider community participation important in municipal activities**

Yes .....9.....No.....0.....Not sure.....**..1.....**

Out of the 10 participants 90%(9) consider community participation in municipal planning to be an important matter and only 10%( 1) is not sure about it. The response means that there is an expectation from communities to be given an opportunity to participate in municipal planning and performance evaluation.

**1.(a) Asked if the Municipality have a policy on community participation, and if so when was it developed, the respondents responded as follws**

Yes.....1..... No.....1.....Don't know...7.....

From the above analysis it is clear that 70% of the respondents don't know whether the municipality has a policy on community participation. One 10% responded positive to the question and 10% said the municipality does not have such a policy.

**1(b): Asked if the policy make provision for participation of people with disability?**

Yes.....1.....No...1.....Don't know.....7.....

The respondents don't know whether the policy makes provision for the participation of people with disability.

**2 : Asked on the public participation mechanisms used by the municipality use to address issues of the community?**

60% of the respondents cited ward committees, disability forums and ward meetings. 40% of the respondents don't know mechanisms used by the municipality to address community issues.

**3: The participants were asked if the Municipality established any structures to enable community participation in municipal planning? If so which are those, the participants responded as follows:**

| | | |
|---|---|---|
| yes | 70% | Ward Committees, disability forums |
| no | 10% | |
| Don't know | | |
| | | |

As much as 70% of the confirm that the municipality has created structures to enable community participation and have cited ward committees and disability forums as a mechanism to enable community participation. However 10% said the municipality has not established any structures and 20% did not respond to the question.

**3(a): The participants were asked if they would consider such structures to be functioning effectively, explain? And they responded as follows:**

Only 40 % of the respondents consider such structures to be functioning effectively, 30% said they are not functioning effectively and stated that the structures were recently established. 10% said they don't know about the functionality of the structures

**4: The participants were asked if their organization participated in Municipal public participation during the last 3 Financial Years?, if so specify activities, the respondents stated**

| | | Explanation | |
|---|---|---|---|
| **yes** | **20%** | **Invited to Mnquma indaba** | |
| **no** | **70%** | | |
| **Not sure** | | | |

**4(a): Would you consider such participation satisfactory if yes explain, if not what would you like to change or improved?**

**5 out of 7 participants in the research did not believe that the community participation in municipal planning is satisfactory.**

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**5(a). Asked if the municipality consulted the organization in the development of the IDP and Budget and if so how, the respondents responded as follows:**

77%of participants who answered the question mentioned that their organizations are not consulted during the municipality development of the Integrated Development Plan and the Budget. 23 % of the respondents said the municipality does consult the municipality but they have no say in the discussions except attendance to the meeting.

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**5(b): Asked if the inputs of the organization are included in the IDP and Budget, the participants responded as follows:**

88% of respondents believe that the inputs of their organizations are not included in the IDP and Budget of the Institution. Only 11% respondents feel that the inputs of their organization are not included in the Institutions planning . This indicates that communities do not have confidence on the genuine intentions of the municipality

in consulting them.

**6: The respondents were asked if the municipality made any provision for the participation of people with disability and if so, what are those provisions, the respondents responded as follows;**

| Response | Percentage | Explanation/notes |
|---|---|---|
| **Yes** | **44,4%** | **Creation of disability forum** |
| **no** | **11,1%** | |
| **Don't know/not sure** | **44,4%** | |

44,4% of the respondents believe the municipality makes provision for the participation of people with disability on the municipality's planning processes. Such respondents cited the fact that the municipality has established the Mnquma disability forum as a vehicle created by the municipality to encourage participation of people with disability in the municipality's planning process.

11,1% of respondents say the municipality has not made provision for the participation of people with disability in the planning processes.

44,4% of the respondents said they don't know if the municipality has made a provision for the participation of people with disability in municipal planning and performance evaluation.

**7 The respondents were asked if the municipality consult the community when reviewing the annual report and if so how and this is how they responded;**

| Response | percentage | Explanation |
|---|---|---|
| **Yes** | **33,33** | **Annual report is published in the local newspaper** |
| **No** | **66,66%** | |
| **Don't know** | **nil** | |

33,3%of the respondents said the municipality has consulted the community in the review of the annual reports, 66,6% of the respondents say that the municipality has not consulted the community in the review of the annual report, . All those who responded yes to the question say the municipality communicates through the annual reports. Publication of the annual report in the local newspaper may not be sufficient consultation as the majority of the citizens of the municipality don't have access to the paper due to the rural nature of the municipality and the high levels of illiteracy.

**8 The respondents were asked whether the municipality allows communities to participate in council meetings where the annual report is considered** and they responded as follows

| Response | Percentage | Explanation |
|---|---|---|
| yes | 62,5% | 80 percent of those who responded positively to the question consider participation to be attendance of the meetings where the annual report is presented as such councils are advertised in the local media. |
| no | 37,5% | |
| Not sure | 12,5 % | |

The table above reflects that participants believe that the municipality allows communities to participate in council meetings where the annual report is tabled. Participation is understood to be the attendance of meetings where the annual report is discussed without contribution to the discussions as that is the reserve of councilors.

**9: The respondents were asked whether their organizations participate in any municipal public participation forum, if so explain? And they responded as follows**

| | | Explanation |
|---|---|---|
| yes | 60% | 60 percent of the respondents confirm that their organizations participate in public participation forum and have cited participation in disability forum and local economic development forum as examples. |
| no | 40% | |

As much as 60% of the respondents say that their organizations participate in public participation structures such as the disability and local economic development forum, only 40% said their organizations don't participation in any public participation forums.

**10. The research participants were asked whether they think the municipality is doing enough to promote community participation, if so explain and if not what do you think must be improved, and the responses are reflected below:**

| | | explanation |
|---|---|---|
| yes | 10% | Only 10% of the respondents believe the municipality is doing enough to promote community participation but have not furnished any explanation for their views. |
| no | 90% | 90% of the respondents say the municipality is not doing enough |

| | | |
|---|---|---|
| | | to promote community participation and stated that the municipality must update the community on a regular basis |

**CONCLUSION**

In this chapter the responses of participants to research questions have been presented and analyzed. In this regard it has been possible to discern certain patterns and trend which make it possible to draw generalizations on the state of municipalities on community participation. The questions were designed to examine the role of the municipality to promote community participation from three angles:

1. The available policy framework. Does the municipality have a policy of community participation, does the policy make provision for participation of vulnerable groups and individuals and how much do the communities know about the existence of the policy. It is assumed that the effectiveness depends on whether the community is aware about its existence and its provisions. Although the municipality has a policy on community participation the following weaknesses have been identified

- The policy was developed in 2007 and has never been reviewed ever since.
- The policy does not make provision for the participation of people with disability in municipal planning.
- The members of the public are not aware about the existence of the policy and it can be deduced that they are not able to make use of the policy or monitor the implementation thereof.

2. Existence of structures for participation. The success of community participation depends on adequate Institutional arrangements to drive the process. In this regard the availability and effectiveness of community based structures to facilitate community participation is important. From the survey it emerged that the municipality has created a number of forums to facilitate community participation. However there is a general feeling that such structures are not functioning effectively.
3. Processes used by the municipality to engage with the communities. The Municipality uses a variety of mechanisms to engage the community in municipal planning, these range from ward meetings, ward general meetings, road shows and imbizo's. From the survey it emerged that such mechanisms are mainly used during the development of the Integrated Development Plan, but not during the review of the Annual Report.

# CHAPTER SIX

## FINDINGS CONCLUSIONS AND RECOMMENDATIONS

### 6.1 Introduction

The objective of the study was to examine community participation in Mnquma Local Municipality within the past three financial years. The existence of mechanisms and structures for effective community participation, as well as the processes employed by the municipality to drive community participation came under review. Raw data was drawn from the research population using a combination of quota and purposive sampling, with survey questionnaires used as main tools for data collection. The analysis and interpretation of data was made and the findings will be presented according to the different groups, i.e. Political Office bearers and officials, Councillors, ward committees and community development workers and the community based organizations and business. Recommendations are made on mechanisms to improve community participation in Mnquma Municipality and local government in general.

### *6.2 Findings from all the responses*

These are the findings that were extracted from the data collected from the responses of the Political Office Bearers, Officials, Councillors, Ward Committee Community Development Workers and the Public. It must be noted that the sampling technique was such that a wide range of participants would be reached, but mainly those who experience local government from a particular perspective. Political Office Bearers were chosen as the leaders of the municipality who provider leadership in government and the official are the implements of the policies. Ward Committees, ward councilors and community development workers participate in government but mainly represent the community whereas the public experience government from a different perspective.

### *6.2.1 Findings from Political leaders and officials*

a) The Municipality has a policy of community participation which was developed in 2007 and has never been reviewed ever since. The policy is silent on the participation of people with disability as well as other vulnerable groups like the youth and women. There is no indication that the municipality's community participation is guided by the policy. There is a general understanding amongst officials that creation of disability for a enables the participation of people with disability in municipal planning. However there is no indication that people with disability are consulted during the IDP development process. The municipality has not made provision for people with walking difficulties to access municipal buildings or premised where public hearing are held.

b) The municipality uses the ward committees as mechanism to reach out to the community through ward committee meetings, ward general meetings and imbizo. The success of this strategy depends on the extent to which ward committees represent the communities as well as their accountability to the communities who elected them.

c) The municipality has created a number of for a to facilitate community participation. These are structures that are sponsored by the municipality created specifically to reach to certain communities of the municipality. These range from disability form, elderly forum and your forum. These forums are not functioning effectively and there are not able to enhance community participation as anticipated.

d) The Ward Committees are not inclusive of community base3d organizations, and interest groups as required in terms of the Municipal Structures Act. This is due to the fact that a majority of the wards are rural based and the ward committees are elected to represent the villages rather than specific interest groups. This means participation in municipal planning does not include all the stakeholders and interest groups in the ward.

e) The community is not consulted during the review of the annual report of the municipality. This means that although the community is involved in the setting of development objectives and service delivery targets during the development of the IDP, they are not given an opportunity to evaluate the performance of the municipality in meeting those targets. This means the community has no way of knowing if their inputs and contribution to the IDP have been included and implemented in the IDP and Budget of that particular year. In the same vein communities are not informed of the challenges

encountered by the municipality in the implementation of the IDP and this may create misunderstandings often lead to community protests.

### *6.2.2 Findings from Councilors, Ward Councillors and Community Development Workers.*

a) The majority of the councilors are not aware if the municipality has a public participation policy. Councillors are responsible for policy making collectively as members of council. And if they are not aware of the crucial policies they may not be able to oversee the implementation of the policy as well as make their constituencies aware of the provisions of the policy which communities must use to advocate for their rights.
b) The councilors are not aware of the requirements for the public participation policy to be reviewed on a regular basis so that it is in line with changes in legislation and the political environment.
c) Councillors are not aware of the need to ensure that the policy and the procedures of the municipality support the participation of vulnerable groups including people with disability, women and youth. The establishment of disability forums and Special Programs is seen as mechanism for participation of people with disability in municipal planning, yet these structures are not functioning effectively due to lack of capacity and they are not consulted by the municipality in the planning process.
d) The municipality has established a number of structures to facilitate community participation in a manner that ensure that the vulnerable members of the community i.e. people with disability, the elderly, and women contribute to municipal planning in line with their interest. However these structures are not supported by the municipality and as such they are not functioning effectively.
e) Community development workers are much more knowledgeable about the municipalities' policies and provisions, than councilors and this may create tensions between the community development workers and councilors on the field.
f) Community Development Workers believe that the municipality has not done enough to provide for participation of people with disability. In this regard the municipality should provide for people with walking difficulties to be able to have easy access to building of the municipality and to places where public participation events are taking place.

g) The communities and community organizations do not participated in the evaluation of the annual report of the municipality.

### *6.2.3 Findings from the public*

a) The members of the public know the importance of participation of communities in municipal planning.
b) The majority of the members of the public participation policy. This means that since its development the policy has not be taken to the public so that they contribute to its development and review as well as being made aware of its provisions as a enabling tool for community participation.
c) The public especially community organizations are not happy about the municipal public participation. There are allegations that the municipality does not provide feedback to communities on their programs. The majority of community organizations believe that their contributions to IDP are not taken seriously and they are not aware whether they are included in the IDP and considered in the development of the budget.
d) The community is not consulted during the review of the municipality's annual report. The participation cycle is not completed without the participation of communities in review of municipal performance. The community is invited to council meetings where the annual report and the auditor general report are discussed but, the community does not contribute to such discussions. Municipalities are expected to receive the annual report and within 60 days develop an oversight report which is an expression of the council satisfaction that the report is a fair representation of what obtains in the municipality. In developing the oversight report the council must consider the views of the public.
e) There is a gap between what the municipal officials and political office bearers say on community participation and what the members of the public understand to e taking place.

## 6.3 Recommendations from the findings

From the findings of the research it is possible to draw certain generalizations about the state of community participation in Mnquma and to make certain recommendations going forward.

### *6.3.1 Policy Review*

It is recommended that the municipality's public participation policy be reviewed to take into consideration developments that have taken place in the local government environment since it was adopted in 2007. For example municipalities have since established oversight committees and later on municipal public accounts committees to lead the council in the review of the annual report and the annual financial statements. The policy review would enable it to address the role of these committees in involving communities the review of the annual report. The policy review must also take into consideration mechanisms for the participation of vulnerable groups i.e. people with disability and elderly in municipal planning. This would improve internal social cohesion in the municipality and ensure good quality IDP's and good government in general.

### *6.3.2 Provision for participation of vulnerable groups.*

The municipality must make provisions for the participation of vulnerable groups like women, elderly and people with disability. Such provisions should be included in the policy as a key instrument enabling participation. There should also be steps taken to encourage participation of people with disability through the following.

- Alterations to buildings to accommodation ramps for people with walking difficulties.
- Provision of interpretation into sign language during public hearings and meetings to develop the IDP and review municipal performance.
- Provision for brail to accommodate people with reading difficulties.

### *6.3.3 Removal of Language barrier.*

The majority of the citizens of the municipality are illiterate. It has been noted that the Integrated Development Plan of the Municipality is written in the English Language. This applies to a number of other municip0alities as well. The Local government sphere must lead in the process

of removing all barriers to community participation and this must include provision for documents of government to be in the vernacular. This entails the following:

- Production of municipal documents in simple language even whre the English language is used.
- The documents must be simplified in the vernacular as much as possible.

### *6.3.4 Awareness campaigns on Municipal Policies.*

It is recommended that the Municipality must have regular awareness campaigns to inform communities out the municipal policies. This would also make councilors aware of the policies of their own municipalities. In this regard the municipality must develop and implement a civic education programs to empower communities about the municipality's programs and the government policies and development programs in general. This should include education of communities about.

- Their rights as citizens in the municipalities development program including the
- Rights to participate and to be given feedback of municipal program.
- The available mechanisms they can use to approach government and the municipality in particular.
- Education on the municipalities petition management systems as a mechanisms to enable interaction with government.
- The role of the different spheres of government in the development of the communities and how they can e approach.
- Education of communities on their representatives in the provincial legislature and national parliament and how thee representatives can be reached.

### *6.3.5 Feedback to communities*

The Municipality needs to develop a number of mechanisms to feedback to communities on their needs. This should be included in the IDP cycle such that the municipality is able to return to communities after completing the IDP to inform them of how their needs have been catered for in the IDP and budget. The municipality an make use of the imbizo program a well as the

community radio stations and local papers. Community based organizations, e.g. churches, business chambers; e.t.c can be used effectively to spread the message.

### *6.3.6 Involvement of Community in review of the Annual report*

It is recommended that the municipality ensures that the process of review of the annual report and the annual financial statements of the municipality include community participation. This is a mechanism for the municipality to report back to communities on its performance and to explain those areas in which performance has not reached the desired level. This would be achieved through the following:

a) The publication of the annual report of the municipality in the local newspaper with invitation for members of the public to review the report and provide comments.
b) Presentation of the annual report and the annual financial statements to ward meetings and an invitation to the community members and community organizations to provide comments.
c) Members of the public must be allowed to council meeting where the annual report is discussed and be allowed to make their comments which must be included in the oversight report of the municipality.

This would complete the accountability cycle by ensuring that citizen are informed of municipal performance by the public representatives who elected them.

### *6.3.7 Further studies on community participation*

From the above investigation it is clear that municipalities don't have mechanism to measure the effectiveness of community participation on the intended beneficiaries. While municipalities may be trying their level best to comply with the legislation of participation, this is where it end, i.e. at compliance and does not go beyond compliance to effectiveness of community participation. Municipalities must develop mechanism and systems to measure the satisfaction of communities with their own community participation activities and processes.

## Conclusion

South Africa has developed a number of legislations that support community participation in government in general and in municipal planning in particular. Municipalities are placed strategically as agents of transformation of society to foster social cohesion in the country. The role of municipalities is to advance the objectives of developmental state and in this regard the participation of citizens in government is a key pillar in the realization of the dream of a developmental state. However it is generally recognized that the implementation of the policies and laws is not done properly to realize the objectives. The research has shown that community participation is not at the level where it can influence the course of government. It cannot be said that government feels the impact of communities in the decision making process. Much of what takes place in the name of community participation is meant to ensure compliance without significantly shift power relations in favor of the poor.

Community participation is a key to ensuring good governance, social cohesion and nation building such that citizens have confidence in government. Municipalities must take community participation seriously and not just as a matter of compliance. In this regard the role of municipal councils as legislative arm of the municipality must be strengthened such that councils promote community participation and oversight. Although there is sufficient legislation to promote community participation there are no mechanisms to measure the effectiveness of community participation in municipalities and as such municipalities engage in public participation only to comply with laws during the IDP processes. It can be drawn from the study that a culture of community participation has not yet taken root in municipal councils.

## ANNEXURE 3.13.1

***QUESTIONNAIRE A***

**Question 1: Does the Municipality have a policy on community participation, and if so when was it developed**

**Question 2: Does the policy make provision for participation of people with disability?**

**Question 3: Which public participation mechanisms does the municipality use to address issues of the community?**

**Question 4: Which structures have been established to enable community participation in municipal planning?**

**Question 5: Would you consider such structures to be functioning effectively, explain?**

**Question 6: What type of support has the municipality provided to the ward committees during the last 3 Financial Years?**

**Question7a: Do community organizations participate in ward committees, explain?**

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**Question 7b. Has the municipality consulted ward committees in the development of the IDP and Budget and if so how?**

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**Question 8a: Have the inputs of the ward committees been included in the IDP and Budget?**

**Question 8b: Has the municipality made any provision for the participation of people with disability and if so, what are those provisions?**

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**Question 9 Does the municipality consult the community when reviewing the annual report and if so how?**

**Question 10 Does the municipality allow communities to participate in council meetings where the annual report is considered?**

## ANNEXURE 3.13.2

***QUESTIONNAIRE B***

**Question 1: Does the Municipality have a policy on community participation, and if so when was it developed?**

Yes.....No.....Don't know.....

Question 1.(a) Has the policy been reviewed in the last three financial years?

Yes.....No.....Don't know.....

**Question 2: Does the policy make provision for participation of people with disability?**

Yes.....No.....Don't Know.....

**Question 3: Which public participation mechanisms does the municipality use to address issues of the community?**

**Question 4: Has the Municipality created any structures enable community participation in municipal planning.**

**Question 5: Would you consider such structures to be functioning effectively, explain?**

**Question 6: What type of support has the municipality provided to the ward committees during the last 3**

**Financial Years?**

**Question7a: Do community organizations participate in ward committees, explain?**

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**Question 7b. Has the municipality consulted ward committees in the development of the IDP and Budget and if so how?**

**Question 8a: Have the inputs of the ward committees been included in the IDP and Budget?**

**Question 8b: Has the municipality made any provision for the participation of people with disability and if so, what are those provisions?**

**Question 9 Does the municipality consult the community when reviewing the annual report and if so how?**

**Question 10 Does the municipality allow communities to participate in council meetings where the annual report is considered**.

**Question 11: What organizations or interest groups are represented in your ward committee?**

**Question 12 : How often does your ward committee meet**

**Question 13 : Are resolutions of the ward committee meetings included in council and if so how?**

**Question 14: Do you think the Municipality considers ward committee inputs when making the IDP and Budget?**

## ANNEXURE 3.13.3

***QUESTIONNAIRE C***

**Question 1: Do you consider community participation important in municipal activities**

Yes .....No.....Not sure.....

**Question 1.(a) Does the Municipality have a policy on community participation, and if so when was it developed?**

Yes..... No.....Don't know.....

**Question 1(b): Does the policy make provision for participation of people with disability?**

Yes.....No.....Don't know.....

**Question 2 : Which public participation mechanisms does the municipality use to address issues of the community?**

**Question 3: Has Municipality established any structures to enable community participation in municipal planning? If so which are those?**

**Question 3(a): Would you consider such structures to be functioning effectively, explain?**

**Question 4: Has your organization participated in Municipal public participation during the last 3**

**Financial Years?, if so specify activities**

**Question 4(a): Would you consider such participation satisfactory if yes explain, if not what would you like to change or improved?**

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**Question 5(a). Has the municipality consulted your organization in the development of the IDP and Budget and if so how?**

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**Question 5(b): Have the inputs of your organization been included in the IDP and Budget?**

**Question 6: Has the municipality made any provision for the participation of people with disability and if so, what are those provisions?**

**Question 7 Does the municipality consult the community when reviewing the annual report and if so how?**

**Question 8 Does the municipality allow communities to participate in council meetings where the annual report is considered**.

**Question 9: Does your organizations participate in any municipal public participation forum, if so explain?**

**Question 10 do you think the municipality is doing enough to promote community participation, if so explain and if not what do you think must be improved**

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